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Stakeholder engagement in Johannesburg's corridors of freedom urban regeneration vision

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STAKEHOLDER ENGAGEMENT IN JOHANNESBURG'S CORRIDORS OF FREEDOM URBAN REGENERATION VISION

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'A Thesis Submitted to the Faculty of Engineering and the Built Environment, University of the Witwatersrand, Johannesburg, in fulfilment of the requirements for the degree of Doctor of Philosophy'

Johannesburg 2020

DECLARATION

I declare that this thesis is my own unaided work. It is being submitted to the Degree of Doctor of Philosophy to the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination to any other University.



....

(Signature of Candidate).

....**4th**.... day of …. **November**.....….**2020**....

(day) *(month)* *(Year)*

ABSTRACT

World Bank projections have indicated that by 2030, sixty percent of the global population will relocate to urban cities and will reach seventy percent in 2050. Moreover, over fifty percent of the global populace is experiencing unprecedented mobility challenges as a result of inefficient transportation infrastructure and services, primarily in developing countries. In line with Sustainable Development Goal 11, The National Development Plan, The Growth Development Strategy and the Integrated Development Plan, the City of Johannesburg Municipality are in the process of undertaking the Johannesburg TOD, previously called the Corridors of Freedom. The vision exists to address existing unequal mobility and spatial patterns characteristic of apartheid. In recognising the importance of Stakeholder engagement and its pivotal significance in mega-projects, this study investigated the stakeholder engagement aspect of some of the projects that fall within the ambit of the Corridors of Freedom vision. The investigation was undertaken through the lens of Freeman's stakeholder theory and contemporary urban planning theories, which advance that organisations or convenors of projects are obligated to act in the interest of their internal and external stakeholders. This research is based on pragmatist philosophy. Furthermore, methodological triangulation was achieved through extensive literature analysis, 23 semi-structured interviews (qualitative method), and 40 questionnaires (quantitative method). The literature review identified the research gap, which revealed that there was a need for literature to interrogate the process of policy formulation and participation implementation in community-level stakeholder engagements. The qualitative semi-structured interviews gathered information of the 3Cs, namely City Entity Professionals (CEPs), Contractors (Cs), and Community Representatives (CRs). Questionnaire aided in collecting information from the 4th C, Community Members (CMs). IBM SPSS was used to analyse the responses from CMs, from which descriptive statistics of frequencies and percentages were used to summarise the data. Cronbach's alpha was used to test the internal reliability of the questionnaire, while Fischer's exact test was used to determine the socio-demographic variables and public engagement measures. Content analysis was performed using NVivo 12 from the information obtained from the 3Cs. The study's findings revealed the need for enforcement of by-laws, more extensive marketing and advertising of the CoF through partnerships with the creative industry, and across all social media platforms, early inclusion of communities in engagement practices, incentivising of participation, regular updates on project progress, the use of Stakeholder engagement software in

managing stakeholder meeting outputs and consideration of disabled persons such as visually impaired in communication and informing CMs.

Keywords: Corridors of Freedom, Transit-Oriented Development, Stakeholder Engagement, Community Participation, Urban Planning.

DEDICATIONS

This Dissertation is dedicated to my loving Heavenly Father YHVH, His Son YEHOSHUA and the Living RUACH HAKKODESH. When I passed through the waters, you were with me.

To My Parents Mr K.O Quartey and Prof. G.D. Arthur-Quartey. Thank you for setting me on a path that has contributed immensely to my character, personality and intellectual development.
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LIST OF ACRONYMS

4Cs	CEPs, Cs, CRs and CMs
3Cs	CEPs, Cs and CRs
AFD	Agence Française de Développement
APM	Association for Project Management
ANC	African National Congress
BOs	Bridging organisatons
BRT	Bus Rapid Transit
CDM	Clean Development Mechanism
CoPS	Complex Production Systems
CEM	School of Construction Economics and Management
C	Contractor
CBD	Central Business District
CEP	City Entity Professional
CG	Corporate Governance
CMs	Community Members
CRs	Community Representative
CoF	Corridors of Freedom
CoJ	City of Johannesburg Municipality
CRM	Citizen Relationship Management
CSER	Corporate Social Environmental Responsibility
CSP	Corporate Social Posture
CSR	Corporate Social Responsibility
CzRM	Citizen Relationship Management
CWC	Civic Wealth Creation
DA	Democratic Alliance
EBE	Engineering and the built environment
GDS	Growth Development Strategy
EEMS	Estuary Entrance Management Support Systems
EPSRC	Engineering and Physical Science Research Council
GIS	Geographical Information System
GRO	Gentle Remediation Options
IAPs	Interested and Affected Parties
SPSS	Statistical Product and Service Solutions
IDP	Integrated Development Plan
IGs	Interest Groups
ISE	Integrative Stakeholder Engagement
IT	Information Technology
JCM	Johannesburg City Manager
JDA	Johannesburg Development Agency
JOSHCO	Johannesburg Social Housing Company
JPC	Johannesburg Property Company
JPCZ	Johannesburg City Parks and Zoo
KLCDP	Kuala Lumpur Development City Plan
Km	Kilometre

LAA	Learning and Action Alliance
MIP	Mega Infrastructure Project
MPIC	Mega Project Infrastructure and Construction
MMC	Member of Mayoral Committee
NDP	National Development Plan
NGOs	Non-Governmental Organisations
OPCM	Office de Consultation Publique de Montréal
PhD.	Doctor of Philosophy
PDO	Protected Designation of Origin
PMS	Performance Management System
PLS	Partial Least Square
PMBOK	Project Management Body of Knowledge
PMI	Project Management Institute
PR	Public Relations
RA	Residents Association
RO	Research Objective
REDD+	Reducing Emission from Deforestation and Forest Degradation
RSA	Republic of South Africa
RQ	Research Question
SALGA	South African Local Government Association
SD	Sustainable Development
SDF	Spatial Development Framework
SDG	Sustainable Development Goal
SDGs	Sustainable Development Goals
SE	Stakeholder Engagement
SM	Stakeholder Management
SPLUMA	Spatial Planning and Land Use Management Act
SRI	Stanford Research Institute
ST	Stakeholder Theory
SUP	**Strategic Urban Planning**
TF	Theoretical Framework
TOC	Transit Oriented Corridor
TOCD	Transit Oriented Corridor Development
TOCDs	Transit Oriented Corridor Developments
TOD	Transit-Oriented Development
TODs	Transit-Oriented Developments
TSO	Transmission System Operator
UK	United Kingdom
UN	United Nations

CHAPTER I – INTRODUCTION

1. Introduction

Mobility ensures social, economic, and environmental productivity in this day and age (Trombin et al., 2020). Transport has become one of the crucial facilitators of productivity both within and between built environments (Anciaes & Jones, 2020). Increased ownership of private motor cars has created a situation where an influx of vehicles is growing in number and overcrowding motorways (Grover & Singh, 2020). Traffic congestion is most evident in Johannesburg metropolitan city, South Africa's most active economic centre (McKay, 2020). The TomTom Traffic Index ranks Johannesburg as the third-most congested city in Africa whilst ranked 121st worldwide with a congestion level of 30 percent (TomTom International BV, 2019). This means that a 30-minute trip in Johannesburg during times of congestion would take 30 percent more time than it would during uncongested baseline conditions. Cities with traffic congestion of >50% are characterised by significant delays, followed by cities having traffic congestion levels of 25%-50% and 15%-25%, which are characterised by minor delays. Cities that have <15% congestion are characterised as having no traffic congestion delays (TomTom International BV, 2019). Traffic congestion leads to delay for road users (Zhang, Ma & Yang, 2020), high levels of fuel wastage, disruption in vehicular movement and time-loss (Olayode et al., 2020). According to Fu (2017), traffic congestion poses a threat to economic development and population management. The World Bank forecasted that by 2030, 60 percent of the global populace is likely to urbanised environments with an expected rise to 70 percent by 2050 (Cervero, 2013). A significant portion of the relocation in the human population to urban areas will take place in third-world nations (Nnaemeka-Okeke, 2016). As the manifestation of the predicted shifts draws nearer, and adequate preparations must ensure the establishment of appropriate and well-organised transportation both within and around urban areas. Significant challenges associated with inefficient infrastructure and services include hindrance of private investments, economic retardation, technological advancement retardation and difficult access by the poor to social, financial and natural assets (Gaal & Afrah, 2017). According to Cervero (2014), over 50 percent of the world's population is experiencing unparalleled mobility difficulties from inefficient transportation infrastructure and services. In Africa, specifically, the 2017 Global Mobility Report estimated that more than 70 percent of its total rural population had been left unconnected

due to missing transport infrastructure (Global Mobility Report, 2017). The public transportation services in developing countries have low-quality standards, inadequate road safety practices, and increasing greenhouse gas emissions that remain unregulated (Pojani & Stead, 2015). Mobility challenges in most developing countries result from poor co-ordination of transportation, land-use planning, and urban developments (Godard, 2013). Similar characteristics of transport mobility challenge Sub Saharan African countries are facing today were experienced in developing nations decades ago (Oliete, Josa & Magrinyà, 2018). The approach to land-use and transport planning in developed countries began with the smart growth movement, which emerged in the USA in the mid-90s, aims to promote a blended approach to urban sprawl management (Landis, 2019; Sciara, 2020). TODs form part of the broader Smart Growth" theory which is a complex planning strategy incorporating transport and land use principles in an intertwined manner applicable across the different tiers of governance. It is an application that requires a reliable inter-disciplinary and cross-institutional approach (Hendrigan, 2020; Trillo, 2013). The principles of smart growth were to prevent public and private investment from creating new infrastructural developments outside of existing built-up areas. Land-development regulations aimed to disseminate land-use patterns and urban design features supportive of pedestrian-friendly environments, and liveable communities are characteristic of the smart-growth initiative (Trillo, 2013).

The implementation of Transit-oriented Developments (TODs) in Europe took place because in the post-world war two (WWII) period because the affordability and popularity of owning private cars resulted in urban sprawl and traffic congestion (Westerink et al., 2017). The only plausible solution to the urban sprawl in Europe was to build denser mixed-use land developments while making other modes of transport available and accessible to the public (Cervero, 2016). Similarly, the City of Johannesburg formally implemented the Corridors of Freedom (COF) in 2013 which has since been renamed to 'Johannesburg TOD' by the new ruling party, the Democratic Alliance (DA) in 2016. The reason for the name change is that the name CoF is politically incorrect (Ballard, Dittgen & Harrison, 2017). This dissertation, however, recognises the CoF as a Transit Oriented Corridor Development (TOCD) and refers to the Johannesburg TOCD using its original name CoF because the name 'CoF' was already extensively marketed to the people of Johannesburg. It is the name by which they know the vision since its conception.

Moreover, most searches, when conducted on search engines such as Google or Bing, yield far more results when the phrase 'corridors of freedom' is used as a search phrase as opposed to 'the Joburg TOD.' The CoF is a vision that encompasses a variety of mixed-use developments in addition to transport infrastructure. The CoF is a vision consists of various mega infrastructure projects (MIP) that comprise many sub-projects which requires the co-ordination of its multi-stakeholders involved (Zarewa, 2019). The CoF vision exists to create a compact city where mobility is affordable, accessible, and efficient for all just as the implementation of TODs in the USA and Europe played a vital role in ensuring that congested cities became compact, easily accessible, safe, and environmentally-friendly (Westerink et al., 2017). The CoF TOCD seeks to eliminate traces of apartheid spatial planning which made parts of Johannesburg inaccessible to black people (Pieterse, 2019). Johannesburg was built to segregate people according to their race. Black townships were located in the south while white neighbourhoods were located in the north; these were separated using infrastructural barriers and huge vasts of vacant land (McCool, 2016). Linguistic groups within back neighbourhoods were also segregated from each other to reduce the risk of having them unite against the racist apartheid regime (McCool, 2016). The CoF thus exists to bridge the socio-economic divide to heal the urban scars of apartheid (Makhubu, 2016). The purpose of undertaking Stakeholder engagement (SE) in urban regeneration projects such as TOCDs is to achieve sustainable development (SD). The noticeable gap identified in the existing literature is the lack of a comprehensive presentation of aspects of engagements in need of improvement in Transit Oriented Development projects based on the experiences of multi-party stakeholders for improved community level engagements.

1.1 Definition and Discussion of Key Terms

This section defines and discusses the following key terms used in this thesis; sustainability, stakeholder, convenor, stakeholder engagement, urban regeneration, transit-oriented development and transit-oriented corridor development. These key terms were selected due to their relation to the corridors of freedom urban regeneration project which seeks to ensure sustainable development using the ToD in aims of achieving SDG 11 which seeks to create all-inclusive sustainable cities.

1.1.1 Sustainability

The term sustainability emerges from the term sustainable development, which describes developments purposefully undertaken to ensure that current generations needs are ensured while avoiding hampering the capability of generations to come to ensure their needs (Greenland et al., 2018). TOCDS promote Sustainable Development Goal (SDG) 11 ratified by the United Nations in September 2015 to ensure sustainable management of urban areas (Loo & du Verle, 2017). For urban development to be sustainable, developers must ensure that cities have the presence of diverse, well-planned, and operative transport systems as a backbone that facilitates flourishing socio-economic activities (Culwick et al., 2015). This ensures ease of circulation of people, goods, services, capital, and information within urban areas (Loo & du Verle, 2017). TOCDs serve as spatial restructuring management strategies (Vale, 2015). The need for spatial reorganisation occurs when there is a need to address congestion in cities because of the occurrence is urban sprawl (Gao, Chen, and Yuan, 2017). Cities experience an influx of people, which is a result of people who are looking for work, accommodation, and schooling opportunities. Some people move to the city centre to have convenient access to their workplace or services such as hospitals and pharmacies, recreational spaces such as clubs, golf courses, shopping malls, and other forms of entertainment (Angel & Blei, 2016; De Vos, Van Acker & Witlox, 2014; Næss et al., 2019). TOCDs contribute to climate change mitigation and adaptation since they promote new transport pathways and densification of cities (Hickman & Stehle, 2017; Bickford, 2016). In this study's context, the term sustainability is applied to stakeholder engagement processes and calls for the need for professionals to ensure inclusive stakeholder engagements. Bahadorestani, Naderpajouh, and Sadiq (2020) state that inclusive stakeholder engagements are geared toward ensuring sustainability and encompass addressing conflicts among stakeholders and integrative decision-making. Sustainable development in this research context is defined as the occurrence of integrative stakeholder engagements, where stakeholders have their collective views and opinions influence projects for the benefit of the collective stakeholder group and future posterity. The word integrative implies that the relevant stakeholders have an equal opportunity to participate in engagements collaboratively.

1.1.2 Stakeholder

Edward Freeman introduced the term "stakeholder" in 1963. Freeman defined the term 'stakeholder' as a group whose absence of support or backing would cause an organisations

existence to cease (Pinto, 2019). Freeman is of the view that the business goals of organisations ought to enhance the general well-being of as many stakeholders as possible (Freeman, 1984). Since then, however, the term stakeholder has grown to encompass various definitions. The term 'stakeholders' emerged from the word 'stake,' which refers to the 'interest,' and 'holder,' meaning 'carrier; a person community or organisation that officially owns something or is a part of something (Calandro, 2013; Sartor & Orzes, 2019). Stakeholders are, therefore, individuals and organisations who have a stake in a matter. However, their part in decision-making processes may not be formal (Kahane et al., 2013). When it comes to activity, the interests of stakeholders may be institutional, professional, institutional, or economic; their environment or living stand affected by activity, whether proposed or implemented (Cascetta, 2015). The terms interested and affected parties (IAPs) or interest groups (IGs) are often used interchangeably. The native term" stakeholders," which consist of influential organisations and individuals, senior staff who direct the project, or experts whose skill play an important part in project's delivery (Cundy et al., 2013; Fischer, Lochner & Annegarn, 2020). Key stakeholders are agents that have high interest or strong influence or wield high decision-making power in a project, especially in top-down type engagements (Fung, 2006). Lay stakeholders are those that volunteer their services. These can be individuals serving on school councils or resident association members (Fung, 2006; Lowes et al., 2011). Government organisations, project owners, project designers, contractors, end-users, non-governmental organisations, and other relevant groups such as communities are all referred to as stakeholders (Li, Ng & Dong., 2018; Wu et al., 2018). Stakeholders who are genuinely vital role players in an activity or a project tend to be few when compared to lay stakeholders. Key stakeholders are agents that have high interest/high influence/high power in a project. Lay stakeholders are those who volunteer their services, such as individuals serving on school councils or neighbourhoods associations (Fung, 2006). This study identifies stakeholders of the COF urban regeneration project under the following headings; government organisations, project owners, project designers, contractors, end-users, non-governmental organisations and other relevant groups (Li et al., 2018). The process of SE is necessary for understanding stakeholder expectations and needs. It is vital for defining, reporting content, and keeping track of organisations sustainability activities (Armado, Roberta & Francesco, 2015). Engaging various stakeholders can also prove the most valuable and insightful to anyone because it creates a platform for information sharing, which facilitates stakeholder learning (Howell et al., 2016). The definition of stakeholders operationalised in this study classifies stakeholders as groups or individuals that,

due to their sufficient knowledge and understanding of a project from enough exposure to adequate information, make a conscious decision to participate, or not participate in the development of a project as a stakeholder. Stakeholders form an essential part of decision-making processes. The collective, active participation of stakeholders in decision-making remains imperative for achieving SDG 11, which seeks to create inclusive, sustainable cities. Their active participation occurs through stakeholder engagements which are often facilitated by the convenor(s).

1.1.2.1 Convenor

Out of the stakeholders, there exists a leading organisation, individual, or collective group that is responsible for conceiving and implementing projects (Sarmiento Barletti & Larson, 2019). Svendson (2005) defines the lead organisation(s), individual(s) or group(s) as 'convenors' who either belong to private organisations, government agencies or communities. Convenors are responsible for convening stakeholder networks and have the legitimacy and social capital to collectively gather key stakeholders to address a specific issue(s) (Sarmiento, Barletti & Larson, 2019). Convenor can be an individual or a collective that bear the responsibility of bringing stakeholders together to engage each other on issues, opportunities or problems in an attempt to address them. In stakeholder meetings, various representatives from different sectors gather to engage in deliberations. Convenors exist to ensure that the stakeholder engagements proceed smoothly. According to the Collaborative Leaders Network (2020) convenors are responsible for clarifying the purpose of the collaborative leadership effort; developing a preliminary list of stakeholders and leaders to invite to the table, and securing high-level stakeholder buy-in as well as academic and financial support. Successful stakeholder engagements hinge on the preparedness of the convenors, and their role helps to build relationships necessary to ensure successful project progress. "Conveners who are instrumental in initiating and administering a collaborative leadership process do not often serve as the manager, project leader, or facilitator of the process, and they may or may not be participants in the working group" (Collaborative Leaders Networks, 2020).

1.1.3 Stakeholder Engagement (SE)

Association for Project Management (APM) defines SE as the practice that involves interactions among project stakeholders for influencing a project for the holistic advantage of the project and

its supporters (APM, 2011). Understanding the implications that decisions taken in policymaking will have in the future is essential for transportation and urban planning development success (Sharifi & Yamagata, 2014). SE promotes active learning and understanding because when project planners and other stakeholders come together collectively, their various perspectives and expertise help to foresee various social, economic, and environmental impacts that are crucial to the successful project execution (Sharifi & Yamagata, 2014). When stakeholders, however, proceed to go a step further to provide solutions that may minimise these negative impacts, it enhances the longevity of the final project, which then maximises the sustainability of the project and brings operational benefits to its developers and users (Collinge, 2020). From the literature reviewed on sustainable development, SE, and the development and planning of urban infrastructure, it is right to say that SE, if efficiently conducted timeously and within its proper context, can achieve SD (De Camargo et al., 2019).

SE is essential, especially within the context of the planning, construction, and operation of mega-project infrastructure. Once infrastructures are constructed, it becomes challenging to make significant changes to them (Siemiatycki, 2015). Alterations to mega infrastructures are costly and laborious, and when completion of construction of infrastructures such as roads and buildings occur, regular patterns of living evolve around them (Siemiatycki, 2015). Once models of living are created around these infrastructures, altering the infrastructure becomes life-disrupting and often becomes an inconvenience for both users and developers. Such a significant setback is to be avoided by adequate planning between stakeholders in the initial phases of designing and planning (Siemiatycki, 2015). It is for this reason that SE at all stages of urban planning, design, and implementation is highly recommended (Letaifa, 2015). SE is not always a simple activity to undertake (Runde, 2019). One of the reasons for this is that within urban planning, for example, each stakeholder group is different and has varying interests and value systems (Lee & Raschke, 2020). Beliefs of stakeholders and their views of how things a project must be undertaken, creates a situation where there exist many divergent opinions; divergent opinions regarding how developments are to take place, the apportioning of land, and for what use, may also arise (Xia et al., 2018).

Helbig et al. (2015) effectively summed up the complexities that arise in SE occurs when each stakeholder group tends to possess their philosophies regarding how long-term planning is to take

place, what situations they regard as problematic, the best solutions for the doubtful cases and what constitutes the successful outcome of a project. The difficulty of SE in a mega-project is comprehendible when exhaustive lists of various stakeholders that are involved in the project are divulged (Leyden et al., 2017). The challenging nature of SE becomes apparent when the different roles and responsibilities of stakeholders of a project conflict (Radhakrishnan, Wang & Wang, 2018). It is, therefore, essential to understanding the main characteristics of SE in the corridors of freedom in comparison to that of SE activities in other cities in the world. SE is an inclusive and continuous process between project enablers and other interested and affected parties (Cundy et al., 2013). SE exists to build and maintain open and constructive relationships with stakeholders to ensure that a project is facilitated from various perspectives (Ahmed, 2012). SE, if proactive, can play a role in minimising factors that put the project at risk from delays and untimely delivery. Factors such as opposition, lack of broader buy-in from stakeholders, and antagonistic relationships arise when CMs are not included in decision-making from the onset (Cundy et al., 2013).

1.1.4 Urban Regeneration

Urban regeneration is both a process and a product; it is a means to an end and an end in itself. Urban regeneration forms a "comprehensive and integrated vision and action which leads to the resolution of urban problems, seeking to bring about a lasting improvement in the economic, physical, social and environmental condition of an area that has been subject to change" (Roberts & Sykes, 2000; 17). According to Couch, Sykes and Börstinghaus (2011), 'urban renewal' deals primarily with physical real estate alteration alone. Donaldson and Du Plessis (2013) explain that urban renewal activities include plans that target developments on an area basis instead of a national or provincial policy. They further explain that urban renewal problems related to health, welfare or crime prevention programs that aim to improve the situations of individuals, such as low-income earners, pensioners, and children (Donaldson and Du Plessis, 2013).

Urban regeneration, however, includes practical strategies aimed to favourably address issues hindering economic development (economic and career regeneration) (Couch et al., 2011), social justice (community and social needs), and environmental protection (new physical and ecological demands) (Mehdipour and Nia, 2013). Urban regeneration projects include initiatives such as the rejuvenation of waterfront areas, reuse of redundant buildings, new housing initiatives, the

refurbishing of residential neighbourhoods and estates, and the upgrading of transport infrastructures (Hussein, 2015). The elements of the CoF vision places the CoF within the category of an urban regeneration project since it includes not only the physical alteration of real estate but also the refurbishment of Johannesburg's social, economic and environmental spaces and activities (Ballard et al., 2017; Kotze & De Vries, 2019).

The definitions of urban regeneration seem to indicate that the undertaking of urban regeneration projects is for purposes of ensuring social equality, economic improvement, and the alteration of physical real estate (Alpopi & Manole, 2013). Common reasons for undertaking urban regeneration include enhancing the quality of lifestyle, refurbishing buildings, housing, and transport networks to suit human needs, improving aesthetics of a housing in an area or district, improving social relationships and security (Alpopi & Manole, 2013). In addition, technical reasons would involve keeping abreast with technological advancements to achieve efficiency in economic productivity; TOD are often part of urban regeneration initiatives, but their inclusion or improvement in the urban system is not confined to urban regeneration as they could be part of an urban development whether in Greenfields or blighted areas (Thomas & Bertolini, 2020). This study examines the Johannesburg's TOD from an urban regeneration context. For TOD developments to be efficient and effective, they need to stay abreast modernisation by incorporating new forms of technology for mobility efficiency (Bhattacharya & Mahapatra, 2017). Keeping abreast latest technologies and building materials by incorporating them into urban regeneration projects helps to promote SD (Bhattacharya & Mahapatra, 2017). As technologies improve, their functions tend to make life easier for those that patronise their use. Incorporating the latest technologies into urban regeneration initiatives causes people to achieve more things in lesser timeframes (Bhattacharya & Mahapatra, 2017).

In Johannesburg, places such as Braamfontein; parts of Maboneng, Yeoville, Hillbrow, and the Inner Central business district (CBD) have, and are still undergoing urban regeneration (Siegenthaler, 2017). Braamfontein, Johannesburg, for example, currently forms a part of the Blue IQ development project, which began in 2001 (Goosen and Fitchett, 2019). The Gauteng provincial government has partnered with the Johannesburg Development Agency (JDA) is in the process of transforming Johannesburg into a 'smart city' and a 'world-class African city' (Moyo, 2020; Phasha, 2019). Braamfontein and Maboneng's redevelopment has been funded mainly by

private property developers that are creating a student district in the area, which is an appropriate strategy since the area is situated in the University of the Witwatersrand. Regeneration initiatives in Johannesburg have aimed to attract diverse creative industries (Gregory, 2016). There is a distinction between "urban regeneration" and urban regeneration projects. The phrase 'stakeholders in urban regeneration' acknowledges the existence of the myriad of diverse stakeholders and emphasise the need for all-inclusive multi-party decision-making amongst various stakeholders such as government, private sectors, and community members (Li et al., 2020). It characterises stakeholders that are delivery focused as opposed to 'stakeholders in urban regeneration projects' who tend to be operation focused where engagements are conducted in a business as usual manner with little regard for multi-party decision-making.

1.1.5 Transit-Oriented Development (TOD)

TODs are considered as urban regeneration initiatives that involve upgrading transport and mixed-use infrastructure to increase the efficiency of mobility amongst residents and citizens of a town, city, or nation (Furlan et al., 2019; Newman, Davies-Slate & Jones, 2018). The benefits of TODs are that they facilitate compacted neighbourhoods with mixed-use developments established around existing transport nodes (Ewing and Hamidi, 2017). Another benefit of TODs is that they manage issues relating to density, diversity, design, destination, distance, and demand management to rearrange areas in built environments around BRT or railway transportation (Ogra & Ndebele, 2014). Diverse modes of transportation such as rail transport such as the Gautrain, Bus Rapid Transit (BRT) systems such as Rea, Vaya, help to manage congestions that occur from having one primary mode of public transportation. Another exciting feature of TODs is that they help to change people's reliance on private car usage. TODs pave the way for people to move their dependence away from the use of private cars as the primary means of transportation (Karim, 2017; Chava and Newman, 2016; Ogra & Ndebele, 2014). Addressing the issue of traffic congestion requires promoting public transport use. This ability to allow for traffic management is one of the reasons TODs recognised as a credible spatial management tool that helps to curb urban sprawl and stimulate sustainable conveyance of people from one point to another (De Vos, Van Acker & Witlox, 2014; Shatu & Kamruzzaman, 2014). Urban sprawl is an increasing problem in urban areas around the world since most economic transactions tend to take place in urban areas. Developing countries that are incorporating TOD principles into their regeneration policies. South

Africa and Nigeria, for example, are significant proponents of TOD implementation in Sub Saharan Africa (Baylis, 2017; Usman, 2017).

1.1.6 Transit Oriented Corridor Development (TOCD)

There does not seem to be clarity from existing literature regarding definition, contextualisation, and understanding of TODs and Transit-Oriented Corridors (TOCs) as concepts. Braughton et al. (2011) distinguished between TODs and TOCDs and stated that TODs embraced desirable urban forms; the flaw of TODs, however, lies in its failure to produce the benefits of traffic congestion relief, improved carbon dioxide emissions, and land space management. A ToD is ideally an integral element in the city's master plan process of identifying a hierarchy of urban centres integrated with the mass transport networks and other infrastructure (Huang & Mehndiratta, 2014). TODs can be relatively localised and operatable within a limited geographic scope, making them more manageable and allowing for localisation of resources (Huang & Mehndiratta, 2014). TOCs link corridors together and link these to broader transportation networks such as regional or high-speed train systems which may create what Binger (2011) refers to as transit-oriented cities. Regarding localisation TOCs enable a hierarchy of land-uses such as coffee shops, cleaners and small scale shopping), community uses (movie theatres, restaurants, retail), and more extensive citywide/regional uses (large retail stores and offices, entertainment venues, government facilities (Binger, 2011; Hendrigan, 2020).

1.1.7 Corridors of Freedom in context

The CoF is an integrated investment program, an urban regeneration initiative that deals primarily with the transformation of existing transport networks and mixed-use infrastructure (Pieterse & Owens, 2018). The CoF is a vital TOCD Mega Project announced in 2013 by former Mayor Tau (Cartwright & Marrengane, 2016; Pieterse & Owens, 2018). According to Peens (2015), CoF is a policy that guides development and investments in Johannesburg. The CoF aims to 're-stitch' Johannesburg by progressively eliminating all features of apartheid spatial planning, thus bridging the economic and social divide (Myambo, 2018; Weintroub, 2018). In his speech, former Mayor Tau described the CoF vision as the most extensive public transport development program in South Africa's history (Pieterse & Owens, 2018). The magnitude of the COF transport regeneration project is due to the multi-variant aspects of the project that focus on redressing the past injustices stemming of apartheid and on improving residents and citizens of Johannesburg's quality of living

by ensuring increasing mobility through efficient and affordable public transportation (Coggin & Pieterse, 2015; Pieterse, 2016). The motivations for undertaking the implementation of TOCD in Johannesburg are multifaceted but primarily to create an increased mixed-income density around Johannesburg's BRT routes (Chapman, 2015; Pieterse, 2016). Apart from the management of urban sprawl and traffic congestion from private motor cars, the historical segregation of Black Africans is part of the motivation for undertaking the COF (Pieterse, 2016; Chapman, 2015; Kenworthy, 2008). A significant number of Johannesburg's populace are living in peripheral areas spend a considerable percentage of their income commuting to and from work (Cartwright & Marrengane, 2016). Sixteen percent of Gauteng residents spend up to one-fifth or more of their income on transport, and the average one-way commute for people living in these areas to their places of work takes fifty-four minutes (Erasmus, 2013; McKay, Simpson & Patel, 2017). A segment of community members living in marginalised areas walk long distances and in pedestrian-unfriendly regions to get to work or to school (Simões, 2014). Johannesburg's COF initially proposed eight corridors; however, only four are currently under construction. Johannesburg's majority populace does not reside in the urban areas where the economic activity is bustling but rather on the periphery of the urban areas (Cartwright & Marrengane, 2016). Soweto, Alexandra, Orange Farm, Diepsloot, and Ivory Park are striking examples of this (Cartwright and Marrengane, 2016). A large percentage of the urban fringes have harsh living environments where poor economic health conditions and inadequate education infrastructures persist (Guild & Shackleton, 2018).

The CoF has various parts to it. The Soweto corridor connects Soweto to inner-city Johannesburg. The Louis Botha corridor links Alexandra and Sandton, while the Turffontein lies within the inner city, serviced by an existing Metrobus and rail link (Cartwright & Marrengene, 2016; Knopjes, 2014). The CoJ is also making plans to implement the Randburg to OR Tambo Airport, Randburg to Diepsloot and Lanseria Airport, and the Mining Belt Alex to Ivory Park before 2040 (Cartwright & Marrengene, 2016). From the CoF vision, the co-ordination and operation of trains, buses, and taxis will occur to bring about safe, fast, and convenient transportation, connecting every part of Johannesburg within easy reach for the convenient access of Johannesburg's population (Venter, 2019). The CoF considers the needs for economic growth, societal improvement, and well-being. Gradually providing efficient mass public transportation infrastructure for Johannesburg's growing populace has been implemented to

achieve this (Simões, 2014). The CoF possesses Megaproject-status and, as a result, requires sustained meaningful partnerships with various stakeholders such as those in the private sector, public sector, and CMs (Rubin & Applebaum, 2016). Apart from the examples from Europe, an eighteen-month study concluded that the CoF initiative was an excellent approach in creating a new urban future by the year 2050 (Rubin & Applebaum, 2016).

1.1.7.1 Study Area

Figure 1 illustrates the four areas of the CoF on which this study focuses. The four areas demarcated in colour consist of the Soweto, Turffontein, Empire Perth, and Louis Botha corridors. The area delineated in purple represents the Soweto Corrido (Region D). The zone in green demarcates Empire Perth Corridor (Region B). Louis Botha Corridor (Region E) is delineated in purple, and the green area, the Turffontein corridor in red (Region F). The intended focus of this research is mainly on the SE processes that took place within these four designated regions, as illustrated in Figure 1.



Figure 1. Medium Term Phase of CoF. Source: joburggis.maps.arcgis.com (2016).

1.1.8 Aspects of the Corridors of Freedom

The CoF has many social, economic and environmental components. According to Pieterse (2019; 30) the name Corridors of freedom " plays on the imagery that that 20 years after democratisation, the majority of city-dwellers do not experience complete freedom because they remain spatially isolated from urban opportunities. It taps into the ideological discourse of the ANC as encapsulated in the Freedom Charter and exists to preempt deep-seated frustration about the lack of visible change in the built environment to benefit poorer communities." The overall aim of the CoF development exists to bridge the social divide that has been the result of the racial/ethnic divisions created by the apartheid legacy (Pieterse, 2019). The CoF stakeholder engagements hold an essential significance in the context of eliminating social marginalisation through participation in decision-making. The vital aspect of SE in the CoF is to initiate progression towards an all-inclusive Johannesburg by giving the previously disadvantaged groups a voice in shaping their city through decision-making from the onset. Creating an inclusive city lies not only in providing access to economic opportunities, transport infrastructure and social amenities, but access for stakeholders to partake in all-inclusive governance. It is for this reason that investigating the nature of SE in the CoF is of vital importance.

1.1.8.1 Transport

The BRT forms the backbone of the CoF strategy to improve mobility in Johannesburg (Venter, 2016; Griffith, 2017). The objective of the transport development aspect of the CoF is to shorten the time that the citizens and residents of Johannesburg use to travel from one location to another (McKay, 2020). The purpose of the transportation aspect is also to increase the ease of access to areas where people live, work, and play (Griffith, 2017; Peens, 2016). It includes expanding the options for transit by making available other transportation means in the form of busses, trains, minibuses available with walkable and cyclist-friendly environments. In the envisioned future of Johannesburg, Johannesburg residents will live close to their places of work while being able to engage in work, play and live without excessive private car use (Kotze & de Vries, 2019). Transportation would be diverse, safe and affordable and contribute to greenhouse gas mitigation. If the social inclusion of all people in their cities is to occur, the availability, quality, and cost of public transport services must be suitable for all Johannesburg's citizens (Venter, 2016). The transportation aspect of the CoF forms the backbone of the projects of the CoF vision, and it is from this core that the other CoF projects develop (Venter, 2016). The construction of the first

Bus Rapid Transit system called the Rea Vaya in 2009 became the preferred mode of public transport around which the CoJ has centred the CoF vision (see Figure 2).



Figure 2. Rea Vaya station. Source: Joburg.org.za (2013)

1.1.7.1 Housing Infrastructure

The relationship between transport and housing is that it is to link the transport development of the CoF with densified housing to ensure that communities are sustainably integrated for convenient access to public transport within walking distance (Lembede, 2018). According to the City of Johannesburg, investments have been made into a range of housing developments to foster the envisioned social inclusivity within the CoF (Harber & Götz, 2018). One of the statements made by the MMC was that the CoF visions infrastructural developments would intensify Johannesburg's populations along the city's corridors. The Spatial Development Framework (SDF), outlines the housing aspect of the COF and states that residents will have more comprehensive housing options in suitably located parts of Johannesburg (CoJ, 2007). The strategy employed by the CoJ was to have the Johannesburg Property Company (JPC) buy properties situated along the corridors for the implantation of social housing projects in collaboration with private developer stakeholders (CoJ, n.d).

1.1.8.2 Green environment

The Johannesburg City Parks and Zoo (JCPZ) is the central role player in ensuring Johannesburg's green culture and the management of its cemeteries. JPCZ allocated a total of R15,1 million budget for the upgrade parks and green spaces along with the three existing areas of the medium-term plan of the CoF (CoJ, 2014). The purpose of incorporating a green environment into the COF project is to enhance its appeal and make available, the therapeutic and recreational benefits of nature to the citizens and residents of Johannesburg. Along the Empire Perth Corridor – one in Noordgesig and the other in Westbury was envisioned to cost of R2 million each. Along the Louis Botha Avenue Corridor, an R2 million upgrade to Yeoville Park, an upgrade to Patterson Park at the cost of R5 million (CoJ, 2014). The Rotunda Park upgrade located along the Turffontein Corridor has been allocated a budget of R4.1 million. The Rotunda park upgrade is currently at the planning phase and incorporates green outdoor gyms. These are over and above green outdoor gyms that JCPZ has already established an all existing park across the city, delivering a world-class outdoor recreational experience at no cost to residents (CoJ, 2014).

1.1.8.3 Public safety

Public safety is an emphasised aspect of the CoF. The functionality of the COF project is dependent on the enforcement safety and security around the corridors. If a lack of safety ensues in the corridors, it will undermine its very existence, thus proving contrary to the 'freedom' that the project aims to achieve in Johannesburg. In the Growth Development Strategy's plan of action with regards to ensuring safety includes the formulation of an urban management plan specifically for the COF and strategic crime prevention and safety within the COF (CoJ, 2016). In the SDF, the focus on preventing crime aims to improve surveillance and safety within the CoF with additional visible policing and other crime prevention measures (CoJ, 2016).

1.2 Theoretical Framework & Preliminary Literature Review

This study draws on various empirical studies undertaken by various scholars that have contributed to theorising stakeholder engagement and participation in planning. A theoretical framework (TF) emerges from an already established theory in research (Grant & Osanloo, 2014). The stakeholder theory (ST) is relevant for this study because it deals with the processes and results of an organisation's stakeholder relationships (Miles, 2017). The relevance of stakeholder theory and urban planning theory as the selected theory for this study is that its value in

the research process guides the researcher on a path that makes deviation from the aim of the study highly unlikely, as stated by Grant and Osanloo (2016). The concepts, constructs, theoretical principles, and tenets of the stakeholder theory resonates with the problem of this research, the aims and objectives, its literature review, methodology, and the discussion of findings that Adom, Hussein and Agyem (2018) argued are meant to achieve. ST defines and explains what stakeholder engagement is, how it is to be undertaken, the consequences for not undertaking SE adequately. The choice for the use of the stakeholder theory emerges from the position of Freeman (1984). Freeman is considered the father of stakeholder theory. Freeman stated that organisations as stakeholders themselves are responsible for the well-being of not only their stockholders (internal stakeholders) but their external stakeholders. The importance of the selection of stakeholder theory is that it provides both moral and money-motivated value for creating relationships and value for all stakeholders (Lehtinen & Aaltonen, 2020). This emphasis placed on creating value through relationship building and communication and balancing of stakeholder interests (that is stakeholder engagement) creates room for this study to evaluate policies that discuss stakeholder engagement and help to evaluate engagement practices in projects such as the corridors of freedom vision. McAllister et al. (2020) state that excellent two-way communication is indicative of managers' ability to respond to their stakeholder concerns. The results achieved in a project are indicative of whether the decision-making process is inclusive or not. Another aspect of SE that makes its application in this context most relevant is that, as stated by Noto (2020), stakeholder engagement as a key topic in strategic management is often under-evaluated in urban transportation planning studies and under-evaluated by practitioners. The relevance of the stakeholder theory allows for evaluating how contractors and city entity professionals would undertake stakeholder engagement.

Moreover, the effect that the actual stakeholder engagement process used in the CoF vision would have on the outcome of the CoF vision and some of its various projects and the stakeholders themselves. Stakeholder theorists often emphasise the importance of stakeholder engagement in creating successful projects. As stated by Bahadorestani et al. (2020), the lack of implementing effective SE in projects from beginning to end negatively impacts a project’s performance and intended targets.

Stakeholder theory has two main branches, stakeholder management, and stakeholder engagement. Stakeholder engagement allows for gathering stakeholder views on their role, responsibilities, and

relationships in programs and projects (Friedman & Miles, 2006). Stakeholder management deals with identifying and analysing stakeholders and then categorisation them according to their responsibilities, levels of power, and influence in decision-making processes. Stakeholder engagement is predominantly about strategies to ensure that effective communication occurs. There are three perspectives that stakeholder theory can be viewed, namely the normative, instrumental, and descriptive perspectives (Zakhem & Palmer, 2017). The normative perspective of ST asserts that managers must ensure stakeholder relationships, further elaborating that these relationships between key stakeholders are to be moral, ethical commitments shunning the desire to use stakeholders as a means to make money alone (Zakhem & Palmer, 2017). The reason for this is that all stakeholders' views and opinions should, therefore, be legitimate or hold importance for the sake of justice and fairness, which managers have a moral responsibility of ensuring (Jones & Felps, 2013). According to the instrumental perspective, the underlying motive for building stakeholder relationships should be founded on moral or ethical principles, which eventually causes improvements in the financial performance of an organisation (Jones, Harrison & Felps, 2018). The descriptive perspective of stakeholder theory deals with concepts and language that describe what an organisation is, how they operate and behave when engaging their stakeholders, and the way that their activities have an impact on the broader environment. The relevance of the STs descriptive aspect of this study is that it provides relevant explanations and definitions and ways to find out how engagement processes are undertaken and how they unfold. What is gathered from the stakeholder theory is that whether from normative or instrumental perspectives, stakeholder engagement in the CoF is imperative according and convenors or managers have the responsibility to undertake engagements in an all-inclusive manner. Obtaining the 4C stakeholders' experiences will help find out whether SE was taken from an instrumental or normative perspective and how best to re-align or reshape perspectives to better engagements in the future. Stakeholder theory from Reed et al. (2009) resonates with the quantitative and qualitative data collection approach of this study because in their study is represented various methods for identifying and obtaining information from stakeholders, differentiating between the stakeholders, and investigating their roles and relationships using a range of application methods. Obtaining engagement experiences of the various stakeholder groups requires stakeholder identification and analysis, which can be carried out by snowball sampling using snowball sampling and semi-structured interviews, to identify the 3Cs and obtain information from them. Literature that deals with SE in urban regeneration projects tend to emphasise community members

as stakeholders and their involvement or their lack of involvement in these initiatives (Noland et al., 2017; Peens, 2016; Strong et al., 2017; Wey, 2015). Studies that are almost similar to this dissertation are that of Cascetta et al. (2015) and Darchen and Husten (2014). Thomas and Bertolini (2014) discussed the elements of successful TOD planning, its critical success factors, and its implementation. However, comparison of engagement activities and strategies in Campagna Italy, Perth Australia, and Cape Town, South Africa, with that of multiple stakeholder engagement activities in world-renown cities. Wey (2015) classified principles of smart growth to better advance in a Taiwanese context from existing literature but did not provide enough comprehensive comparisons from other cities in the world. Deng and Nelson (2011) give an overview of the impact that BRT had on land development, technical performance, and cost issues. Venter (2016) examined BRTs as a means to enhance affordable access to employment using Johannesburg as a case study. Ogra and Ndebele (2014) reflected on the theoretical underpinnings of TODs and their design, diversity, density, distance, destination, and demand management components. De Sa Santos (2014) discusses the role of incorporating urban agriculture as an infill project in the corridors of freedom and identifies 30 different areas in which to do so. Peens (2016) investigated public participation's role in the policy formulation process of the corridors of freedom initiative focusing on the Empire-Perth corridor of the CoF project.

Other studies in this context of participation in TODs and regeneration projects proposed the use of computer-based SE augmentation tools such as the Visual Enhanced Sustainability Conversation (VESCs) (Cohen et al., 2015). Hanzl (2007) discussed the place of Information Technology (IT) as a tool for public participation in urban planning with the support of city-model simulations and internet-based conversation platforms such as e-society. Wang et al. (2016) presented A two-stage Partial Least Square (PLS) to build a hierarchical linear approach to public participation. Tarquinio and Rossi (2014) investigated the uses of internet-based tools and technologies in participatory activities. The effectiveness of SE in these studies prove that IT programs, internet technologies, and web-based tools give co-ordination, reliability, and stability to the process of participation. It is important to note however that this may not be applicable in areas where there exists a lack of availability of these technologies and a lack of technical know-how on the part of citizens in operating web-based technologies. Some scholars argue that the use of these technologies in participatory planning creates a distance between Many scholars have discussed hindrances to the participation of communities in development projects (Balug,

2019; Ferrilli, Saco & Blessi, 201). Abdullah et al. (2015) showed that comprehensive participatory planning was possible in their study, which analysed engagement processes throughout the formulation of Kaula Lumpur's Development City Plan (KLDCP). Amado et al. (2016) discussed participatory processes that occurred between private and public entities, and from their study emerged a new methodology for the regeneration of Luanda, Angola's disadvantaged areas. Donaldson et al. (2013) presented the perspectives of a portion of stakeholders in the Khayelitsha CBD urban renewal program and concluded that any program's success was dependant on the diagnosis of its problems.

In environmental sciences, SE plays a profound role in alien plant species regulation (Novoa *et al.,* 2018), shellfish and estuaries management (Oliver et al., 2017), electricity transmission grids deployment (Komendantova, Vocciante & Battaglini (2015). Rawhouser, Cummings, and Marcus (2017) examined how disparities in SE patterns shaped the development and outcomes of standard sustainability progress. Stakeholder analysis, mapping, and categorising techniques are discussed by Krstić (2014). The overcoming conflicting interests and strengthening connections amongst stakeholders are topics interrogated by Novoa et al. (2018) and Matos and Silvestre (2013). Scholars that discuss SE tend to share commonalities in their topic because they all present ideologies or engagement models and frameworks to solve problems in their particular areas of expertise. The preliminary literature analysis reveals that a shift away from traditional top-down engagements. The traditional form of SE has its limitations, and its relevance is fading (see Table 1). The traditional approach to engagement is disjointed; it is engrossed in relationship management rather than building relationships. The new approach to SE promotes integrated ongoing relationships. Emergent SE concentrates on building relationships for long-term goal achievements (see Table 1). Some case studies discuss emergent SE strategies; there are, however, restrictions to the engagements is that they fail to transition to embody emergent SE characteristics and fall back into traditional approach-like SE. The theoretical framework is supplemented by theories in urban planning such as participation in planning and advocacy in planning since the context of interrogating the nature of SE in the CoF exists in the specific context of planning in the public domain.

Most literature that advocates for bottom-up participation do not provide in-depth discussions of the nature of challenges encountered in facilitating bottom-up SEs. Top-down engagement

approaches are quicker to carry out than bottom-up engagements. In contrast, bottom-up approaches tend to be time-consuming and harder to facilitate (Wang, 2016). In literature, although it is perceived that the top-down approach is not accommodative of all-inclusive engagement, views and opinions of its stakeholders and CMs can still be considered in an all-inclusive manner. This is achievable by comparing SE in the CoF against SE practices in other TOCD projects around the world to provide exposure to different strategies that exist across participatory practices internationally that could prove most beneficial to future engagement practices. Most literature from scholars shows the predominance of top-down engagement approaches. It is essential to discover solutions that would popularise participation in top-down decision-making by identifying factors that need improvement in top-down engagement approaches. From this investigation, the identified shortcomings within SE processes from the narrated experiences of the 4Cs (City entity professionals, contractors, community representatives, and community members) can help provide a comprehensive plan to improve future developments in the CoF vision and the various projects associated with it.

1.3 Research Gaps

This section presents the research gaps emanating from the reviewed literature and theory. It articulates the differences identifies SE literature from planning and distinguishes and discusses the tools and goals in stakeholder engagement. Stakeholder engagement and theories in urban planning have their similarities and differences. These similarities lie in the goal of these theories to achieve the participation of stakeholders in projects, plans and policies that deal with governing projects. Both stakeholder theory and urban planning theories face much criticism. Urban planning theory is critiqued as being impractical and confusing, while stakeholder theory is critiqued as being too broad and lacking specificity (Egels-Zand.n & Sandberg, 2010; Mateev, 2018). Urban planning theories such as participation planning and advocacy planning are citizen-centric. These theories tend to place more emphasis on motivating and enhancing citizens to participate in urban planning related decision-making (Li et al., 2020), regulate the adverse effects and constraints that prevent citizens from participating in urban planning specifically. Urban planning theories provide a comprehensive understanding of the scientific underpinnings of various participatory approaches to planning. Stakeholder theory, however, provides a broader means of understanding stakeholder engagement across a wide spectrum of disciplines such as business, environmental conservation, and even mega-projects. Other literature, stakeholder

engagement emphasises the need for inclusion of all stakeholder in decision-making. De Chiara (2015) analysed the impact of stakeholder engagement on sustainability in complex problems in Agro Caleno in Campania, Italy. The limitation of the study was that exhaustive investigations of other stakeholders outside of businesses and municipalities was not conducted to obtain a more exhaustive confirmation of the desirability of the network-centric approach in solving sustainability issues.

Local and international literature on stakeholder engagement clarifies SE aspects in need of further exploration. Strand and Freeman (2015) investigated Scandinavian companies' contributions to stakeholder theory and co-creation of value through its effective stakeholder engagement practices. Their work, however, does not seem to explain whether Scandinavian capitalism promoted more conscious capitalism than capitalist practices elsewhere in the world like in the United States. Bahadorestani et al. (2020) presented a framework based on the Quality Function Deployment method to an Iranian green-building project. Their framework, however, did not apply to the other phases of the project's lifecycle outside of stakeholder engagement. Raum (2018) also presented a comprehensive framework for identifying stakeholders systematically, comparing their interests, roles, and influences and relationships in ecosystem services provided by forests in the United Kingdom (UK). The findings of their research, however, were more illustrative rather than representative. There was also the lack of use of quantitative techniques to explore additional interests, potential collaborations, and trade-offs. Dobrovolskienė, Tvaronavičienė & Tamošiūnienė (2017) sought to determine whether project managers in the Lithuanian construction and automotive industry considered sustainability in decision-making processes. Their study is limited by the use of two industries and small sample size, which prompts the use of larger sample sizes, and the inclusion of multiple industries in future studies dealing with managers' consideration of sustainability in their decision-making operations.

Venkataraman (2019) examined existing dimensions in academic research that associated stakeholder approach to sustainable business. Their study was, however, limited to academic literature in sustainability science with little integration of quasi-academic and practice-oriented literature. The dimensions of sustainability and stakeholder actions were also not explored in the study, and a large part of the literature used in the study was outdated. Dorobantu, Henisz and Nartey (2017) focused on engagement strategies used in civil society stakeholders rather than

strategies used in internal employee stakeholders. Cubilla-Montilla (2019) investigated whether cultural values were enough to improve stakeholder engagement and the issue of labour rights. The study found that the societies cultural values drove information regarding the social impacts of business performance, which companies either reported less frequently or not at all as compared to other information. Their study was limited to large companies alone. More studies are needed to determine the extent to which government entities report their stakeholder engagement practices as a CSR practice. Abitbol, Meeks and Cummings (2019) conducted a study that analysed the usage of Facebook by oil and gas companies both to engage stakeholders and also support community initiatives. The analysed posts may not have adequately represented all posts provided by the organisations, and this reflects a limitation in the sampling method. Future studies could also include Twitter and Instagram posts. Xu and Saxton (2019) investigated whether SE conducted via the Twitter social media impacted social capital. The study was absent from the use of interviews with social media managers, which could have further contextualised their study's findings. Undertaking the same study on Facebook, Instagram or linked-in could be undertaken in the future.

Lehtinen, Aaltonen, and Rajala (2019) explored why and how firms disengage and engage their external stakeholders' overtime when it came to value-creating activities in complex production systems (CoPS). Their study was limited in that it focused only on a single CoPS district development of the mega project (Lehtinen et al., 2019). Regarding studies conducted on the CoF vision, Peens (2016) limited their study to engagements in the Empire Perth corridor with no focus on specific projects within the corridor. The study also called for the investigation of the relationship between contractors, the Johannesburg city council and the public. Bickford (2016) investigated how the TOD concept is understood in the south African context and limited data collection to local and international literature, and interviews with working professionals. The literature dealing with CoF show that the participation of communities and the public requires much improvement (Peens, 2016; Griffith (2017). The CoF aim to 're-stitch' Johannesburg by progressively eliminating all features of apartheid spatial planning, thus bridging the economic and social divide has been discussed extensively in Johannesburg ToD literature (Myambo, 2018; Weintroub, 2018). The role of effective and inclusive stakeholder engagements as a part of this "Re-stitching" although mentioned, is not adequately discussed in the literature. Aspects of all-inclusivity should begin from the time that the city call for public comments on the draft CoF

policy. The aspect of the marginalised people's participation and ability or inability to submit comments for the draft policy, their inability to attend public meetings should be discussed and must form part of the central debate regarding the " restitching' aspect of the Corridors of Freedom – this aspect also relates to mobility challenges which must be addressed to ensure that marginalised groups can attend public meetings that are inaccessible to them due to their various socio-economic plight. The CoF aim to address past injustices must first be reflected in the participatory processes. These aspects of inclusive participation and decision-making demands extensive discussions in the literature.

From reviewing the above discussed scholarly contributions, the following gaps on stakeholder engagement emerged both broadly and specifically in this study's context:

- Need for CoF studies to focus on entire corridors in the general sense.
- Need for literature studies to use recent stakeholder engagement literature.
- There is a need for employment of mixed methods to gather opinions of diverse interest groups when it comes to their views and opinions about engagements in projects or initiatives.
- Lack of evaluation of principles in stakeholder engagement policy and practice.
- All projects that fall under the CoF need interrogation when it comes to SE.
- Communities' understanding of the CoF TOD vision is needed.
- Investigation of stakeholder engagement practices of municipalities.
- Analysis of social media engagements of government agencies in TOD projects.
- Presentation of aspects of engagements needing improvement based on the experiences of stakeholders to better improve engagement at the community level in Transit-Oriented Developments.

1.4 Research Problem Statement

Stakeholder engagement practices often lack the context specificity required to tackle development projects in a way that is suited to the immediate needs of communities. In participatory activities, the views and opinions of communities are often not taken into account in the physical implementation of development projects early enough. Community participation is often rushed by professionals to meet project deadlines. Although comments and responses are obtained from the public, the participation results in a tick-box activity where decision-making

and decision-implementation remain technocratic mainly in nature which leads to public opposition and project delays and waste of resources. Diagnosing current shortfalls of community participation in the context of the CoF area-based development strategy requires collection and analysis of the views and opinions of City Entity Professionals, Community members, Contractors and Community Representatives. This is to determine areas of engagement that need improvement for better engagement practices in future.

1.4.1 Research problem statement elaborated

In SE practices, what is often observed differs from what is expected. The common occurrence in stakeholder engagements in ToD projects is that due to their size and complexity, the resources needed to undertake a comprehensive engagement with the relevant stakeholders is often lacking. Moreover, because of the size and magnitude of ToDs, the stakeholders are often numerous, and thorough identification of stakeholders and mapping out of their interests remains tedious and laborious (Bahadorestani, Karlsen & Farimani, 2019; Mathur et al., 2007). When it comes to community participation, it is expected that community members partake in the decision-making (Reed et al., 2009). What is often observed is that in some instances there is a low attendance of public meetings by community members. Obtaining the various reasons for the lack of attendance of community members is vital for devising strategies to maximise participation. The lack of community involvement in public meetings in the case of the Johannesburg ToD defeats the aim of re-stitching the city (Pieterse, 2019). Re-stitching, the city, does not only involve re-stitching access to opportunities and also re-stitching dilapidated infrastructures such as roads, buildings and the defunct parts of a city. An aspect that is not discussed in the CoF initiative is the importance of stakeholder engagements in re-stitching the city. This is an aspect where stakeholder engagements exist to build relationships between various existing stakeholder groups as a necessary practice to characterise a shift from exclusive apartheid decision-making to inclusive post-apartheid decision-making (APM, 2012). What is expected in stakeholder engagements according to theory, is that early identification of all stakeholders is achieved prior to any decision-making so that stakeholders have an equal chance of participating In the decision-making and influencing the outcomes of the engagements and eventually project outcomes (Andriof & Waddock, 2018). It is expected that a balance of interests is achieved since the presence of numerous stakeholder individual's and groups presents a situation where interests are numerous and may differ significantly. In SE practices, however,

in most cases, the balance of interests is not achieved. In urban planning theory, agnostic urban planning calls for the best deHowever, the lead organisation or project owners tend to dictate the outcome of the project without taking into account the views and opinions of the public. According to theories of SE It is also expected in stakeholder engagements be undertaken from early stages in an inclusive manner. This is to prevent protests and litigation. Protests and litigation occur because community members and the public are not adequately being informed about a project and being included in the decision-making process.

Collecting the experiences of the circumvent the practical benefits that all stakeholders could patronise in future engagements to attain successful project outcomes and acceptable engagement practices for all. Vuorinen and Martinsuo (2019) point out that stakeholders and SE could be interrogated from two perspectives: perspectives of leading organisation and perspectives of the other key stakeholders. This research, however, proceeds on the premise that multi-variant perspectives of CEPs, CRs Cs, and CMs regarding SE outcomes receive little attention. Matching the multi-variant perspectives to determine the good and bad practices in SE would thus prove useful in facilitating improved engagements in the future (Mok, Shen & Yang, 2015). The traditional approach to SE is top-down oriented, as proven by stakeholder engagement literature and community participation literature. It is undeniable that the key decision-makers dominate most engagement activities and tend to feed the public with information about what they plan to do. SE should instead facilitate engagements to ensure collective decision-making where all stakeholders are given an equal opportunity not only to have their views and opinions heard and also to have their views and opinions influence project outcomes. It is the job of city officials and commissioned planners to identify problems that exist within their local vicinity. It the responsibility of local government, city officials, and planners to then devise proposed solutions while simultaneously involving communities in the decision-making. Often, however, CMs do not have their views and opinions accounted for in project planning and implementation as is evident from accounts given by existing Johannesburg ToD literature (Pieterse, 2019; Planact, 2018). In most instances, CMs may not comprehend the challenges experienced by CEPs and Cs in undertaking SEs, and this is why SE is essential because it fosters learning through experiential interactions amongst participants (Freeman, Kujala & Sachs, (2017). Traditional methods of planning tend to promote tokenistic, manipulative and educative methods of participation (Arnstein, 1969). Technocratic planning

was considered a norm in the 1960s where urban planning fell solely in the hands of those privileged with its technical knowledge. Technocratic, manipulative participation in contemporary planning theory and practice, however, is considered outdated and proves to be a significant problem in the Agenda 2030 vision.

1.5 Research Aim

This research aims to understand the contributions of integrative stakeholder engagement to the sustainable delivery of the CoJ TODCs in order to present a list of recommendations that contribute to effective engagements in future TODs in South Africa. Current stakeholder engagement practices that have unfolded in the planning, implementation and operation of some of the CoF projects are interrogated. The experiences of the 4C Stakeholders (City Entity Professionals, Contractors, Community members, Community Representatives) and how stakeholder engagement practices can be improved.

1.6 Research Objectives

- RO1: To identify the 4C stakeholders and their roles in the Corridors of Freedom.
- RO2: To appraise engagement practices in the CoF projects against stakeholder engagement principles in South African legislation, policies, plans, and programs.
- RO3: To evaluate the engagement experiences of the 3Cs and CMs.
- RO4: To summarise recommendations for the aspects of stakeholder engagement in need of improvement in future Transit Oriented Corridor Development projects in Johannesburg.

1.7 Main Research Question

From the first-hand experiences of the 4C stakeholders using interviews and questionnaires, regarding their involvement and experiences of stakeholder engagements in some of the development projects attributed to the CoF regeneration project, which aspects of stakeholder engagement in the CoF can be improved going forward.

1.7.1 Sub Research Questions

- RQ1: Who are the COF stakeholders, and what are their roles in stakeholder engagements?

- RQ2: How were stakeholder engagement principles and norms in South African legislation, plans, policies, and programs practicalised in the COF vision?
- RQ3: How do the engagement experiences of the 3Cs compare to that of CMs?
- RQ4: How can the recommendations transform future SE to improve engagement practices in the CoF?

1.8 Adopted Research Design

The overall strategy chosen to address the research problem of this study is the case study research design which excels in bringing an understanding of a specific issue which in this context of this study is the nature of stakeholder engagement in Johannesburg's CoF urban regeneration project. The case study design allows for the application of various research methodologies. This study's philosophical underpinning is based on the pragmatic philosophy, which advocates for the use of mixed-methods study which uses both qualitative and quantitative research to gather information to cover the weaknesses of each. Both telephonic and face-to-face interviews were conducted with the 3Cs (Contractors, Community Representatives) based on their preference and at their convenience. A sample of the prepared interview questions can be found in Appendix C). A questionnaire survey was also prepared and disseminated among for community members (see Appendix D). The literature aided in obtaining information about RQ2**.**

1.9 Scope of Study

The literature focuses mainly on the importance of SE and engagement strategies. The stakeholder theory forms the basis of this study's theoretical framework. Since it is already a fact that CoF community participation still requires immense improvement, this study restricts stakeholder analysis to some of the influential key stakeholders that have participated in SE in the CoF. The identification of stakeholders involves using stakeholder analysis and identification methods used in the existing literature from Reed et al. (2009). The broad and multi-faceted nature of the CoF restricts the boundaries of this research to include selected areas situated within the four regions (Louis Botha, Empire Perth, Soweto, and Turffontein), with a particular focus on those that exist close to the associated infrastructure projects of the CoF.

1.10 Limitation of Study

Although this study investigates SE in Johannesburg's TOCD the CoF, engagement experiences are limited to that of the 4C stakeholders. It does not include the experiences of other stakeholders, such as financiers such as banks and international organisations, this study is also to two levels of SE, namely, engagement at the peer-level and community level engagements. As explained by Staunton et al. (2019), peer-level refers to engagements among CEPs, Cs. In contrast, community-level engagements focus on engagements between CEPs, Cs, and CRs with CMs and vice versa. This study is limited to ST as the most relevant of the five theories of Corporate Governance (CG). Theoretically, the scope of this study's focus is mainly on the aspect of SE through the stakeholder theory and its relative components, such as SM. SE and SM cannot occur in isolation to each other both in theory and in practice. The various SE legislation, policies, and plans that exist to guide SE processes in planning, design, and implementation phases of the CoF vision, and whether adherence to these engagement strategies occurred as per local and international requirements stipulated in various policies outline SE practices. This study is also explicitly focused on some of the main TOD initiatives that form a part of the CoF vision, such as housing developments, BRT developments, and other infrastructural developments.

1.11 Significance of Study

Investigating how SEs occur amongst the 4C stakeholders of the CoF will help to identify the positive contributions and flaws that both enhance and impinge on ToD SE practices in the South African context. This will help to contribute to better future engagement activities amid top-down stakeholder engagement strategies. The virtue in acquiring multi-variant recounted experiences of these stakeholders can influence engagements in future TOCD in South Africa in a significant context-specific way. The result would be a more successful execution of SE in project conception, planning, design, implementation, and operation.

1.12 Ethical Considerations

This study follows and abides by the ethical procedures outlined by the Wits university Ethics Committee. An electronic ethics application form was given to the Wits Research Ethics Committee, who later issued an ethical clearance certificate (See Appendix A). A letter of permission was also obtained from the office of the Johannesburg City Manager (JCM) to conduct

this study in Johannesburg. In the data collection phase of this study, research participants were briefed about the research's aim, objectives. Participants were also briefed about the purpose for which the study was being undertaken. Participants were informed that they would remain anonymous. Confidentiality was also guaranteed the participants in the face-to-face interviews and telephonic interviews, and questionnaire survey. Those that participated in this study gave their consent to participate.

1.13 Structure of Thesis

This dissertation organised in the following manner. Chapter I (one) gives the introduction to the main topic, defines and discusses the history and background of stakeholder engagement, urban regeneration, TODs, and the CoF. It also presents the research problem, aims, objectives, research questions, the rationale and scope and limitations of the study, and finally, the structure of the dissertation. Chapter II (two) presents the theoretical framework, which is mainly made up of stakeholder theory from current literature (no more than five years old) to present essential elements of a comprehensive inter key-stakeholder engagement strategy. Chapter III (three), the literature review, discusses relevant stakeholder engagement literature with accompanying arguments as to the limitations and gaps in the literature. Chapter IV (four) presents the research design and methodology of this study, discusses the results and findings of the study. Chapter V (five) is the qualitative data analysis chapter, where a detailed account of how the analysis of the data from the semi-structured interviews was undertaken using NVivo 12. Chapter VI (six) presents the quantitative data analysis was International Business Machines (IBM) Statistical Package for Social Sciences (SPSS) aided in the analyses of the responses obtained from the questionnaire survey. Chapter VII (seven) presents discussions and the findings of the qualitative and quantitative data analysed in chapters VI (six) and VII (seven). The final chapter, Chapter VIII (eight) concludes the study, provides recommendations for policy, theory, practice and future research and then summarises the study.

1.14 Conclusion

This research determines the inherent characteristics of SE in Johannesburg's TOCD vision from 4C stakeholders regarding the planning, implementation, and operation of some of its associated infrastructure projects. The CoJ in line with the National Development Plan (NDP), Growth Development Strategy (GDS) 2040, and Integrated Development Plan (IDP) objectives to elevate

Joburg's status to a world-class African city. The CoF initiative is in line with the UN's SDG 11, which aims to transform cities into 'sustainable cities. 'The CoF initiative also heeds the World Bank's predicted increase in urban populace with emphasis on developing countries. The CoF cannot be adequately achieved without the active, productive, and all-inclusive involvement of all the relevant stakeholders. This study's theoretical framework supports this stance. Engagements must be stakeholder-oriented and stakeholder friendly, especially amongst professionals within the top-down participation, and that the interests of stakeholders need to be balanced. TOD literature on SEs lacks the all-inclusive multi-variant perspectives of stakeholders. This lack is also evident in other disciplines such as the health sciences, environmental management business management, construction. The bulk of SE literature focuses mainly on public participation or community engagements. Investigating the nature of SE in the top-down remains necessary, and determining the varying experiences of 4Cs with SE proves beneficial in determining aspects of SE in need of improvement.

The study, therefore, focuses on SE in the medium-term phase of the CoF vision, namely the Louis Botha, Empire-Perth, and Turffontein corridors. The research methodology uses a single case study methodology. It makes use of the pragmatist philosophical paradigm, which advocates for the use of mixed methods combining qualitative and quantitative research methods. Questionnaires are employed to obtain views of CMs regarding their SE experiences. At the same time, interviews shall aid in getting the experiences of the 3Cs. The use of IBM SPSS and NVivo 12 are used to analyse the quantitative and qualitative information gathered. The study is confined to the 4Cs, and other stakeholders such as financiers are not included in the interviews. This chapter has summarised the need for the CoF vision and its projects, the aspects of the CoF, the theoretical framework and preliminary literature review. The research aim is further broken down into four research objectives and its related research questions, the ethical consideration during the undertaking of this study's data collection and the structure of the chapters of this thesis. The next chapter discusses the stakeholder theory, its emergence, and importance, definitions, descriptive, normative, and instrumental aspects, its founding principles, and critiques.

CHAPTER II -THEORETICAL FRAMEWORK

2. Introduction

The theoretical framework (TF) is an indispensable part of this research process because it is a map that guides a researcher on a path so that deviation becomes highly unlikely (Grant & Osanloo, 2016). A TF also forms the foundation of research since it supports the research study's underlying theory; it consists of concepts, constructs, theoretical principles and tenets, and all aspects of an undertaken research to which a study must connect to (Osanloo & Grant, 2016). A TF must resonate with every aspect of a research process, that is, the research problem, definition, literature review, methodology, presentation, discussions of findings, and conclusions (Adom, Hussein & Agyem, 2018). Stakeholder Theory (ST) is one of six theories used for this study. The other five theories, which are the agency theory, resource dependency theory, transaction cost theory, political theory, and stewardship theory, are all theories of CG (Yusoff & Alhaji, 2012). ST is chosen for this study's TF because as Abdullah & Valentine (2009) maintain, ST deals with the nature of relationships, processes, and outcomes between organisations and their stakeholders. SE theory is supplemented with contemporary urban planning theories to contextualise participation and engagements within the urban planning discipline. This chapter addresses the emerging theoretical framework lens through which the CoF could be understood. SE forms one aspect of ST while SM from the other aspect of ST. ST also gives an understanding of the performance outcomes of these relationships and relates to other theories of CG, corporate social responsibility (CSR), public relations (PR), and citizen relationships (Jones, Harrison & Felps, 2018). The ethics of an organisation as an entity is founded on the ST, which advocates for the inclusion of Interested and affected parties (IAPs) affected by an organisation's activities and its decision-making processes. ST is broad and used to define the genre of theories that aid both managers and academics to comprehend the relations among organisations and their stakeholders (Jones, Harrison & Felps.2018). The advent of the term 'stakeholder' took place in the 1960s from the Stanford Research Institute (SRI) (Pinto, 2019). The term 'stakeholder' was conceived when the desperation for managers to comprehend the concerns of their shareholders, employees, suppliers, and lenders occurred (Luoma-aho, 2015). ST consists of two main components, stakeholder engagement, and stakeholder management. Stakeholder engagement involves communication and consolation to elicit stakeholders' views on their relationships with

other organisations, programs, and projects (Friedman & Miles, 2006). SM involves analysing and identifying stakeholders and categorising them according to the power or the influence that they have and the roles they play. This chapter discusses what a theoretical framework is, along with its importance, it gives the definitions and ambiguities of the term stakeholder in stakeholder literature, it discusses the ST, SM and SE. In the discussion of the overview of ST, three aspects of Stakeholder theory emerge. Discussions on SM involve stakeholder identification (SI) and its tools and techniques in attention, salience, stakeholder power, urgency, and legitimacy. Stakeholder classification and stakeholder categorisation also form part of SM discussions. The final section of this chapter presents a discussion on SE and other theories such as the public relations theory, the Citizen Relationship Management (CzRM) theory and Arnstein's ladder of Citizen participation theory. These theories could have been used for this study but did not resonate with the aim of the study. The discussion in this chapter is connected to the research problem of the study, which points to the dearth in the collection of stakeholder's views and opinions of their SE experiences in TOD planning literature. This TF adopts an interdisciplinary approach to facilitate the acquisition of a deeper understanding of SE (Frodeman, Klein & Pacheco, 2017). The interdisciplinary approach adopted in this study includes analysing how existing literature, legislation, and policy documents such as the Project management body of Knowledge (PMBOK), the Kings IV report on Corporate Governance, and Royal Institute of Chartered Surveyors (RICS) stakeholder engagement guidance deal with SE and SM processes.

2.1 What is a theoretical framework (TF)

The term 'theory' comes from the Greek expression 'theora,' meaning 'to view, contemplate, or explain. The word 'framework' refers to that part of a structure that provides shape and structure. The TF, therefore, acts as a radar that always guides a research activity from conception to conclusion (Lederman & Lederman, 2015). The TF summarises a theory that pertains to a particular problem developed from reviewing existing research being cognizant of the variables involved (Lachowycz & Jones, 2013). The theoretical framework (TF) like a map guides a researcher on a path relevant to the study so that deviation becomes highly unlikely. The TF of any study must have a well-supported rationale, organised in a manner that supports the readers understand and helps to assess the perspective of the study (Grant & Osanloo, 2014).

2.1.1 Importance of a TF

A TF forms the foundation on which to build research because it holds and supports the theory of a research study; it consists of concepts, constructs, theoretical principles and tenets, and all aspects of an undertaken research to which a study must connect to (Grant & Osanloo, 2014). A TF exists to demonstrate that the relationships proposed in the study are not guesswork or based on personal instincts but from the facts established by the research of scholars (Lederman & Lederman, 2015). TF must, therefore, resonate with every aspect of a research process from the definition of the research problem, literature analysis, methodology, presentation, the discussions of the findings and conclusions (Adom, Hussein & Agyem, 2018). Developing a theoretical framework brings clarity to the theory used and must be done in a way that is clearly defined. The development of a TF also helps to reduce biases that may bring ambiguity to its interpretation and also helps to consider other viable frameworks that exist (Grant & Osanloo, 2014).

2.2 Stakeholder Definitions & Ambiguities

The term stakeholder is a vastly contested concept because there exist numerous definitions of the term ‘stakeholder’ in various literature. There is much conceptual confusion that exists regarding who a stakeholder should be by definition (Renn, 2015; De Grandis & Halgunset, 2016). Miles (2017), for example, analysed four-hundred and thirty-five definitions of stakeholders across 439 articles and found that the confusion regarding definitions was of ‘stakeholder’ was far worse. Crane and Ruebottom (2011) asserted that ‘stakeholder’ as a concept has remained superficial and vague and has thus limited the theories, making the term ‘ stakeholder’ prone to meaninglessness. The term "stakeholders" emerged from the word "stake," which refers to the interest, and "holder," meaning carrier (Krstić, 2014). Stakeholders are individual or group that can influence an organisations goals (Freeman, 1984). Stakeholders are susceptible to being impacted by an organisation’s objectives (Ranängen, 2017), or may officially own something be a part of something related to the project.

According to Harrison (2019), stakeholders bear the risk as a result of having made financial, human, or capital investments of some value in an organisation. The SRI (1963) defined stakeholders as groups whose lack or absence of backing would cause an end to an organisation’s existence. The SRI’s definition may apply to private developers or contractors who render services on behalf of the CoJ municipality since they are dependent on them for

outsourced skills. The SRI definition, in the context of public organisations, is irrelevant because, from literature, it is evident that public and private organisations continue to exist even after not engaging communities in which they operate. It is argued that Freeman's broad definition of 'stakeholder' is subject to criticism because it makes everyone a stakeholder without clear demarcations (Sternberg, 1997). Freeman (1984), however, explained that the ST focused on stakeholders and not society. Although Freeman gives the initial impression that stakeholders might refer to society at large, it was not his intention to equate the term 'stakeholders' with 'society'. Phillip (2011) discusses the importance of stakeholders rather than society even when engaging with groups as amorphous (shapeless or unstructured) as 'community.' Managers of an organisation have a responsibility to not merely and vaguely serve the general interest of society, but also it's stakeholders (Phillip, 2011). This study, therefore, leans more towards the definition of Freeman with the modification that stakeholders need to be made aware that they are stakeholders so that they can exercise their democratic right as to whether to participate in an initiative or not. This study defines stakeholders as groups or individuals that, due to their sufficient knowledge and understanding of a project from enough exposure to adequate information make a conscious decision to participate in the development of a project as a stakeholder. In the context of this definition, there needs to be exposed to adequate information. City entity professionals, contractors, have experiential knowledge of the CoF and what it entails. The knowledge can exist to serve their interests, for example, the knowledge that their development of the projects would bring more investments into Johannesburg in the case of the city municipality, or the knowledge that the projects would create wealth for their company, in the case of contractors. Before a stakeholder can be a stakeholder, they need to know about a project, its details and their interests and role in the initiative.

2.2.1 Stakeholder Theory (ST)

Within the past ten years, public administrations around the world, predominantly those in Western nations, have shifted their organisational structures from hierarchical to governance paradigm (Noto & Noto, 2019). A governance paradigm ensures engagements between significant stakeholders and civil society when it comes to making decisions (Lovan et al., 2017). The shift occurred to achieve the co-creation of shared values by leaning away from competitive advantage to corporate advantage (Strand & Freeman, 2015). ST is panoptic in that it advances four main points (Pesqueux & Damak-Ayadi, 2005). Firstly, ST asserts that an organisation will maintain

relationships with several groups of stakeholder groups or individuals that are impact or are impacted by the decisions of any institution (Freeman, 1984; Ranängen, 2017). The second aspect of the ST theory postulates that the nature of the relationships an organisation has with all its stakeholders forms its underpinning since stakeholders and the broader society remain affected by the processes and outcomes of any initiative (Pesqueux & Damak-Ayadi, 2005). STs third aspect recognises that the interest of stakeholders has intrinsic value; however, no stakeholders' interest should dominate the interest of other stakeholders (Clarkson, 1995). The fourth part of the ST focuses on and emphasizes the interest of managerial decisions (Donaldson & Preston, 1995). The reason that ST is complicated is that it constitutes an assortment of numerous ideas, metaphors, and terminologies emphasizing the central tenet that the primary purpose of organisations is to maximise value for its stakeholders (Freeman, 1984). Serving stakeholders, while achieving organisational goals, also remains central to ST (Achterkamp & Vos, 2008). Organisations are expected to understand the intersecting nature of existing stakeholder interests (Fernando and Lawrence, 2014). Organisations, as propagated by ST, ought to, therefore, re-imagine these intersections to create added value for as many of its stakeholders (Strand and Freeman, 2015). Long-term value when an organisation is well-coordinated and proactively engages with its stakeholders considering their interests (Harison et al., 2019). Fostering engagements amongst stakeholders helps to garner stakeholders support. If engagements are neglected, stakeholders are likely to withdraw their support, or they are likely to look to create an alternate network(s) where adequate consideration of their values is ensured.

Organisations must, therefore, embrace what Freeman (2010) refers to as corporative strategic posture (CSP). CSP is the opposite of the survival-of-the-fittest atmosphere because CSP notions tend to shift away from the ideals of the traditional approach, which advances the view that value creation is characterised by competition (Freeman, 2010). The traditional approach to capitalism places emphasis and focus on making money even at the expense of dominating stakeholders and retaining power in any relationship (Freeman, Martin & Parmar, 2007). Capitalism focuses on the mass accumulation of wealth, sometimes even at the expense of the well-being of other stakeholders and the environment (Dempsey & Bigger, 2019). The CSP, however, emphasises the necessity to create sustainable collaborative relationships by managers within markets that are highly competitive (Freeman, 2010). How well an organisation fosters cooperation amongst its stakeholders can lead to sizeable prosperity accumulation. According to Achterkamp and De Vos

(2008), maintaining cooperation must be at the centre of managers' responsibilities, and management teams must professionally devote themselves to maintaining cooperation and conflict resolution. Organisations and their stakeholders may have shared or divergent interests, and the role of managers in an organisation is to promote and expand the common interests between their organisation and the various stakeholders (Freeman et al., 2010). ST acknowledges that making a financial profit is essential but rejects the sole focus of economic gains in favour of the belief that an organisation must ensure an increase in value and the distribution of that value to its stakeholders also (Bridoux & Stoelhorst, 2016). The value, therefore, can be social and environmental. In ST, organisations are described as entities that should consider the co-operative and competitive stakeholder interests because each stakeholder's interests are inherently valuable (Theodoulidis et al., 2017). Table 1 illustrates two approaches that exist in SE. There is the traditional approach, which is also known as being organisation centric and the emerging approach to SE, which is characterised by a holistic network perspective. In the emerging SE, the central organisation acts as a project enabler and creates relationship-building among groups, individuals, and other organisations to address an issue or opportunity that affects them collectively (Svendson, 2005). The traditional approach to SE is disjointed and focused on issues rather than relationship building; it does not make relationship-building its priority, it leaves some stakeholders unidentified and some stakeholders fragmented and dispersed (Svendson, 2005).

Table 1. Traditional vs Emerging SE. Source: Svendson, 1998; 2005.

Traditional SE	**Emerging SE**
Fragmented	Integrated and systematic
Organisation centric	views the system as a whole
Issues-based	Continuous
Focuses on relationship management	Focuses on relationship building
Buffering the organisation is emphasised	Prioritises mutual benefits and co-creation of opportunities
Connected business goals that are short-term	Connected business goals that are long-term
Idiosyncratic implementation dependent on division interests and personal style of convenors	A comprehensive strategy propelled by corporate strategies, business goals, values and mission.
Lack of incorporation of technologies & social media in engagement	Incorporation of technologies and social. media in engagements

The evolution of the stakeholder theory from the existing literature is illustrated in Figure 3, which maps the development of stakeholder literature began in 1963 with the Stanford research institute. Figure 3 also illustrates Freeman's incorporated stakeholder theory in corporate social responsibility (CSR), systems theory, corporate planning and organisation theory which is articulated in his book titled "Strategic Management; A stakeholder Approach." The literature map also illustrates the development of the stakeholder theory of corporation advance by Donaldson and Preston (1995) into three perspectives; the normative, instrumental and normative perspectives, and then the spread of stakeholder theory from varying perspectives of scholars, and its application in many empirical studies.

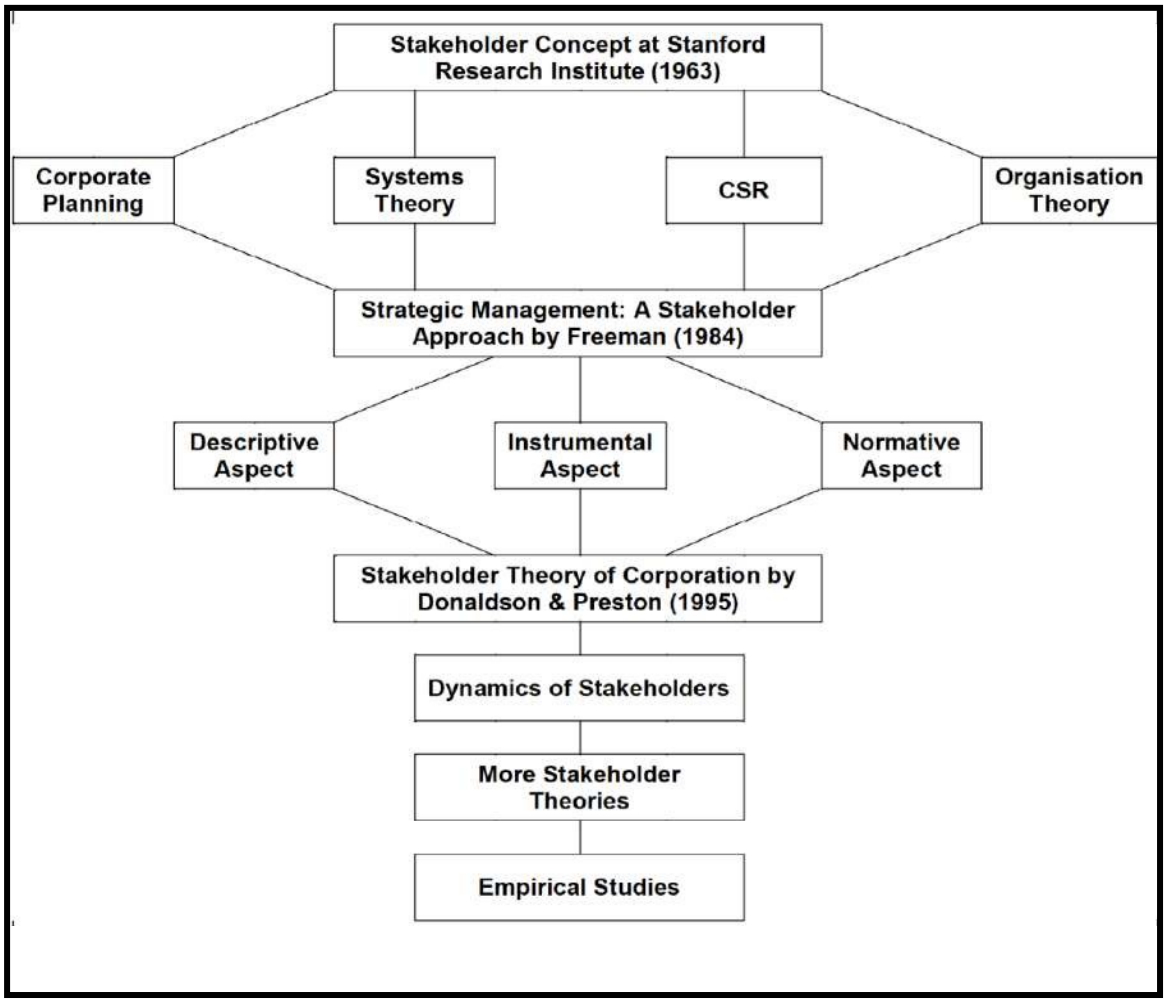


Figure 3. Stakeholder Literature Map. Source: Donaldson and Preston (1995)

2.2.1.1 Stakeholder Theory's Rationale

Within ST, three interrelated aspects enable the articulation of the reasons why organisations should be stakeholder-oriented when conducting their business and its importance to them and society. Three inter-related facets of ST, namely the 'descriptive,' 'normative,' 'instrumental' ST perspectives of stakeholder theory developed by Donaldson and Preston (1995) (see Figure 3 and Figure 4). The descriptive aspect of ST cross-examines and clarifies the networks and relationships that exist among the stakeholders (Andrioff & Waddock, 2017). The descriptive aspect of ST exists because it contains concepts and language that describe what an organisation is, how they operate and behave when engaging their stakeholders, and the way that their activities have an impact on the broader environment (Donaldson & Preston, 1995; Windsor, 2017). An organisation and its stakeholders are described, along with the nature of prevailing relationships between urban development organisation and IAPs (Mgemane, 2012). in the context of the CoF vision, the descriptive aspect of ST would describe how the CoJ municipality relates to communities, individuals, groups that have their socio-economic, ecological and political implications of the CoF and its projects activities or processes.

The instrumental and normative perspectives of ST have a mutual connection described as 'unclear' because of the classic conflict between rational self-interest and moral enthusiasm (Valentinov & Hajdu, 2019). Instrumental ST explains the relationship between an organisations performance and the management of its stakeholders (Harrison, Felps & Jones, 2019). Instrumental ST, therefore, hypothesises that building stakeholder relations that are ruled by traditional ethical standards eventually causes improvements in the financial performance of an organisation and its business goals (Jones et al., 2018). Instrumental ST, therefore, takes the performance of organisations from a highly ethical relationship viewpoint. Instrumental ST states that stakeholder relationships must embody utmost transparency, teamwork, trust, and information exchange for increased business productivity, which ultimately leads to higher profits for the organisation (Valentinov & Hajdu, 2019). The instrumental aspect of ST applied to the CoF context should create the awareness that it is in the best interest of conveners preparing to implement development projects to manage their stakeholders appropriately to ensure that stakeholders interests are respected through balance (Bridoux & Stoelhorst, 2016.). From an instrumental perspective, the tangible project success hinges on profit maximisation. The

satisfaction of communities, groups, and individuals, however, is the channel through which business profitability, growth, and sustainability are ensured (Mgemane, 2012).

The normative perspective of ST interrogates and explains the ethical behaviours organisations have to maintain in dealing with their stakeholders (Sisk et al., 2020). The normative perspective of ST cautions managers to attend to its key stakeholder relationships, further elaborating that these relationships between stakeholders are to be moral, ethical commitments that shun the desire to use stakeholders to maximise monetary gains (Zakhem & Palmer, 2017). It is centred on the view that all stakeholders' views, opinions, and interests are equally important because of justice and fairness. "Managers have a moral responsibility to regard the interests of certain corporate constituent groups, including shareholders, as legitimate" (Jones and Felps, 2013: 214). From the normative perspective, organisations are obliged to ensure that their stakeholders' rights are protected on moral grounds (Sveaass, 2019).

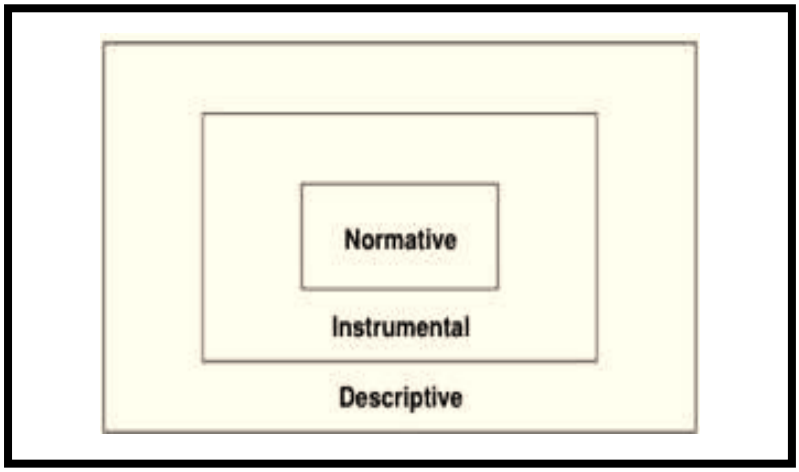


Figure 4. Perspectives of ST. Source: Donaldson and Preston (1995)

2.2.2 Stakeholder Management (SM)

SM has its roots in the ST and embodies activities of identifying, analysing, planning and implementing actions specifically to engage with stakeholders (Pedrinin & Ferri, 2019). SM comprises a set of techniques that exists to achieve positive outcomes from the various stakeholders involved in a project. Its importance arises from the emergence of the view that an organisation has not only a relationship with its shareholders but its stakeholders (Gyapong & Afrifa, 2019). Moreover, stakeholder and shareholder interests are not to be seen as conflicting but rather mutually beneficial (Pedrini & Ferri, 2019). An organisation must, therefore, commit itself

to develop an extensive network of relationships that are not only restricted to its clients, shareholders, and employees. Organisations must only create these relationships they are also required to nurture and invest in these relationships in order to make them more effective (Pedrini & Ferri, 2019). Ensuring that these relationships and networks are developed and maintained, an effective SM management plan is needed. The growth of stakeholder relationships does not occur spontaneously. Therefore, the implementation of an effective SM strategy can prove useful in establishing long-lasting, sustainable relationships. SM consists of four key phases. The first is the identification of stakeholders; the second is the assessment of their influence and interests. The third is the development of plans for communication management and the fourth, engaging, and influencing stakeholders (APM, 2012). SE is one of the fundamental components of SM. SE is discussed in the latter part of this chapter in great detail. Figure 5 illustrates the methodological steps for identifying, differentiating, and categorising stakeholders. The first procedure is to place the analysis in its proper context. According to Andriof & Waddock (2018), strategic partnerships such as social partnerships and multi-sector partnerships augmented collective strategies rather than competitive strategies and are critical bais for SE. The difference between SE and SM is that SM is the means through which stakeholders are systematically identified, analysed, and implementation plans and actions are created for engagements. There are many benefits to gain from conducting effective SE in theory and practice. One of the reasons that failure occurs in projects is due to the absence of a structured approach to effectively involve and engage stakeholders appropriately and continuously throughout the projects lifecycle (Pandi-Perumal et al., 2015). Engaging stakeholders should be the prime duty of conveners, and conveners must identify the relevant stakeholders, set out to know the views, opinions, and interests of their stakeholders. Engagements form a fundamental part of sound governance procedures, and effectively undertaking SE is critical for overall project success (Akhmouch & Clavreul, 2016; Svenson, 2005).

2.2.2.1 Stakeholder Management & Stakeholder Engagement Steps

Identifying stakeholders

Stakeholder identification is a process or a set of methods used to determine those that stand impacted by an initiative or project (Chen, Dyball & Harrison, 2019). Acquiring a stakeholder list is the first and foremost requirement because, without an idea of who project stakeholders are, there will be no stakeholders to manage or engage (Xia et al., 2017). A comprehensive and

thorough list of stakeholders must be created even to include minor stakeholders that may later have the ability to delay a project because of having been left out of engagements as participants (Benn, O'Leary & Abratt, 2016; Milani, 2019). The PMBOK Guide – Sixth Edition, refers to the stakeholder list as a 'stakeholder register' created in the stakeholder identification process (PMI, 2017). A stakeholder register may contain information about the stakeholder such as their Name, Title, Project role, Contact information, Influence, Impact, and Attitude. Identifying stakeholders is a process where IAPs, such as people, groups, or organisations that may impact (PMI, 2017).

When identifying stakeholders, the managerial team involved in SM must know the typology of stakeholders that exist theoretically to identify them in practice. The importance of undertaking stakeholder identification is that stakeholders may not be the organisations or individuals that an organisations management may think are important or those who have hierarchical power. According to MacNicol, Giffin and Mansell (2014), one may not even be cognizant of the existence of particular stakeholders. Stakeholder identification forms an integral part of SM and SE because accurately and completely identifying stakeholders is the first step for developing an SM plan and a SE plan (Bahadorestani, Karlsen & Farimani, 2019). According to PMBOK, stakeholder identification also involves regular stakeholder analysis and identification, the documenting of appropriate stakeholder information regarding the interests they have, their influence, involvement, interdependencies, and potential impact on project success (PMI, 2017). Effective engagements rely on an appropriate approach to identify stakeholders early (Mathur et al., 2007). Identifying stakeholders in the context of this research is vital for providing answers to RQ1, which seeks to identify the relevant stakeholders of the CoF are and their roles in the CoF.
When it comes to identifying stakeholders, there are techniques, tools, inputs and outputs that aid stakeholder identification (See Figure 5). Focus groups help to identify stakeholders and involve a small-group brainstorm of who stakeholders are, their influences, interests, and attributes, which are prepared for categorisation (Reed et al., 2009). Conducting focus groups remain cost-effective and useful for producing information on intricate issues that would otherwise need extensive deliberations (Kumer & Urbanc, 2020). The weakness of focus groups is that they are less planned and need satisfactory facilitation. The semi-structured interview approach of identifying stakeholders involves undertaking interviews with stakeholders to check then and supplement focus group data (Wutich et al., 2019). Semi-structured interviews are useful for gaining deep understandings of the nature of stakeholder relationships, and can also help in the

triangulation of information. The process, however, can be time-consuming. The third method for identifying stakeholders is the snowball sampling technique using referrals made in interviews or exposure to additional information during the progression of the research. In snowball sampling, relevant interviewees make referrals to the interviewer other relevant or potential stakeholders (Reed et al., 2009). Seeking such information from the interviewee(s) will help to ensure that all stakeholders are not forgotten (Mathur et al., 2007). The method of snowballing is known as a cost-effective way of identifying stakeholders (Mathur et al., 2007). Apart from snowball sampling, focus groups and semi-structured interviews are also useful in stakeholder identification (Reed et al., 2009). This study makes use of semi-structured interviews for identifying a comprehensive list of stakeholders possible for those that lie within the 3C category of stakeholders. The stakeholder identification process is applied in this study solely for the purpose of the study's sample. After acquiring a complete stakeholder list, it is essential for stakeholders to be classified and prioritised according to their category and is achieved through stakeholder analysis. Determining stakeholder legitimacy plays a vital role in stakeholder identification and salience. Stakeholder salience is discussed in more detail in section 2.4.2.2.

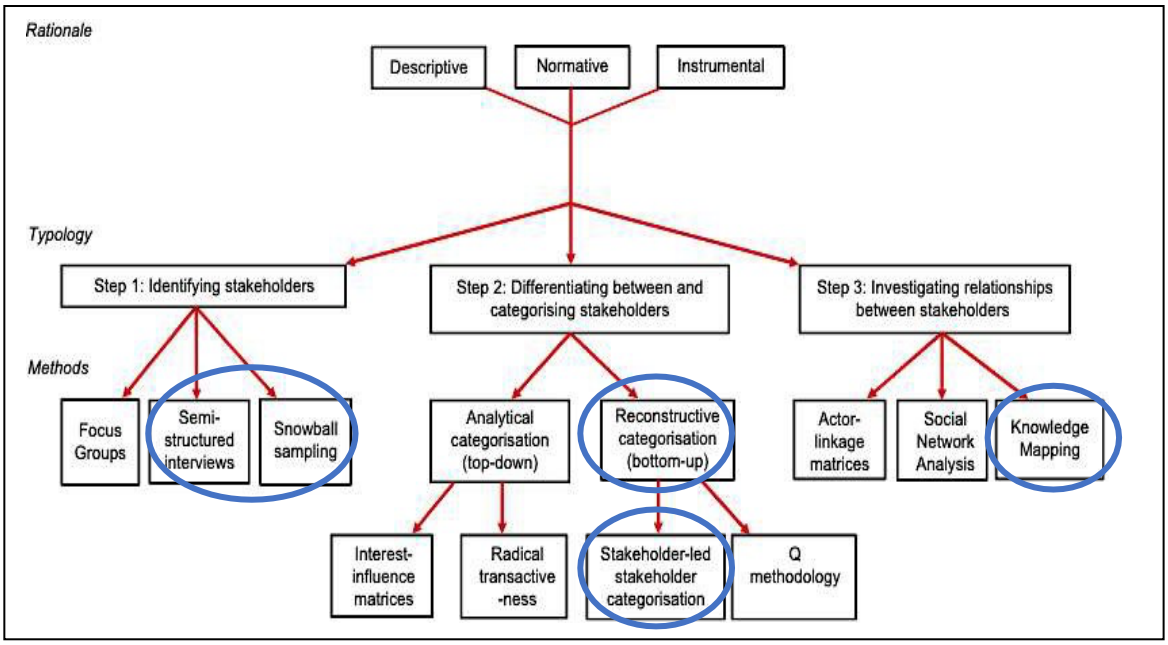


Figure 5. Stakeholder Theory Methods, Typology and Rationale. Source: Reed et al. (2009)

Differentiating between and categorising stakeholders

Stakeholder classification models such as the salience model, or grid method aid in stakeholder analysis. The salience model employs three parameters, also discussed as the salience section of SM theory, namely power, legitimacy, and urgency. The salience model requires the identification of the legitimacy, power, and urgency of each stakeholder towards the project (Zafar et al., 2019). Using the grid method for stakeholder analysis requires the use of two attributes about the stakeholders to create a grid. One of the most popular grids used is a 'power-interest' grid. In the power-interest grid, every stakeholder is judged based on their power and interest towards the project (dos Muchangos, Tokai & Hanashima, 2017). It separates all the stakeholders into different quadrants of 'high power – high interest,' 'high power – low interest,' 'low power –high interest,' 'low power – low interest' (Auvinen, 2017). This technique aids in placing the various identified stakeholders at the right places so that appropriate strategies for each of them may be determined. Other classification grids include power influence grid or influence impact grid. Analysing stakeholders, according to Reed et al. (2009), involves distinguishing and classifying stakeholders.

2.2.2.2 Stakeholder Salience Model/theory

Project managers face challenges in selecting the right stakeholders and prioritising communication needs. The stakeholder salience model or theory deals with the extent to which stakeholders are visible and vital to a project (it is an aspect of stakeholder management) (Ferrero-Ferrero et al., 2018). The stakeholder salience model exists to brings clarity regarding the prominence and importance of the different stakeholders. Stakeholder salience is considered as a theory on its own (Lähdesmäki, Siltaoja & Spence, 2019). The stakeholder salience concept was presented by Mitchel et al. (1997). They sought to reduce the lack of agreements from competing definitions of stakeholder salience and defined stakeholder salience as the pedigree of importance attributed to various stakeholders. The salience model is, therefore, essential when it comes to assessment and measurement of stakeholder influence (Yu et al., 2019). Stakeholder salience model aids in classifying stakeholders in deciding which stakeholders' matter and have three attributes; 'stakeholder power' 'urgency' of stakeholder demand(s) and 'legitimacy' of stakeholder and their demand(s)' (Bahadorestani et al., 2019; Kujala, Lehtimäki & Freeman, 2019). These three attributes help to determine stakeholder value in a project. 'Power' is the capacity of a stakeholder to enact their will in a project. A stakeholder's power is dependent

through the information of facts, money and resources, physical force, and political procedures (Bahadorestani et al., 2019). Urgency is the degree to which a stakeholder's claim calls for immediate action because of its time-sensitive nature and its importance to the stakeholder (Bahadorestani et al., 2019). Legitimacy refers to the assessment of determining whether a stakeholder's involvement in a project is deemed appropriate or not (Eidt, Pant & Hickey, 2020). Chen et al. (2019) stated that stakeholder's claims are 'urgent' when the claims are (a) time-sensitive (i.e., pressing) and (ii) critical to the stakeholder. Differing views of legitimacy exist because although formal factors such as strategies and organisational values in the form of laws, mandates, and goals have different impressions on each person's view of legitimacy. Furthermore, other unwritten laws such as accepted behaviours, societal norms, personal values, and beliefs shape people's perception of legitimacy (Andrighetto, Grieco & Tummolini, 2015; Santana, 2012).

The benefit of stakeholder salience is that it reduces the 'noise in the system' that arises because, in multifarious mega projects such as the CoF, there exist numerous potential stakeholders (Kuthiala, 2014; Zarewa, 2019). The salience model of stakeholder identification eliminates stakeholders that do not have power, urgency, and legitimacy in a project and considers those possessing these three salience attributes (Kuthiala, 2014). According to Chan and Oppong (2017), the dynamic nature of mega-projects causes salience attributes to change as time progresses and therefore stresses the importance on the part of managers to identify and update the salience of its stakeholders. According to the stakeholder salience model/theory, stakeholders can be placed in one of three salience levels. The first salience level is the 'definitive stakeholders' where stakeholders have the highest level of salience. The second level of saliency is the 'moderate salience stakeholders' since they have either one of the two attributes of stakeholder salience. The third level is those that possess the lowest level of saliency known as the 'low salience stakeholders' who possess only one attribute of power, legitimacy or urgency (Lähdesmäki et al., 2019). These three salience traits may differ across an organisation stakeholder population. One stakeholder may have all traits of urgency, power, and legitimacy.

In contrast, another stakeholder may only possess two or one of these traits, which may then affect their influence on the key organisation and, in essence, their importance to a manager of an organisation or a project (Lähdesmäki et al., 2019). Managers tend to pay very little attention to stakeholders that fall within the low salience class because the more of the salience attributes

they possess, the more attention they receive (Pestre & Charreire-Petit, 2019). The usefulness of the salience model is that it shows the dynamic nature of stakeholder relationships; that relationship formations are a process and are subject to change over time (Myllykangas et al., 2010). Bahadorestani et al. (2019) stated that a stakeholder's relevance to a project is influenced by the way the stakeholder responds to contracts, legislation, policies and plans, and other rules that govern society. According to Puljek-Shank (2018). for a convening organisation to possess legitimacy involves a broader societal perception that the entity's actions are both appropriate and desirable. Max Weber, for example, held that organisations are regarded as legitimate if they conform to rational prescriptions and abide by legal frameworks (Lottholz, 2016; Olsen, 2008).

An organisation is legitimate when they set goals that are consistent with the values of society (Santana, 2012). Organisations or entities rendering services to society have a social responsibility because as stated by the iron law of responsibility, legitimacy and power are given by members of society to these organisations and entities to conduct business (Jiang, Xu, & Chai, 2019; Vu et al., 2020). Organisations and entities can, therefore, lose the given power if they do not use that given power responsibly (Jiang, Xu, & Chai, 2019; Vu et al., 2020). From past research, it remains evident that secondary stakeholders, as represented by various community organisations and NGOs, play an essential role in the performance of an organisation. It is for this reason that some organisations implement CSR to ensure their legitimacy (Jiang et al., 2019). Scholars in the CSR field have argued that companies have expected moral and ethical obligations to society, whether they are formally required or not (Ackers, 2015). An organisation or entity's role and undertakings in society must, therefore, be considered legitimate in the eyes of society (Popplewell, 2018).

Santana (2012) proposed that the concept of stakeholder legitimacy has three elements; the legitimacy of the stakeholder as an entity, legitimacy of stakeholders' claim, and legitimacy of the behaviour of the stakeholder. The assessments of the legitimacy of a stakeholder are a social construct of reality because the way an organisations management may perceive the legitimacy of a stakeholder may not be the same as the way other stakeholders perceive the organisation's legitimacy and even their own (Santana, 2012). Organisations must, therefore, strive to ensure legitimacy when it comes to undertaking community projects, especially in carrying out active, extensive, and useful SE. Entities must ensure their legitimacy by ensuring that they consult with

communities and engage them in a manner that is legitimate not only from their perspective but also from the perspective of the relevant community members.

According to Ferrero-Ferrero et al. (2018), a social contract between the organisation and society must exist. An organisation must operate in a manner that includes the interests of the community. The organisation, therefore, must adhere to the demands of the community or risk its existence or its activities being threatened by the community (Ferrero-Ferrero et al., 2018). In other instances, however, a community may not necessarily determine the existence of an organisation such as a government entity; however, they can have an impact on the progressive development of their activities (Lin et al. 2019). In essence, the stakeholder salience model or theory focusses on the notion that the higher a stakeholder's legitimacy and claims are, the more likely they are to obtain quick responses from convenors (Lähdesmäki, Siltaoja & Spence, 2019). Ensuring legitimacy requires accountability of the organisations from the stakeholders within the social setting in which the leading organisation exists and operates (Ferrero-Ferrero et al., 2018).

2.2.2.3 Stakeholder classification

The importance of stakeholder classifications is that it helps an organisation to prioritise the stakeholders of a project so that communication management and management of their expectations occurs in a way that ensures efficient resource usage (Cubilla-Montilla et al., 2019). Once the legitimacy, power, and urgency of stakeholders are determined, classification becomes easy. There are various models of stakeholder classification that exist, either be grid-based, cubed based, based on salience models, directions of influence, and prioritisation (dos Muchangos, Tokai & Hanashima, 2017; Miles, 2017). This section uses the classification model of Miles (2017) depicted in Figure 6 as part of this theoretical framework because it is one of the latest most comprehensive forms of stakeholder classification based on a normative-instrumental classification firmly established within ST. The benefit of stakeholder classification is noticeable, especially in mega projects such as the CoF, where the number of stakeholders may reach over one thousand. Four main Stakeholder classes, according to Miles (2017), are as follows: Class-one is claimants; Class-two is the Influencer; Class-three is the Collaborator, and Class-four is the Recipient. The management team of a project or initiative tends to prioritise influencers because influencers look for regular contact and communication that is transparent. Class-one stakeholders, 'claimants,' are individuals or groups that have a claim on convenors and possess a

working strategy to pursue their claims however do not have the power to obtain urgency by convenors (Miles, 2017). Class-two stakeholders are ‘influencers.’ Influencers have utilitarian power, have time-sensitive claims that are often critical. Influencers can offer willing cooperation but can also cause harm. Influencers can be individuals or groups that can impact convenors' actions by the active strategies they tend to have (Miles, 2017). Class-three stakeholders are ‘collaborators’ who are groups that cooperate with convenors but do not have an active interest to influence convenors. Class-four stakeholders ‘recipient’ stakeholders tend to be passive recipients of the impact of convenors activities (Miles, 2017). Apart from these four classes, there exist, eleven additional combinational classes of stakeholders that exist as seen in Figure 6.

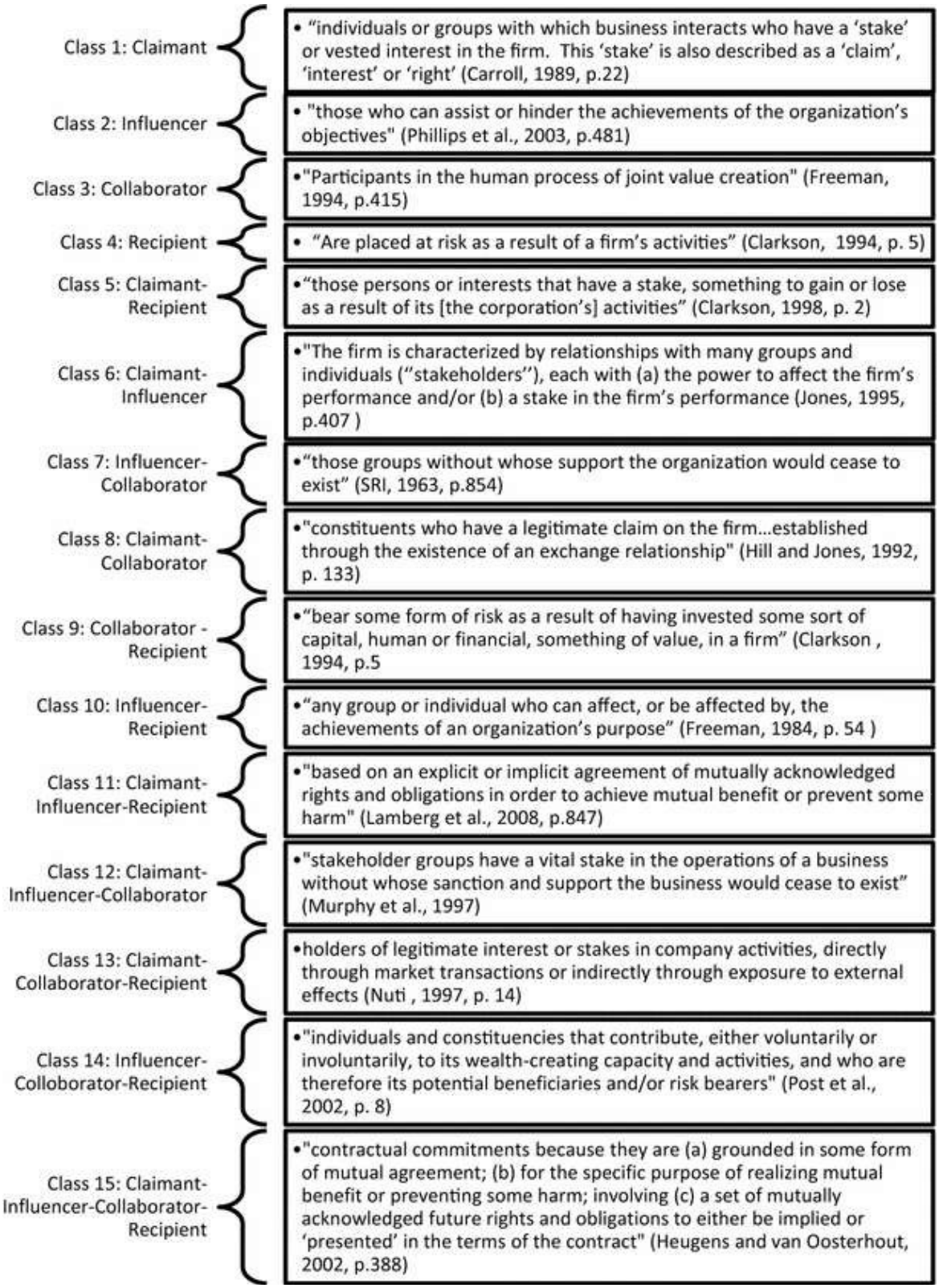


Figure 6. Combinatory classes of stakeholders. Source: Miles (2017)

2.3 Steps to Effective Stakeholder Engagement

Johnston (2018) describes engagement as a multidimensional relational term that uses behavioural and psychological attributes of connection, interaction, participation, and involvement to produce specific outcomes at the organisational, social, or individual levels. Engagement is an ethical approach to communicate with stakeholders and an adaptive mechanism to help organisations understand and respond to changes in their social environments (Johnston, 2018). Mok et al. (2015) stated that SE exists to involve stakeholders in planning, implementing, and making decisions to reduce conflicts and define common priorities in projects. Staunton et al. (2018) mentioned the existence of three levels of SEs in the top-down engagement approach, namely, high level, peer level, and community level engagements. Determining the nature of engagements that occurred within the 'peer levels' and 'community levels' of engagement remains necessary in the context of this study of the SE in the CoF. Engagements must be integrative and should consist of elements such as consultation, communication, negotiation, compromise, relationship building and stakeholder learning.

The first level of engagement is the 'high level,' which involves engagement with key stakeholders such as top-down, funders, and organisations; these stakeholders partake in decision-making either on an institutional, national, or international levels (Staunton et al. 2018). The second layer of engagement is 'peer-level' engagement which involves engagement with town planners, designers, architects, funders, and other stakeholders that have working knowledge of the technicalities of the project (Staunton et al. 2018). The third level of engagement is the 'community level' and involves community members, users of the CoF transportation infrastructure, field workers, researchers and support groups (Staunton et al. 2018). SE audiences are continuously changing, both regarding population and culture (Mease, Erickson & Hicks, 2018). It is expedient for managers to evaluate their current engagement tactics objectively and also adapt their engagements to meet best the dynamic nature of its stakeholder list (Mease et al., 2018). About these three layers of engagement, this study disregards the first two layers of the engagement, namely institutional decision-makers, and the peer level decision-makers. The community-level engagements and peer-to-peer engagements are the focus of this study. Various studies from literature indicated the need for improvement in community-level engagements both in urban design and planning, construction project management, environmental management, corporate social responsibility reporting, and in mega- projects.

SE must encourage substantial input of all stakeholders (Cascetta et al., 2015). SE must facilitate consensus building. According to Creed et al. (2018), consensus building involves 1) ensuring the involvement of all key stakeholders from the beginning, 2) establishing the funding sources available from the onset and communicating any changes to funding, 3) engaging with crucial community representative throughout all stages of a project, 4) Being patient with the SE process, considering that it can be a time-consuming process, and 5) being proactive by making sure that stakeholders are monitored and informed regularly regarding what is happening with a project (Creed et al., 2018). SE, in a global economy, highly characterised by relations exists and seeks to create value (Parmar et al., 2010). Freeman, Kujala & Sachs, (2017) presented a simple SE framework that portrays ST from a pragmatic and managerial perspective. Their integrative stakeholder engagement framework disclosed four dimensions of engagement. These are, learning with stakeholders, examining stakeholder relations, communication with stakeholders and integrative engagements with stakeholders (Illustrated in Figure 7 below). As discussed in section 2.4.2, stakeholder identification, which forms part of the stakeholder management process is a prerequisite for undertaking stakeholder engagement. The reason is that without the identification of stakeholders, there would be no basis for examining stakeholder relationships, communicating with stakeholders, and learning with them.

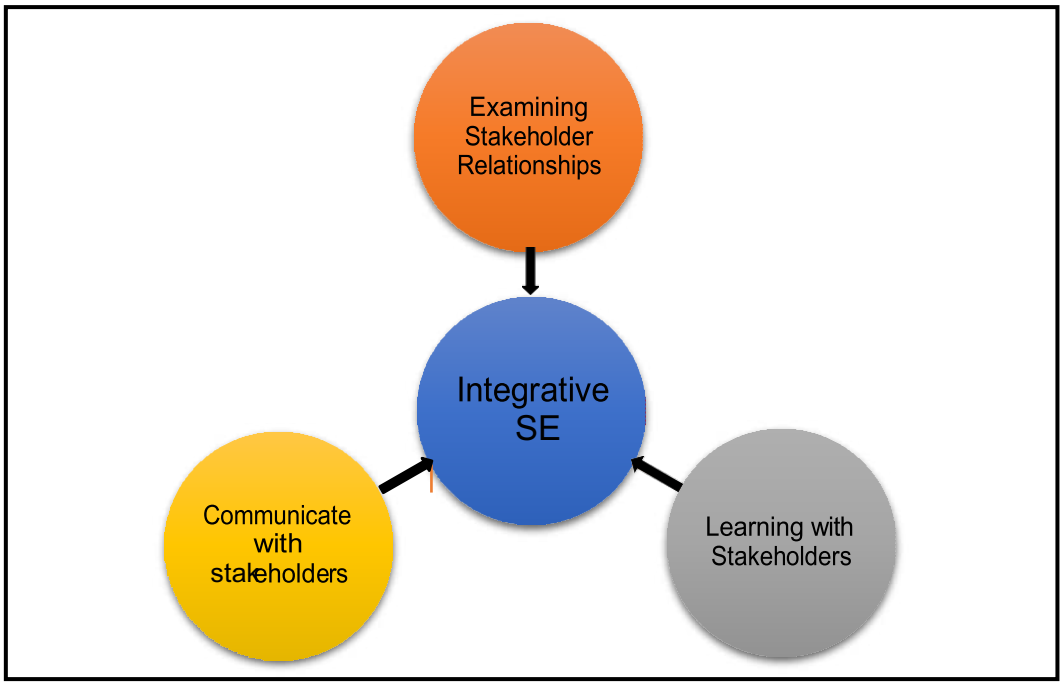


Figure 7. Stakeholder Engagement Framework. Source: Freeman et al. (2017)

2.3.1 Examining Stakeholder Relations

Examining stakeholder relations is a recent approach to stakeholder engagement. The initial focus of SE was characterised by analysing essential stakeholders and the interaction processes that occurred between them (Freeman et al., 2017). Currently, stakeholder analysis has not been subject only to analysing attributes of stakeholders but also the nature of the relationships. This shift occurred because there was an increasing need for understanding what happens in stakeholder relationships to maximise value creation amongst the stakeholders. The relevance of the shift from analysing stakeholders alone undermined the transition of the global economy to an economy that became relational (Freeman et al., 2017). When it comes to examining stakeholders, it is crucial also to consider distant, marginalised, and voiceless stakeholders (Freeman et al., 2017). Determining stakeholder relations involves stakeholder identification, analysis, and mapping. Examining stakeholders and their relations plays a vital role in planning how to engage with the various stakeholders. A SE plan is the foundation for achieving stakeholder buy-in for the project (PMI, 2017). SE has had a long history in two-way dialogue where simple activities of talking, listening, understanding, and dividing responsibility have proved very useful (Lim & Greenwood, 2019). SE comes highly recommended by communication management scholars who state that it is the ideal strategy for convenors to build stakeholder relationships (Lim & Greenwood, 2019). According to PMI (2013), the SE plan is a component of a project management plan that identifies the strategies and actions necessary to promote the active involvement of stakeholders in decision-making and project execution (PMI, 2013). SE may either be formal and very detailed or broadly framed based on the needs of the projects and stakeholders' expectations (PMI, 2017).

2.3.2 Communicate with stakeholders

Engagements give a chance for the diverse interests represented in the diverse array of stakeholders to be communicated (Gao & Zhang, 2017). Communicating in SE also reflects the initiatives of an organisation to communicate and develop relationships with its stakeholders based on trust (Papagiannakis et al., 2019). According to the Association for Project Management (APM), SE is a practice, a formal strategy involving interactions with stakeholders to influence a project's stakeholder to the total benefits of a project and its advocates (APM). Communicating with stakeholders and how its process is undertaken is of considerable significance when it comes to SE. The new approach involves communication 'with' stakeholders. Communication with

Stakeholders alone give no chance for the leading organisation to acquire an understanding of the views and opinions of its stakeholders. It bears the characteristic of 'informing' which Arnstein characterises as a non-participatory level of engagement. Communication to stakeholders is the natural tendency of the traditional approach to SE, which provides minimal means for two-way dialogue with stakeholders; however, it involves minimising debates and increasing dialogue amongst stakeholders (Brown & Dillard, 2015). The stakeholder dialogue process is structural, interactive, and proactive, and its structure is to create sustainable strategies (Freeman et al., 2017). Stakeholder dialogue is also characterised by a two-way process of communication between stakeholders in written form or oral form (Lehtimaki & Kujala, 2017). Communication and early consultation with stakeholders are essential principles in SE. Projects often fail because of poor communication, which then leads to misunderstandings between stakeholders. Stakeholders also tend to take offence when not consulted early regarding an undertaking that may affect them. Organisations can receive and transmit information to stakeholders through communication (Garcés-Ayerbe, Rivera-Torres & Suárez-Perales, 2019). Communication is a critical success factor when it comes to ensuring the success of projects. Communication is the foundation of the PM since ninety percent of the time spent in the project requires communication (Pratami, Puspitasari & Haryono, 2017). When it comes to communicating, sometimes what is said is not what listeners may hear, and this leads to misinterpretations (MacNicol, Giffin, & Mansell, 2014). It is, therefore, vital to ensure that excellent planning is undertaken to convey a clear message to stakeholders regarding a project.

Another aspect of concern regarding communication is that stakeholders must be consulted on how they want to be communicated with; stakeholder means of communication preferences vary. Some stakeholders may prefer communication either through telephone, email, WhatsApp, Facebook, or Instagram. In most cases, face-to-face interactions are essential. The approach that a project developer will ensure in communicating with its stakeholders is dependent on the stakeholder group that they will be addressing. For example, if communities are being addressed regarding a particular project, language must be used in a way that is comprehendible by all those that are present in the public meeting; both the technical language and cultural language used must be appropriate and relevant to the hearers (Webb, Burgin & Maheshwari, 2009; Moodley, 2017). The continuous interactions continuously shape the meaning and purpose of an organisation and the relationship between an organisation and its stakeholders (Freeman et al., 2017). Stakeholder

dialogue is a better way of gaining an understanding of stakeholders' concerns and providing answers to these concerns. It also creates a mutual understanding between an organisation and its stakeholders (Freeman et al., 2017).

2.3.3 Learning with Stakeholders

The dimension of 'Learning with stakeholders' involves an organisation taking the initiative to acquire information from both its internal and external stakeholders to better their routines and procedures so that the co-creation of value can be enhanced (Freeman et al., 2017). Allowing for SE that fosters joint learning can influence projects outcomes for the better because it ensures that a project planning is not only achieved from a single perspective of the developer, but rather from the collective knowledge of a vast stakeholder network (Freeman et al., 2017). In addressing social issues, organisations and stakeholders can learn from each other also. It is an interactive way of learning about complex issues and also finding plausible solutions from multi-variant perspectives.

2.3.4 Principles to Effective Stakeholder Engagement

The following steps are critical in making SE productive and successful, as outlined by MacNicol, Giffin, and Mansell (2014). It is, therefore, vital to ensure that the following points are achieved when it comes to undertaking stakeholder engagements:

- Undergo mental preparations since SE is not an easy task.
- Ensure sufficient planning in SE; planning must not be done last minute.
- Know that SE is part of managing risk because if not done correctly, can lead to opposition from communities and project delays.
- Communicate with stakeholders and consult them early and frequently.
- Be patient with stakeholders because they are only human.

  Build relationships as recommended by the new/emergent approach to SE because relationships are key.

The discussions presented in sections 2.5.1 to 2.5.4 are undertakings that must be ensured to make stakeholder engagement effective. Analysing and examining stakeholders deals with stakeholder identification and determining their respective roles. Learning with stakeholders allows for relationship building and knowledge exchange, which leads to the creation of value from an

informed perspective of all stakeholders' interests and contributes to integrative stakeholder engagements.

2.4 Barriers to Effective Stakeholder Engagement

SE is necessary. It has advantages; however, there are some reasons why it is seldom achieved effectively. Zarewa (2019) outlines some of the main reasons which SE is not achieved effectively.

- Project manager's poor knowledge of SM - Project managers that have inadequate knowledge of stakeholder management, that is, maintaining good relationships with stakeholders that have the most impact on their projects is detrimental to the success of the project. Project managers need to have a stakeholder management strategy in place applicable to the size of the project, and time management and communication strategy.
- Failure to identify key stakeholders - Determining key stakeholders is a vital part of stakeholder management and sets the tone for a contextually appropriate engagement strategy. Stakeholders need to be identified by project managers so that their expectations are actively managed.
- Delayed stakeholder identification - Delayed stakeholder identification can cause dissatisfaction among stakeholders that should have been included in the decision-making from the onset. This may cause litigation as in the case of community members that have been included late in the CoF decision-making process. Avoidable project issues and unnecessary delays can be avoided if stakeholders are identified in the early stages of a project.
- Misinterpretation of stakeholder roles – It is important to note that all stakeholders do not require the same attention. Misinterpreting roles of stakeholders can create chaos. This can lead to misaligned relevance and importance and unnecessary prioritisation which can hinder stakeholder engagement processes.
- Failure to identify potential conflict areas - Identifying potential conflict areas is the best way to turn conflicts into problems. The difference between conflicts and problems is that conflicts can breed negative attitudes and hostility between stakeholders, whereas problems create a situation where stakeholders work together to reach a solution

- Inability to recognise the expectations and needs of stakeholders - Projects likelihood for success is dependent on the active management of stakeholders needs and expectations. If the needs and expectations of stakeholders are not recognised an organisations reputation can be tainted, and relations between stakeholders and the organisation can become sour as a result. Moreover, a project that does not meet the essential needs of its stakeholders, such as community members, in the case of community projects, is considered impractical.
- The uncooperative attitude of stakeholders – The refusal of stakeholders to co-operate can lead to one-sided decision-making processes. In instances community members do not participate due to a lack of interest, however, when decisions are made, and projects are implemented in the roll-out phase, community opposition may occur. It is therefore essential for stakeholders to realise the importance of participating in engagements.

2.5 Critiques of ST

ST has increased in popularity in both theory and practice. However, there are some issues with ST, as many scholars have argued. Some scholars argue that stakeholder theory is broad and therefore lacks specificity (Egels-Zandén & Sandberg, 2010; Mateev, 2018). ST has no set demarcations, and because of this, ST remains ambiguous due to its numerous versions from various scholars, which makes it is critiquing within universally set demarcations a difficult task to accomplish (Harrison, Freeman and Abreu, 2015). According to Enyinna (2013), ST does not qualify as a normative practise, and its basis of moral duty to stakeholders is merely hypothetical and not ethical. Enyinna (2013), therefore, argues that ST is not much morally superior to its rival, the stockholder theory (Harrison, Freeman and Abreu, 2015). Other scholars have argued about the absence of decision-making criteria in ST for effective coordination of CG (Phillips, Freeman and Wicks, 2003). Harrison et al. (2019) stated that in the early stages of its conception, ST was overly radicalised because of its emphasis on the accountability of profit-oriented organisations to multiple groups with varying interests, which they argued left an organisation prone to achieving no accountability in the long-run. Varying interests that exist across all stakeholders cannot be balanced without methods of negotiation as the central means of dialogue when it comes to dealing with conflicting stakeholder interests (Abidin, 2015). Blattberg (2013) also recommends the use of ‘conversation’ rather than ‘negotiation’ as a means of conflict resolution among

stakeholders. ST is criticised for being incompatible with business because its normative aspect requires that an organisation should behave selflessly by putting the interests of its stakeholders before its own (Harrison, Freeman and Abreu, 2015). According to Ambler & Wilson (1995), the ST concept creates divergence from creating business success. The next section discusses various urban planning theories which seek to contextualise participatory approaches in urban planning initiatives.

2.6 Urban Planning Theory

Managing stakeholders in planning differ significantly from managing stakeholders in a generic business organisation. The reason for this is that planning as activity occurs within the public domain and involves intersecting issues about social justice, equality, democracy and unitary participation. Moreover, in urban planning, land use and land management practice typically generates conflicts since land remains a scarce and limited resource in such contested spaces. Planning theory is a body of knowledge that contains scientific concepts, definitions, assumption and relationships that define urban planning. Since their progression, urban planning theories have sought to achieve social justice, public consensus and will and they have inclined toward democratic and participative procedures. The history of participation in planning owes to widespread concerns within the real estate industry that public opposition was slowing down the pace of developments (Thorpe, 2017). Participation in planning is a concept that currently spearheads changes in built-environments. The dynamic aspects of local economies and societies in fostering long-lasting relationships and ensuring the sustainability of local environments hinges on collaborative communication between stakeholders (Hassan, Hefnawi & El Refaie, 2011). Participation exists as a tool to ensure inclusion of all relevant stakeholders in decision making when it comes to restructuring local economies and creating access to economic opportunities in cities for the marginalised groups (Hassan, Hefnawi & El Refaie, 2011). Participation in planning is synonymous to the contemporary approach to stakeholder engagement where planning attempts deviate from the static, state-driven, spatially biased planning process to one that is dynamic, people-driven and integrative (Hassan, Hefnawi & El Refaie, 2011). Planning professionals and local governments have taken a keen interest in public participation in urban management and urban planning; benefits ranging from getting instant up-to-date local knowledge for solving problems that are not easily accessible by conventional or traditional methods (Li et al., 2020).

The purpose of participation in planning, according to Li et al. (2020) is to:

- Improve the engagement environment and motivate citizens to participate in urban-planning related decision-making.
- Ensure that policymakers and decision-makers enhance and encourage the participation of civil society.
- Ensure that policymakers and decision-makers enhance publicity and education on urban planning issues.
- Regulate potential adverse effects and debase the constraints, which prevent citizens from participating; optimize methods and tools of participation.

2.6.1 Rational Planning Theory

Up to 1980s, the dominant approach to planning was a planning theory premised on rationalism, also referred to as the technical- instrumental approach (Davoudpour & Karimzadeh, 2018). Rational planning drew predominantly from the technical knowledge of planners and scientific tools and methods (Davoudpour & Karimzadeh, 2018). A form of rational planning is reflected in the participatory approach of public hearings, where opportunities for mutual learning is limited. According to Olesen (2018), a rational urban planner seeks to achieve planning through the power of experts and the technical objectives and physical goals. The philosophy behind rational urban planning is empirical-analytical, where planners are required to remain non-ideological and objective as experts (Olesen, 2018).

2.6.2 Strategic Urban Planning (SUP)

The strategic urban planning approach (SUP) seeks synergies for the development of cities through the articulation of private and public stakeholders (Steinberg, 2005; Vallejo et al., 2017). SUP is a tool for local development geared to ensure socio-economic progress and an enhanced quality of life (Khalil, 2012). Strategic planning uses a non-rigid methodology and uses tools such as SWOT analysis and scenario building for effective decision-making and future thinking (Steiberg, 2005). In strategic planning, planning is related to the power of politics because politicians decide their values. Strategic planning is based on positivist scientific philosophy, where analyses are used to

legitimise political visions and goals (Olesen, 2018). Strategic urban planning is based on achieving social, economc and environmental sustainability. SUP aims to therefore help cities improve quality of life for all citizens. Other elements include reduction of poverty and promotion of social inclusion, and gender equity and a respect for diversity which apartheid regime blatantly disregarded. In the context of participation, strategic urban planning allows for enlistment of social actors by local government to obtain consensus regarding projects and policies. This is only possible if the local government display willingness to share power and respect the collective descisions that emmerge from the negotiation processes between the thre key political descisons, the technical knowledge of professionals (CEPs and Cs) and the knowledge of social actors (community members).

2.6.3 Neoliberal Planning

Neoliberal planning is a potent planning theory that captures the pro-growth and market-friendly nature of planning practices (Su & Quian, 2020). Neo-liberalism is considered the most useful concept available for connecting the political discourses of the economising of social life, the reformation of the welfare states, and the complex processes of globalisation (Sager, 2011). Its usefulness to planning theory lies in its function as an essential descriptor of the political trends and bureaucratic transformations forming the conditions under which planners operate; it seeks to mobilise urban spaces as spaces for market-oriented economic growth and elite consumption practices (Sager, 2011). The method of undertaking neoliberal planning involves the combination of centralised state power and rules and local autonomy where the state works with businesses, communities and developers. Neoliberal planning is underpinned by positivist philosophy based on a planning approach that consists of rational methods and rules that outsiders can comprehend (Olesen, 2018).

2.6.4 Incremental Planning Theory

Incremental urban planning seeks to increase the efficiency of different groups through planning while integrating opposing interests. Through this approach, planning is achieved by introducing the method of bargaining between interested and affected parties willing to address planning-related challenges (Davoudpour & Karimzadeh, 2018). The incremental planner or incrementalist tend to undertake planning in a disjointed manner. The planning process is characterised by a push-and-tug type of method aimed at reaching agreements; it focuses on short term goals with

very few alternative goals; bureaucrats and technocrats decide the project values; it is based on the pragmatic philosophy (Olesen, 2018). The planner, in this case, acts as the coordinator who works towards viable solutions in achieving project tasks (Olesen, 2018).

2.6.5 Advocacy planning

Advocacy planning, there is an acceptance of public participation as a fundamental objective to planning rather than a marginal aspect of planning (Lane, 2006; Read). Advocacy planning recognises the unequal bargaining of power between groups, unequal access to the political structure. It thus seeks to inspire representation of economically disenfranchised groups to ensure all-inclusive planning processes (Reardon & Raciti, 2019). In advocacy planning, private planners or government agency planners advocate for people or with people (Grooms and Boamah, 2018). The role of the planner, in this case, is to remain subjective and work in the best interest of disadvantage groups. Advocacy planners view planning as an expression of their values and may critique mainstream plans while educating the disadvantaged groups (Olesen, 2018). The methods and techniques involved in advocacy planning also include planning using the values of the groups involved to ensure the availability of an alternative plan. The planning process requires devising rival plans for different interest groups – it allows the groups involved in the decision-making to question the formulated rival plans and the best plan wins and is then adopted (Olesen, 2018). Advocacy planning hinges on the social constructivist philosophy which seeks to understand the experiences of others and how they view the world; it is, therefore, common for advocacy planners to seek an understanding of the views and experiences of disadvantaged and plan from such knowledge (Olesen, 2018).

2.6.6 Communicative Planning Theory

According to the communicative urban planning perspective, planning involves communicating, arguing, debating and engaging in discourse to organise attention to the possibilities for action (Lane, 2006). Planing is predominantly a communicative process that involves dialogue, consensus-building and storytelling; it is about planners learning about the everyday life of others to build trust and long-lasting relationships through deliberations (Olsen, 2018). It is based on social constructivist philosophy where planning is viewed as managing coexistence and shaping places in fragmented cities (Olsen, 2018). According to the communicative planning, planning cannot proceed without the involvement of concerned actors (Lane, 2006).

2.6.7 Transformative Planning

Transformative planning describes the social processes underlying planning initiatives to achieve transformative change (Buchan, Cloutier & Friedman, 2019). According to (Albrechts, Barbanente& Monno, 2020), this planning process seeks to subvert. The hegemony of the 'economic' structures that have reduced dwellers to consumers, and the territory to mere physical support for various land transformation and urban development which exclude dwellers participation. Transformative planning is normative, empowering and therapeutic; it is pluralistic and culturally sensitive. It is an open, communicative democratic process that involves working with people and communicating with people in different ways, learning from stories and requires less focus on creating documents (Olesen, 2018). Transformative planners act as change agents that work with people, especially weakest groups, to empower them. The goal of this planning approach is to help people live in a multi-cultural society; it is based on the social constructivist philosophy since its approach is to learn from people's experiences (Olesen, 2018).

2.6.8 Agnostic planning

Agonistic planning is a democratic and responsive mechanism through which existing inconsistencies are addressed by engagement of groups of interest in the decision-making process (Davoudpour & Karimzadeh, 2018). It is an integral part of political meaning and action whereby actors having varying interests do not deny the legitimacy and the expression of opinion of others (Davoudpour & Karimzadeh, 2018). Unresolvable disagreements are accepted, and strife is perceived as a productive element of planning in democracy. Planers see planning as agonistic rather than antagonistic. The techniques and methods include Participation, dialogue, storytelling, but not necessarily consensus; its planning process is characterised by agonism which allows for embracing different perspectives and views in a way that is non-consensual (Olesen, 2018). Although different stakeholders may disagree, they do not violate each other right by imposing their own opinions (Davoudpour & Karimzadeh, 2018). It is based on the social constructivism, post-positivism and is influenced by the radical left political philosophy and neo-liberal Marxism (Harrison et al., 2017).

2.7 Managing Conflict in planning

Effective participation is a mechanism for significantly reducing conflict that tends to arise from a lack of stakeholder involvement planning. A commonality shared by stakeholder engagement and urban planning is that they emphasise the role of knowledge; organisations are to engage their clients and suppliers in innovation activities as knowledge creators and producers (Konsti-Laakso & Rantala, 2018). Both recognise that different stakeholders through participation are afforded the possibility of interacting and engaging with private organisations, political decision-makers, government agencies and non-governmental organisations to conceptualise, create and implement public programmes and policies (Quick & Bryson, 2016). Participation in planning exists to identify and collect information, seeks to establish legitimacy for planning efforts, it addresses ethical and moral commitments of planners to ensure that those who are most affected by a decision are involved in decision making. Participation in planning also exists to collect the most comprehensive view of the decision-making table, thereby ensuring the robustness of the participatory process. Through participation, different stakeholder groups have the possibility of interacting with government agencies, political decision-makers, third-sector and non-profit organizations and business organizations to develop, create and implement public policies and programs (Seltzer and Mahmoudi (2012).

2.8 Alternative Theories

Customer relationship management (CRM) as a cohesive approach existing decisively for the management of relationships helps to attain relationship building and retention of customers (Chen & Popovich, 2003; Sachdeva, 2020). CRM involves a combination of people, processes, and technologies to gain an understanding of an organisation's customers (Chen & Popovich, 2003; Cambra-Fierro et al., 2017). In some literature, Citizen Relationship Management is abbreviated as CzRM. However, the term can also be confused with customer relationship management CRM (Larsen & Milakovich, 2005). In this study, the use of CzRM occurs when referring to citizen relationship management. The difference between CzRM and CRM is that CRM fits within the context of profit-oriented business; it helps companies to serve the customers better while improving their understanding of what their customers want and need (Dull et al., 2017; Marlot et al., 2020). CRM and CzRM are similar and yet different in some respects. From the CRM perspective, a customer is an individual possessing a unique set of needs and interests, who have the right to quick, customised, and convenient service delivery

(Bimber, 2003). CRM and CzRM are, therefore, both customer-oriented. However, in CzRM, citizens are seen as customers whose buy-in organisations seek when it comes to initiating a project. Governments and organisations are focusing on adopting CRM practices to meet the needs and desires of their Citizens. As a result, governments and private organisations are adopting CRM principles in response to citizen's needs, and technology is playing a significant role, especially in developed countries (Chiguvi, Tadu & Ngwenya; Datta, 2020). CRM emerges from the concerns that public officials have when it comes to strategic plans to enhance the management of positive relationships with its citizens (Wu, 2017). Other theories of CG could have been used in this study. The reason for this is that CG, as a theory in itself, consists of five other theories from backgrounds of economic, psychology, law, and business management (Yusoff & Alhaji, 2012). The stakeholder theory is, in fact, one of those theories that fall under CG theory because it deals with the set of relationships that exists between the management of an organization, its board, shareholder, and its stakeholders (internal and external), as discussed in the introduction. CG system organisations are guided by processes, controls, and systems of accountability that relate decision-making to the well-being of natural environments and stakeholders' interests (Zuva & Zuva, 2018). CG enhances the economic sustainability of organisations, increases their value, performance, and gives them greater accessibility to external capital (Bhat & Gupta, 2019). From investigating the various theories of CG, the ST was the most relevant for this study because it sheds much insight into SE. According to theory, SE is situated at the core of ST, and this is not disputed because, as explained in section SM and SE form the core of the ST. The Agency theory is cited as the first theory of CG. The agency theory advocates that managers work and serve stakeholders (Kaur, 2018). ST, however, advocates for these very same managers to serve the entire network of stakeholders, which may include and encompass the various stakeholders mentioned in the definition of 'stakeholder.' The stewardship theory emerging from the sociology and psychology disciplines could have been a possible selection for a theoretical framework of this study. ST advances that as a steward, an organization must protect and maximise the wealth of its shareholders through its performance because it is through the maximisation of shareholders' wealth that its utility functions are maximised (Kaur, 2018; Yusoff & Alhaji, 2012). The limitation in using this theory is that it is focused on the role of executives to act with more autonomy to maximise shareholder returns giving a little place for explaining stakeholders' relationships with an organization.

2.9 Findings from Theory

- Stakeholder engagement has three key aspects, that is, the descriptive, instrumental and normative aspects.
- Stakeholder theory has undergone immense evolution and continues to do so due to growing empirical studies attributed to stakeholder engagement, stakeholder management.
- There is conceptual confusion of stakeholder as definition; however, confusion can be minimised by defining stakeholder according to the context in which it is applied.
- The stakeholder term is, therefore, a malleable concept which is why it is used in various disciplines. This is evident in the literature review chapter (Chapter III).
- Traditional ways of undertaking stakeholder engagement are outdated, and the emergent or new approach is increasing due to its relevance in the 21st century.
- Stakeholder engagement is currently although an aspect of stakeholder theory requires more theorisation on its own. Freeman et al. (2017) have contributed; however, more studies are needed in this regard.

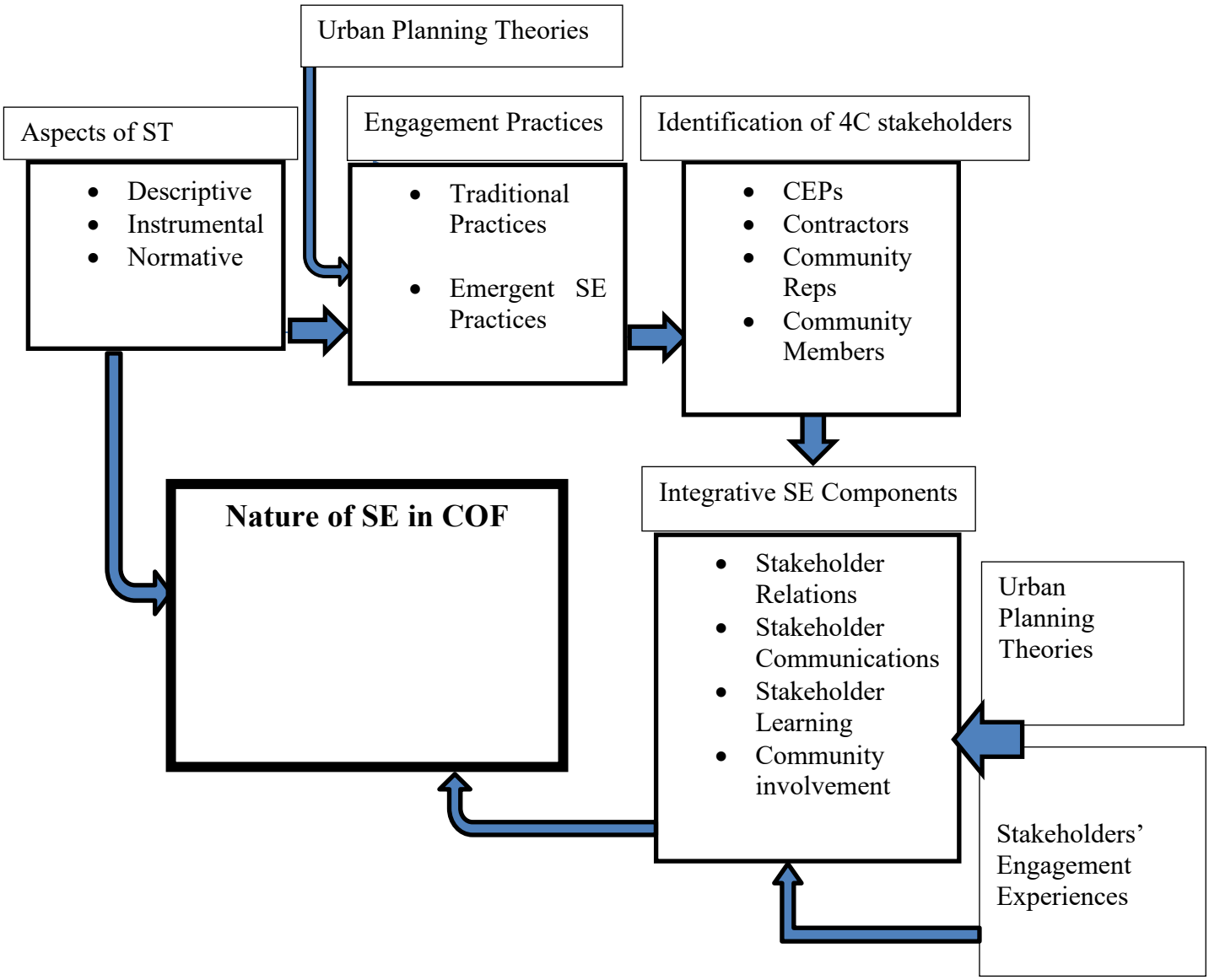


Figure 8. Emerging Conceptual Framework of SE in the CoF

2.10 Emerging Conceptual Framework

The following emerging conceptual framework illustrated in figure 8 above emanates from the discussions of the components of stakeholder theory, that is stakeholder management and stakeholder engagement and contemporary urban planning theories. It presents the building blocks used for understanding the research question of this study. This study focuses more on the engagement aspect, components of stakeholder management which cannot be divorced from engagement. Moreover, participation in planning is included to give relevance to the theoretical

context of stakeholder engagement in the urban planning context. The conceptual framework depicts the input of aspects of stakeholder theory, the normative, instrument and descriptive, and urban planning theories. This emergent conceptual framework shed insight into what is regarded in this study as the 'nature of' stakeholder engagements about some of the projects associated projects the CoF. A comprehensive discussion on the outcomes of this study

2.11 Conclusion

The importance of the theoretical framework chapter lies in its functional ability to prevent deviations during the research process. Stakeholder theory forms the theoretical framework of this study. Its concepts, constructs, principles, and central tenet have been elaborated in this chapter. The relevance of stakeholder theory to this entire study on SE in the Corridors of Freedom is that it resonates with the aim of this study, which has been broken down further into four research objectives and related research questions.

In summary, stakeholder theory :

- Focuses on managerial decision-making
- Maintains that managers must consider the interest of its shareholders (internal) and its stakeholders (external) to perform well.
- Mains that the prosperity and legitimacy of a business hinge on their dealings with their owners and external constituencies.
- Accepts profitability as a corporate purpose, but also widens the shareholder model (Instrumental aspect)
- Has an ethical dimension (normative aspect) which holds that organisations are not only profit-oriented but have a moral obligation to act in socially responsible ways
- Exist to achieve a win-win situation (Convergence of instrumental and normative aspects)

Stakeholder theory focuses primarily on businesses and their role in society and obligation towards their shareholders and their stakeholders. Both stakeholder theory and urban planning theories have traditional and contemporary aspects in practice. Urban planning theories, however, help to contextualise SE in urban planning since SE undertaking in a business context

differs from undertaking SE in the urban planning context. Stakeholder theory is often critiqued for being confusing because of the claim of its convergent aspect – which claims the possibility of balancing an organisations economic interests and its' moral/ethical obligations. It is also critiqued as being too broad, having its application varied across many disciplines. Urban planning theory, however, in the context of this study gives more specificity when it comes to participation since it deals with participation in the context of real sestet development/ spatial/urban planning/ land-use management. Participation in planning spearheads changes in the built environment and also considers participation in a democratic context and arose as a reaction to the drawbacks that historical lack of participation had on real estate developments. Theories in urban planning such as the neo-liberal planning, rational planning and strategic planning theories tend to be profit/market-driven where decision-making predominantly exists in the hands of planners, governments. These are synonymous with the instrumental aspect of stakeholder theory, while incremental, communicative, advocacy, transformative and agnostic planning theories tend to seek to engage stakeholders in participatory activities in the normative sense. The underlying principles drawn from this chapter is that convenors must undertake systematic planning to ensure effective-integrative SE. The usefulness of this chapter is that it will help to identify the type of participation approaches applied in the planning of the CoF/Johannesburg TOCD, and also principles of effective stakeholder enagement critical to the success of any mega-project. The dimension of effective-integrative stakeholder engagement such as consultation, communication, negotiation, compromise, relationship building and learning with stakeholders, and their indicators shall also aid in determining the most practical research approach.

CHAPTER III - LITERATURE REVIEW

3. Introduction

This chapter consists of reviewed scholarly literature that deals specifically with the topic of stakeholder engagement (SE) across various disciplines such as business management, environmental management, energy projects, mega-projects, and corporate social responsibility literature. The literature discusses engagement practices in these sectors from diverse countries such as Italy, Spain, The United States, the United Kingdom, Angola, South Africa, and Scandinavia. The purpose of undertaking this literature review is to understand the unfolding of stakeholder engagement practices at the international level, then proceed to understand the unfolding of stakeholder engagements in the South African context through the CoF urban regeneration project. The business literature section discusses the origin and contribution of Scandinavia to the stakeholder engagement practices and their contributions to academic literature in this regard. It also revealed the varying contexts of SE, which cannot be undertaken everywhere using a blanket approach. Bahadorestani et al. (2020), for example, show the importance of creating SE frameworks for improvement of SE practices. The underlying argument In the Corporate Social Responsibility (CSR) literature was that stakeholder engagement is a socially responsible activity which organisations should ensure. The literature discussing CSR dealt with investigated CSR management strategies in multinational enterprises' (MNEs) subsidiaries, existing barriers to CSR (Hossain et al., 2016), how research teams engage with relevant stakeholders (Opoku et al., 2014), the identification of changes in stakeholder dynamics and salience (Engelbrecht and Thomas, 2017). Literature in environmental management discussed in this study included those dealing with stakeholder identification and classification in sustainability marketing (Kumar, Rahman & Kazmi, 2016), the role of SE in alien plant invasion science (Shackleton et al., 2019), coastal marine fisheries (Schwermer, Barz and Zablotski, 2020), E.coli risk management (Oliver et al., 2017) and European flood risk management (Begg, 2018). In energy project literature, evaluation and comparisons of the planning process for very high voltage transmission lines in Norway and France (Späth and Scolobig, 2017), the distributed governance in the transition of US electric sector (Baldwin, Rountree and Jock, 2018), low carbon energy transitions in Spain (Sorman et al., 2020), and concerns in the deployment of electricity transmission grids (Komendantova, Vocciante & Battaglini, 2015). The mega-project

literature discussed stakeholder engagement in BRT systems (Chapman, 2015) and TODs and urban regeneration initiatives (Amado et al., 2016), the role of Bridging organisations (Bos) in urban sustainability (Kampelmann, Hollebeke & Vandergert, 2016), and more. Various policies, plans, and legislation of South Africa regarding stakeholder engagement were also discussed. The literature review made relevant contributions to the research questions in determining who some of the stakeholders of the CoF are and what their roles are in the CoF vision. The literature reviews the importance of mutual co-operation, two-way communication and joint value creation in undertaking various projects (Matos & Silvestre, 2013; Rieter, Parrot & Meyer, 2017), and also overcoming challenging conflicts of interests among stakeholders (Matos & Silvestre, 2013). Some of the studies show a lack of commitment from government agencies when it comes to stakeholder engagement. Countries lacking in creating co-creation of value and two-way communication, especially with end-users of projects like communities and the general public, should seek to acquire knowledge of how Scandinavian countries and their organisations ensure best stakeholder engagement posture. The literature review highlights the importance of the role of stakeholder engagement across various sectors such as business, environmental management and its importance in mega projects, especially relating to transit-oriented developments. The literature also highlights the importance of undertaking meaningful stakeholder engagement in mega-projects not only to bring about meaningful engagements but also to eliminate unnecessary delays from opposition resulting from a lack of information disclosure and inclusion of essential stakeholders in the decision-making process. The effects of lackadaisically undertaken stakeholder engagement are evident in some of the literature reviewed, relating to the research issue of this study which identifies the importance of obtaining monitored and evaluated outcomes of already-undertaken stakeholder engagement activities and experiences to improve Ses in future. The literature reviewed is obtained from diverse disciplines with a focus on planning literature.

3.1 Stakeholder Engagement in Business Management Literature

The business world is complex, and business models have required that companies disclose corporate information (Cubilla-Montilla et al., 2019). Lehtinen, Aaltonen, and Rajala (2019) stated that SE in complex product systems is the cornerstone of the contemporary world of business. Strand and Freeman (2015) argued that in business, SE should reject the narrow focus of organisations on economic gains to practically consider co-value creation. Strand and Freeman

argued that the concept of co-creation through stakeholder engagement is often taken for granted in Scandinavia when compared to stakeholder engagements in other parts of the world. The theory and practice of stakeholder engagement emerged from Scandinavia and is thus referred to as "Scandinavian stakeholder capitalism" (Strand & Freeman, 2015: 81) because it promotes relationship-building by creating long-term ties between various stakeholders such as managers, business owners, employees, and society. Six Scandinavian countries had the highest corporate strategic posture and co-value creation in the world. Although these studies made mention of a few Scandinavian companies (Novo Nordisk, IKEA, H&M, Statoil), no real comparison is made between the mentioned Scandinavian companies and other companies in other parts of the world in the context of SE.

Bahadorestani et al. (2020) presented a framework based on the Quality Function Deployment method to an Iranian green-building project. The QFD is a systematic method that helps to channel the input of end-users in the development of outputs and products. The method proved useful in helping managers more flexibility in managing stakeholders in a complex project while dealing with critical conflicts and more salient stakeholders (Bahadorestani et al. 2020). Their framework, however, did not apply to other phases of a project's lifecycle outside of stakeholder engagement. Krstić (2014) analysed the stakeholder concept of stakeholder and engagement processes in various decision-making levels and the impact that they have on business relationships. Their study found that two-way co-operation and communication between organisations and their stakeholders were to be incorporated in future business models since it contributed to better risk management, problem-solving, improved products and service outputs, and co-creation of value with available resources (Krstić, 2014). The study, however, did not provide any practical examples or cases where adopted two-way communication and co-operation proved useful or fostered innovation in business practices.

Dobrovolskienė, Tvaronavičienė & Tamošiūnienė (2017) sought to determine the extent to which project managers in the Lithuanian construction and automotive industry accounted for sustainability in their decision-making processes which included stakeholder engagements. The findings of their study indicated that project managers did not pay much attention to sustainability when it came to decision-making. The limitation of their study was that their sample size was relatively small with respondents from two industries, and this prompts future studies to use larger

sample sizes in determining the sustainability of company operations in their decision-making processes. The importance of stakeholder inclusion is not only imperative in the early stages but also all other stages of decision-making. This point was argued by Rieter, Meyer & Parrott (2017), who incorporated stakeholders' involvement in the development of an Environmental Decision Support System (EDSS) in South Australia from 2011 to 2013. From 29 semi-structured interviews, 90 percent of the end-user respondent felt that the EEDS was effective during the pilot study but was abandoned after its use in the pilot study with little follow-up from researchers and lack of commitment from the government agencies. Questionnaires, however, could have been employed in the study to increase the rigour of the data collection. Venkataraman (2019) examined various dimensions existing in scholarly research that were associated with stakeholder approaches to the topic of sustainable business. The findings of their study revealed that stakeholder theory's normative and instrumental perspectives had inherent principles that provided a sound theoretical framework suitable for advancing the science of practice and sustainability (Venkataraman, 2019). The study's limitations, however, was that it focused on academic literature in sustainability science with little integration of quasi-academic and practice-oriented literature. The limitation places constraints on understanding stakeholder engagement from a pragmatic perspective using experiential knowledge of participants that have involvement in stakeholder engagement processes in the context of achieving sustainability. Matos and Silvestre (2013) addressed the weakness of the previously cited study by using substantial academic literature in their study in addition to practice-oriented knowledge from primary data (interviews). They investigated strategies for assisting decision-makers in overcoming the challenges of conflicting interests in a better way when considering sustainability in their business models. With the combination of stakeholder engagement and stakeholder theory literature and 138 interviews over seven years, their findings indicated that the use of a combinatory approach helped to analyse how sustainable principles govern the operationalisation of sustainability business models (Matos and Silvestre, 2013

Henisz et al. (2014) provided empirical evidence substantiating the relevance of instrumental stakeholder theory by analysing panel data provided by nineteen publicly traded firms with twenty-six goldmines under their ownership from 1993 to 2008. Their investigations revealed that partnerships with host-nation institutions helped foreign firms overcome the liability of foreignness. It was argued that organisations that partnerships with highly influential stakeholders

reduced conflict and increased cooperation, and that access to information for cooperation enhancement and conflict reduction were only evident in countries that had a strict rule of law (Henisz et al., 2014). The limitation of their study was that it focused on engagement strategies used in civil society stakeholders rather than the strategies used in internal employee stakeholders. De Chiara (2015) analysed the impact of stakeholder engagement on sustainability in complex problems in a case study of Agro Caleno, belonging to a territory referred to as 'The Land of Fires' in Campania, Italy. Perpetual health and environmental issues plagued the land of fires for eight years and resulted in the structural instability of businesses producing protected designation of origin (PDO) food items and the entire community were affected (De Chaira, 2015). The study revealed that all stakeholders favoured the network-centric approach based on mutually-agreed-on collective action to alter how they operated as businesses to create a long-lasting solution to the environmental and health issues (De Chaira, 2015). The limitation of the study was that exhaustive investigations of other stakeholders and businesses and municipalities were not conducted to confirm the broader desirability of the network-centric approach. Cubilla-Montilla (2019) investigated whether cultural values were enough to improve stakeholder engagement and the issue of labour rights. The study found that 50 percent of the 201 international companies did not report specific mechanisms for avoiding human rights and labour violations. Moreover, it was found that the cultural values of society drove information regarding the social impacts of business performance, which companies either reported less frequently or not at all as compared to other information. Their studies focused on large companies alone, and therefore, more studies are needed to determine the extent to which government entities report their stakeholder engagement practices.

Abitbol et al. (2019) conducted a study that analysed the usage of Facebook by oil and gas companies both to engage stakeholders and also support community initiatives. In analysing the content of nine-hundred and fifty-three Facebook posts from the top twelve oil and gas companies featured on Oil &Gas Journal's top fifty organisations. The study found a lack of two-way dialogue between the oil and gas companies and their stakeholders. The Oil and gas companies posted about their CSR initiatives on Facebook; however, they did not make effective use of interactive language in engaging stakeholders (Abitbol et al., 2019). In their method, however, the analysed posts may not have adequately represented all posts provided by the organisations, and this reflects

a limitation in the sampling method. Future studies could include other social media platforms in their analysis, such as Twitter and Instagram posts.

Xu and Saxton (2019) investigated whether SE conducted via social media impacted social capital. By using Twitter data from 198 community foundations, it was found that the content on Twitter that had several communication cues that higher levels of stakeholder targeting envisaged higher levels of social capital, communicative and stakeholder diversity, and thus, seemed to play an important part in an organisation's successful social media use (Xu & Saxton, 2019). The study was limited in that it did not use interviews with social media managers to contextualise their study's findings. Moreover, future studies could undertake the same investigation of this study on platforms such as Facebook, Instagram, or linked in. Bellucci Biagi and Manetti (2019) also used content analysis; however, it undertook to examine whether online the use of SE through social media interactions in dialogue accounting by top-ranked universities occurred. Their study made use of both Twitter and Facebook accounts of the top two-hundred universities in the QS World University Rankings. It confirmed that many universities made significant use of social media as a public-information dissemination and SE tool (Bellucci et al., 2019). In considering top-ranked universities, the lower-ranked universities were not considered in the study. It would be useful to find out whether low-ranking universities engaged with their stakeholders. Another focus absent in the study was how Facebook and Twitter dialogue influenced service to deliver quality rendered by the universities. Lehtinen, Aaltonen, and Rajala (2019) explored why and how firms disengage and engage their external stakeholders' overtime when it came to value-creating activities in complex production systems (CoPS). The findings of their study revealed that stakeholder engagement strategies about engagement and disengagements of stakeholders need adjustment by CoPS managers to adapt to the changing nature of the context. Their study was limited in that it focused only on a single CoPS district development of the mega project (Lehtinen et al., 2019).

Lumpkin and Bacq (2019) presented a new perspective of SE and its impact on society through a civic wealth creation (CWC) framework, which afforded communities the midpoint for social action. Emphasis was placed on the importance of their inclusion in bringing about change, the appreciation for economic or non-economic wealth, societal change and vibrancy (Lumpkin & Bacq, 2019). The limitation of the study was that the CWC framework was not applied to any

specific civic project. The framework could be used to determine context-specific civic wealth created in specific projects across various professions. Fritz et al. (2018) develop a tool supply chain-oriented process (SCOPIS) for stakeholders such as policymakers and scholars to comprehensively identify stakeholders in the supply chain with minimal omission risk and bias. The results of their study revealed that implementing a supply chain approach uncovered direct and direct-indirect stakeholder influence while shedding insight into roles and interactions of stakeholders within the stakeholder nexus (Fritz et al., 2018). Further research could perhaps focus on the testing applicability of SCOPIS in other contexts, education, environmental management, healthcare service provision, and urban development planning.

A common theme evident across these studies reviewed thus far is the importance of stakeholder engagement and collective decision-making through various platforms, whether face-to-face or through social media. There is a need to reject the narrow focus on ensuring economic gains when it comes to implementing initiatives, to the focus on co-creation of value and production of knowledge to enhance collective decision-making. The importance of SE in decision-making processes has the potential to ensure sustainability is also a common theme across the literature.

3.2 Stakeholder Engagement in Corporate Social Responsibility

Freeman & Dmytriyev (2017) argued that being 'socially responsible' as an organisation requires meeting all the expectations of the relevant stakeholders. Brondoni & Bosetti (2018) argued that organisations could ensure social responsibility by maintaining meaningful interactions and positive relationships with 'all' their stakeholders. Brondoni, Bosetti and Civera (2020). Substantiate for the necessity of meaningful interactions stating that it creates favourable integration of the social, environmental, and financial concerns in business operations and strategies. Moyeen (2018) investigated corporate social responsibility (CSR) management strategies in multinational enterprises' (MNEs) subsidiaries. Their study used both the stakeholder theory and institutional theory to establish the factors that influence CSR management strategies (Moyeen, 2017). The findings of the study reveal institutional pressure as the most important influence for MNE subsidiaries in their design of CSR programs (Moyeen, 2018). The study indicated that the CSR formulation process very rarely engages external local stakeholders (Moyeen, 2018).

Schoefield et al. (2018) provide insights into the collaborative innovation process with a range of stakeholders. The study highlights the necessity for entrepreneurial leadership in addition to the development of long-term relationships for active engagement with stakeholders (Schoefield et al., 2018). Their study examined this issue from the perspective of a successful DMO and presented a conceptual framework and new engagement dimensions which addressed the knowledge gap (Schoefield et al., 2018). Hossain et al. (2016) explored the existing barriers to corporate social and environmental responsibility (CSER) practices. The study took into account the non-managerial stakeholders' perceptions of the barriers to CSER practices in developing countries and the current initiatives undertaken by the different stakeholders, such as government, non-governmental organisations (NGOs), and regulators (Hossain et al., 2016). For their study, they conducted semi-structured in-depth interviews with twenty-six non-managerial stakeholders from the media, non-governmental organisations, regulatory authorities, shareholders, trade union leaders and government departments (Hossain et al., 2016). Corruption, politics, lack of coordination, lack of government initiatives, and poor implementation of laws were the main bottlenecks hindering CSER practices in Bangladesh.

The importance of public awareness regarding these infrastructure projects and programs is essential because they represent a massive public investment, which may involve multiple conflicting stakeholders and have potentially significant environmental impacts as Beach and Keast (2010) also concluded in their study. Opoku et al. (2014) explored how the Retrofit 2050 research team engaged fully with relevant stakeholders. The study comprises investigating aspects of engagement, namely, how they recruited main stakeholders, in addition to the participation approaches employed, and how the process was managed (Opoku et al., 2014). The Retrofit research project is an EPSRC funded program of research investigating the transition to sustainability in the built environment of Uks city-regions between 2020 and 2050 (Opoku et al., 2014). The findings of the survey reveal the essentialness of understanding the process and benefits of SE and the improvement that SE can bring in research output, an enhancement of policy relevance, and the research (Opoku et al., 2014). The study recognises the potential occurrence of conflict amongst key stakeholders and therefore proposed the use of those icebreakers to dissolve the occurrence of tension. Moreover, from the onset of any initiative, stakeholders must be provided with readily understandable materials in SE sessions (Opoku et al., 2016).

Management oversight addressed in the article written by Engelbrecht and Thomas (2017). They discuss that issues in management oversight constitute an element of poor corporate governance. The Marikana mining disaster was the unit of analysis for their case study. Their study used quantitative narrative analysis to identify the changes in stakeholder dynamics and salience employing available narratives from South African and UK newspapers spanning 1st to 24th August 2012 (Engelbrecht & Thomas, 2017). The study revealed the importance of stakeholder identification and engagement during times of crisis so that leaders can efficiently engage appropriately and timeously with different stakeholder groups. Timeous involvement ensures sound CG (Engelbrecht & Thomas, 2017). The methodology used in this study laid a foundation for future methodological applications of quantitative narrative analysis within stakeholder theory (Engelbrecht & Thomas, 2017). This study was limited in its lack of qualitative inputs from interviews with management and participating stakeholders. Its reliance is solely on newspaper content for information. Another limitation was that the newspaper sourced for data were limited to those written in English from only RSA and the UK. The use of other data sources interpreted from other additional countries could have helped to solidify the robustness of the study.

Mungoni (2014) explored the role of stakeholder engagement in determining the gradation of issues in a business's sustainability reporting process. The study was qualitative and used data obtained through content analysis of the reports of practitioners and companies listed on the Johannesburg stock exchange (Mungoni, 2014). Structured in-depth interviews were employed to understand the materiality concept through the stakeholder engagement process of these companies. The findings of the study indicated that stakeholder engagement and materiality determination was a complicated one, having diverse approaches and purposes (Mungoni, 2014). The results of this study also showed that the single process, established and guided by the reporting entity, had no involvement of other stakeholders beyond the data gathering phase (Mungoni, 2014). The lack of participation beyond the data collection phase was an indication of the undermining of the engagement process. SE, according to Manetti, 2011, is a fundamental step in sustainability reporting. Stakeholder engagement legitimises the report but also demonstrates how an institution accounts for the concerns raised by its stakeholders (Ferrero-Ferrero, 2018). Having the intention of improving the understanding of SE practices in the context of sustainability reporting for higher education institutions, Ferrero-Ferrero (2018) employs an exploratory approach based on content analysis, case study methodology, and descriptive, inferential statistics.

The outcome of their study indicated that the alignment of internal stakeholder's expectations corresponded with the material aspects of sustainable reporting (Ferrero-Ferrero, 2018). The usefulness of their study is that it calls for the exploration of potential conflicts and collaborations between and within stakeholders to prompt higher education institutions on the path to reaching their sustainable oriented goals (Ferrero-Ferrero, 2018).

3.3 Stakeholder Engagement in Environmental Management

The undertaking of stakeholder engagement (SE) is extensive in the environmental management discipline, serving the very same purpose of implementation as is done in SE within business management practice. The purpose of SE is to bring about solutions in decision-making in the environmental management context. The need for SE literature in environmental management arises due to multi-faceted problems such as climate change, alien plant invasions, and other wicked issues present in the world. Kumar, Rahman, and Kazmi (2016) reviewed the literature on stakeholder identification and classification in sustainability marketing between 1998 to 2012. Their method, which provided useful for managers and academics alike, provided a generalised approach to and classification from a sustainability marketing perspective (Kumar et al., 2016). Their stakeholder classification method does not accommodate instances where multiple interests of stakeholders occur, and future studies could address this. Moreover, the study used a title-based search, which could have led to the omission of other potentially relevant articles for their study.

Shackleton et al. (2019), the increase in research conducted on SE in alien plant invasion science has indeed helped to improve scientific knowledge and has informed policy formulation and co-implementation of management practices in the field (Shackleton et al., 2019). They acknowledged the vital role of SE in allowing for the integration of diverse knowledge and their study had recognised the need to improve on SE to make it more effective in promoting social learning while enhancing social collaborations and partnerships beyond academia and outside the boundaries of the natural sciences (Shackleton et al., 2019). The study was restricted to the analysis of peer-reviewed papers, which could have been supplemented using interviews and questionnaires from stakeholders involved in alien-invasive plant science. Novoa et al. (2018) developed a proposed framework containing twelve steps for SE in alien species management to increase collaboration, and minimise conflict, prevent the severe pressure on resources, and alleviating mistrust. Their study made use of facilitated workshops and consultations process, which consisted of managers

and scholars. It was limited to minimising conflicts, which is but an aspect of ensuring effective SE. In alien species management, there tended to be a clash of interests between stakeholders that benefited from the alien species against those that incurred costs from their presence (Novoa et al., 2018). The limitation of their study was that their proposed framework had not been tested practically to determine its applicability.

Schwermer Barz and Zablotski (2020) investigated stakeholder participation in coastal and marine fisheries and was revealed that 7 out of 50 case studies defined participation or a participation related term. The limitation of the study was that it focused only on literature dealing with coastal and marine fisheries. Future studies could focus on definitions of stakeholder engagement or participation in environmental management more broadly, and even across other disciplines. Masagca et al. (2018) presented a new stakeholder involvement plan for planning for the marine protection of marine areas in the Philippines for exploring the importance of identifying major and minor stakeholders and linking their inputs in co-management of marine protected areas. Their findings revealed that the inclusion of major, minor, and intervening stakeholders was linked to the management, planning, and implementation to positively impact the development and implementation plans or policies (Masagca et al., 2018).

Oliver et al. (2017) developed a VIPER decision support tool (DST) used to identify sources of on-farm *E. coli* risk. Involving stakeholders in all stages of the VIPER decision-support tools' development proved vital in inspiring eagerness for the final product, fostering understanding and trust from all stakeholders (Oliver et al., 2017). Stakeholders involved in its development also advocated for connecting DST to hydrological models to determine water sources prone to Ecoli risk (Oliver et al., 2017). The limitation of the study was that it did not include the public as stakeholders in the DST development but rather professional bodies such as universities, water industries, environmental regulators, and farm advisory body.

Schneider and Buser (2017) explored the stakeholder interaction process of different research projects to identify the degrees of stakeholder interactions that appeared most promising in certain situations. The study examined sixteen research projects form the transdisciplinary research programme on sustainable water management in Switzerland (Schneider & Buser, 2017). Results from the study indicated that the various degrees of stakeholder interaction proved beneficial depending on the intent of the contribution of each project to sustainability, the form of

knowledge desired, how contested the issues were, the level of actor diversity, the interests of the actors and the existing collaborations between the stakeholders (Schneider & Buser, 2017).

Amsing (2015) identified the status quo of SE in archaeological heritage projects in the Netherlands. They investigated the process used by organisations to make decisions in developing Matilo, and Castellum Hoge Word archaeological parks. Representatives of community interest groups argued that efforts for participation were often too limited in empowering and came too late. In contrast, community members expressed regret that they did not have direct involvement in the project's early stages (Amsing, 2015). Raum (2018) provided a comprehensive framework for the systematic identification of stakeholders in ecosystem services provided by forests in the United Kingdom (UK). According to Raum (2018), the significance of stakeholder analysis helps to identify stakeholders systematically, compare their interests, roles, and influence, then establish relationships that exist among the different stakeholders, i.e., their collaborations, alliances, and inherent conflicts. The limitation in their study was that the findings of their research were more illustrative rather than representative. There was also the lack of use of more complex quantitative techniques to determine new interests, trade-offs, and conflicts associated with forest ecosystem services. Bastakoti and Davidsen (2015) examined the representation and discursive power of multi-stakeholders in Nepal's Reducing Emission from Deforestation and Forest Degradation (REDD+) policy discussion procedures and the multi-stakeholder. Findings revealed that convenors primarily dominated political and geographic space; planning was very technocratic and favoured government interests and shunned the views of 'weaker actors' (Bastakoti & Davidsen, 2015). Rawhouser, Cummings, and Marcus (2017) discussed the role of SE in the development of sustainability standards using innovation management theory to compare stakeholders and SE standards in the Climate Action Reserve and the UN Clean Development Mechanism (CDM). Although this study addressed problems of effective SE in a sustainability context, the researcher could not determine whether the crowdsourced system or the closed sourced system was better in achieving its stated environmental goals (Rawhouser et al., 2017). Future work should explore the impact of these improved relations on stakeholders and ways and how much stakeholders benefit from better engagement. Further investigation could be done to determine the skills required to efficiently implement different types of strategic engagements and could also evaluate the societal outcomes of different kinds of strategic engagement.

Begg (2018) studied the implications that participative approaches have on the fairness of European flood risk management. Their study reviewed thirty empirical studies dealing with local stakeholder involvement. It revealed that participation in practice focused on shifting responsibility to the local level at the expense of power, and recommended organising of funding in a manner that would provide opportunities for all stakeholders involved in flood risk management (Begg, 2018). O'Donnell, Lamond and Thorne (2018) also tackled flood management and water governance enhancement through partnerships, cross-organisational collaborations, and extensive stakeholder participation. Their study evaluated the Learning and Action Alliance (LAA) framework as a catalyst for sustainable flood risk management. Newcastle-upon-Tyne, UK was used as a case study to demonstrate how the LAA framework caused collaborations between desperate city stakeholders The framework helped to generate new knowledge, negotiate innovative actions and ultimately work towards the implementation of a new vision for sustainable urban flood risk management (O'Donnell, Lamond & Thorne, 2018). They proposed the LAA frameworks usefulness promote active engagement through social learning (O'Donnell, Lamond and Thorne, 2018).

3.4 SE in Energy Projects

Sorman et al. (2020) used the scoping research process to gain expert stakeholder insights on low-carbon energy transition in Spain. The scoping research process involved reaching out to NGOs, energy providers, academics, the private sector and administrators involved in Spain's energy transition. Their study acknowledged SE as a crucial undertaking that allowed for inclusivity in energy transition initiatives (Sorman et al., 2020). Komendantova, Vocciante and Battaglini (2015) critically analysed whether the BESTGRID process could improve stakeholder involvement in electricity transmission initiatives. BESTGRID pilot projects are high-voltage transmission lines. The study sought to understand stakeholder concerns in the deployment of electricity transmission grids in four pilot projects using guiding principles of need, transparency, engagement, environments, and impacts on human health as well as the benefits. Their study evaluated the level of participation achieved according to the ladder of Arnstein. The assessment of BESTGRID process exhibited degrees of tokenism with no trace of decision-making power given to citizens.

Baldwin, Rountree, and Jock (2018) investigated the transition of the US electric sector. Also, they examined the distributed governance in the US' demand-side management policies and

programs. The study's findings indicated that the centralised, formal, quasi-judicial regulatory approach used to control utilities among the US was not enough to manage the transition toward increased usages of distributed resources such as demand-side management (Baldwin et al., 2018). The study calls for the implementation of 'distributed governance,' a term which recognises the shift away from centralised electricity regulation to a more public, inclusive type of management (Baldwin, Rountree and Jock, 2018). Späth and Scolobig (2017) evaluated and compared the planning process for very high voltage transmission lines in Norway and France using document analysis using three degrees of empowerment: information, consultation and cooperation, and a qualitative approach were employed, making use of both official and transmission system operator documents. The findings of their study revealed that there were lower levels of stakeholder empowerment in the early planning phases of the process. The findings also revealed that innovation projects also showed higher levels of SE and revealed that France and Norway had their unique ways of empowering communities; France used stakeholder citizens' workshops, while Norway uses public hearings. The project revealed that both countries did not allow for higher levels of stakeholder empowerment during the spatial planning phases and the permitting phases of the transmission lines (Späth &Scolobig (2017). From the findings, there needs to be an application of SE strategies that are tailor-fitted to a project. Its context is necessary to be adapted to suit the needs resources and local participation cultures of the community in question. Moreover, increased empowerment should occur by giving a voice to stakeholder communities to avoid deadlocks, blockades, and legal conflict since avoiding delays, thus speeding up development processes (Späth & Scolobig, 2017).

3.5 Participation in Contemporary Urban Planning

Several studies conclude that congestion, urban sprawl, avoidable disasters, slum development and destruction of ecologically sensitive regions are associated with inadequate urban planning. This can have adverse effects on local attitudes (Cohbbinah, 2017; Korah et al., 2017). Levy (2016) described contemporary planning as a highly political activity that plays a central role in modern economies. In the book titled "*Urban planning in a capitalist society*" Kirk (2018 argues that the importance of planning in urban developments is that planning shapes the character of projects which in turn shape the character of an area. The amount of character that land has determines, for example, the amount of traffic generated in that area, the type of people that will live in that area, and the quality of services that the given area would require based on demand

(Kirk, 2018). Single housing developments, for example, would generate less traffic than apartment developments. Moreover, in planning, decisions regarding the use of the land would determine housing prices, rents and vacancies and who will live in the area. Planning thus affects the economy of a community; it affects the demand placed on a community for educational recreational and other social services. Moreover, planning decisions impact the aesthetic appeal of an area, whether the area will look beautiful or ugly (Kirk, 2018). The importance of participation of stakeholders in urban planning, especially the participation of communities, businesses, and other stakeholders is that they, through their decision-making process are allowed to shape urban developments according to the relevance of their communal needs. It is for this reason that a discussion of urban planning literature remains crucial for the theoretical contextualisation of this study on stakeholder engagement in the CoF. Authors such as Paul Davidoff discuss advocacy planning as a form of urban planning where planners assume an advocate position. Planners in this instance represent the interests of people that are unable to access channels of communication to effectively convey their views and opinions as provided by the political process (Kirk, 2018). Davidoff (1965) argues that the success of future desired cities requires planning professionals to engage itself in the contention surrounding political determination in an open and thorough manner. This argument requires planners to engage in political processes while advocating for the interests of governments, organisations and individual's that seek to propose future policies for community development. Davidoff (1965) argues that planners assume the role of advocates; advocates that seek to express the views of their clients, rather than actions based on considering a “unitary plan” where full citizen participation is discouraged. Argues that the planning profession should not be a sole concern on physical structures and land which have no meaning or quality except through the way that they serve their users (Davidoff, 1965). Friedman (1989) presents a discussion that focuses on public moral action and establishes its direct link to planning. Friedman argued that planning is a moral practice that influences how people live and how people and institutions relate and that planning in contemporary age has shunned the accepted notion that the role of planners in making decisions for others because of their technical expertise is indeed outdated. Planners must have the ability to know how to facilitate progressive negotiations that help people resolve their differences (Friedman, 1988). Planners must also know how to define problems that exist in the public domain and relevant intervention strategies that can contribute to a society's’ collective good.

3.6 Stakeholder Engagement in Mega Project Infrastructure Literature

Di Madaloni and Davis (2017) conducted investigations into the role of the local community as an essential growing class of stakeholders and how their management and engagement could enhance MIPC by reducing shortfalls that accompany these projects (Di Maddaloni & Davis, 2017). They stated that the organisation's strategy could harness the broader inclusiveness of secondary stakeholders through the provision of more proportionate resources during the MPIC project lifecycle. Findings revealed that practitioners and academics did not fully capture local stakeholders and relevant stakeholder's management practices at the local level of MPIC (Di Maddaloni & Davis, 2017). The limitations of this study are that it focuses on the perspectives of project managers rather than local communities (Di Maddaloni & Davis, 2017). Future research should, therefore, focus on how project managers can expand the inclusiveness of local communities, which will, in the long term, improve the long-term success of MPIC projects.

Kumaraswamy, Wong, and Chung (2017) presented a case for aligning the immediate expectations from a megaproject with the best overall value for all stakeholders (long-term and short-term). The findings of the study revealed that inadequate stakeholder engagement caused process disruptions and adverse outcomes in recent megaprojects (Kumaraswamy et al., 2017). The authors proposed the need for a structured approach focusing on overall universal value from the outset to achieve better and more sustainable megaproject outcomes (Kumaraswamy et al., 2017). The research method used relevant findings from two complete PhD projects and an additional research project in Hong Kong. Recommendations made from the study included aligning megaproject stakeholder objectives with regional or even national needs, targeting co-creation of collective value through early stakeholder involvement in planning and design of built megaproject infrastructure (Kumaraswamy et al., 2017). Chava & Newman (2016) sought to address the consequences of an increase in land and rental values as a result of TOD megaproject implementation in some areas. The author discusses how the implementation of TODs could eventually cause highly desirable TODs to become gradually remote for poor people to access, thus resulting in gentrification. They proposed a three-level stakeholder deliberation framework geared towards developing comprehensive housing strategies for equitable and sustainable TODs, 'inform,' 'involve' and 'collaborate' (Chava & Newman, 2016). The findings of the study reveal that mandatory inclusionary zoning, special-purpose planning vehicles, land banking entities, innovative financing tools, and local area level plans in partnership with the community

is a potentially viable approach to create inclusive housing outcomes in the TOD case study area. Their study informed community members that formed part of the eighty different active participants by using pamphlet distributions; in providing a more specific focus on the study, random citizens did not participate in the deliberations (Chava & Newman, 2016). From this their study, it is apparent that the three-level SE is a requirement to ensure more fruitful collaborations.

The relevance of communities' engagement in TODs is that although they may not wield formal decision-making power, their relevance as stakeholders remain. Around the world, TODs are accepted as the ideal strategy to manage spatial patterns in the face of an increase in population density in and around CBDs world-wide. They should, therefore, accompany robust community engagement and SEs. TOD exists as a means to capitalise and harness the potential of urban areas patronised by citizens and communities should have a say in shaping urbanisation. Simões (2014) presented a discussion of theories of corridor development, transit-oriented development, and non-motorized transportation, along with a focus on the spatial policies of the CoJ in addition to a discussion of the Spatial policies of the CoJ. The main findings of this study revealed inadequacies in the integration of theories of corridor development, TOD, and non-motorized transportation from the spatial policies into the Strategic Area Framework for the Turffontein Development Corridor (Simões, 2014). Moreover, the reduced integration of the spatial policies hindered the final conceptual framework and implementation plan since a number of the principles omitted did not appear in these plans (Simões, 2014). The most significant shortfall of the Turffontein development corridor was that the planned Rea Vaya bus rapid transit trunk route would not provide the intended accessibility and that the chosen route for the BRT, and that it would not be able to accommodate the trunk route, as the road reserves in some section were too narrow (Simões, 2014).

The development of the BRT system and other present transport developments over the years characterised as part of some of the progressive changes in Johannesburg's urban landscape. Chapman (2015) gave an account of the historical changes in the landscape of Johannesburg's western areas by categorising the gradual changes that occurred in these areas into five different vital states of growth and change. The five different critical stages of change 1904-1999, 1918-1948, 1948-1985, post-1985, when apartheid policies began to disintegrate, and present-day spatial

policy developments, including the CoF (Chapman, 2015; Schoeman, 2018). Chapman's article briefly mentioned community participation or the lack thereof as a contributor to spatial in/justice. Chapman, who is an urban designer, discussed the emergence of community participation in 2008 when the CoJ appointed urban design firms as part of their city planning and local development initiatives. Chapman (2015) stated that participation in 2008 was not adequate since communities became involved at the end of the design process. The CoJ has made some progress since 2008, calling for community input regarding how they wanted their community to develop rather than professionals dictating how development is to happen (Chapman, 2015).

The importance of public participation exists in policy frameworks and development strategies in developed nations such as Denmark and Britain (Lowndes & Sullivan, 2004). Områdeløft of the Sundholmskvater project in Copenhagen stated that resident's desires and reservations had a significant impact on how the project was to proceed (Maddox, 2013). The municipality encouraged the community to actively involve themselves in all development phases of the project to ensure that the longevity of the activities of the project continues long after its completion. The project, however, was characterised by a lack of involvement (Maddox, 2013). Regarding participation, Kampelmann et al. (2016) discussed the role of bridging organisation (BOs) and their contributions towards urban sustainability. Kampelmann et al. (2016) clarified the role of BOs as facilitators who allow for inter-organisational collaboration. In their study, geo-localised data, interviews, and action research to investigate the progress of 20 years of urban renovation initiatives in Belgium, Brussels. Findings from their study suggest that the corresponding three types of bridging roles form a trilemma (A decision made that emerges from a selection of one of three alternatives options or choices), rather than a trilogy because BOs mediated one pressure by de facto exacerbating another (Kampelmann et al., 2016). Their research revealed that the extensive use of temporality and shared language to discuss urban renovation projects could have reduced the bridging trilemma (Kampelmann et al., 2016).

Abdullah et al. (2015) analysed the process of participation during the preparation of the Kaula Lumpur Development City Plan (KLDCP). They sought to determine the levels of awareness and activism that and the planning issues objectives and comments that concerned the public of Kaula Lumpur the most. It was evident from their study that during the preparation of the KCDCP, participation was evident in the process since surveys of people were conducted in the forms of

interviews with stakeholders and focus group discussions (Abdull et al., 2015). City hall planning officers and consultants were present to listen and note the opinions and suggestions that were voiced by the public. The Federal Territories minister launched exhibitions of the draft KCDCP in May 2008. It took the panel a total of 138 sessions for nine months to comb through the submitted opinions (Abdullah et al., 2015). The study indicated that the process of participation that took place indicated signs of improvement in participation in Malaysia, categorised the main issues that were raised by the public. These issues consisted of transportation and transit planning issues, zoning and land-use problems, and environmental protection and open space issues (Abdullah et al. 2015).

Amado et al. (2016) proposed an integrated and incremental approach. They gave an example of the site and service scheme, which integrated participation of the citizenry in the regeneration process in Angola, Luanda, where the public sector, upon included people in the process, became the facilitator of the project rather than the service provider. Although their approach to involvement improved the viability of the project and its affordability, it lacked coordination from the main stakeholders of the project. Also, it lacked social and economic adequacy to the informal residents (Amado et al. 2016). The various responsibilities of the stakeholders (Private sector, government, and the public) in multiples nations such as Egypt, India, Turkey and Morocco in the provision of adequate housing discussed in their study drew attention to the face that in instances where the state-supported the private sector - an approach based on financial profit and social benefit. This type of partnership that yielded a win-win situation (Amado et al., 2016).

Gregory (2015) discussed the role of the creative sector in the regeneration of the Maboneng precinct in Johannesburg while giving recognition of the purpose of the creative sector in urban regeneration policy as being central to cultural and economic policy. The creative sector is said to be a catalyst for urban regeneration because it is an industry that attracts knowledge and talent exchange and also forges liveable and aesthetically attractive communities (Gregory, 2015). In the case of the Maboneng project, it was the creative sector that attracted investments and tourism back into the once-neglected abandoned spaces of the precinct. Despite the positive property-led regeneration that brought about economic development and tourist attraction in Maboneng, the project received criticism for spreading socioeconomic polarisation and exclusion (gentrification) in the impoverished parts of the city (Gregory, 2015). As a result of gentrification,

the Maboneng precinct now has a high private security presence despite the absence of fences; it has, to some extent, caused the exclusion of residents from neighbouring areas of the city and has exacerbated polarization (Gregory, 2015). Stakeholder interactions must shed more insight regarding the occurrence of gentrification, leaving room for further investigative research on the role that the creative industry or the department of education can play in fostering public participation for a more inclusive form of urban regeneration, although it is a private-led initiative. A focus on public participation in the project is imperative because, as indicated by Gregory (2015), there is not enough that is being done at Maboneng to try and incorporate the residents in the development of that area.

Dorsey and Mulder (2013) discussed place-making and building consensus for TODs using Ogden, Utah, as a case study. Their study discussed the development of mass transit systems and how they can provide environmental and socio-economic benefits to cities that promote its implementation. The case of Utah revealed that the role of the city was that of a growth machine, or economic engine, in which private investment and gain was privileged over public investment and profit (Dorsey & Mulder, 2013). Another aspect discussed by their study was how the private sector, municipal government, and community regularly play competing rather than collaborative roles in land-use decision-making processes (Dorsey & Mulder, 2013). Their study determined that community-based input in efforts made to shape Ogden, Utah received less preference, which was an indication that there was a need to ensure a balance between the interests of the private sector, government, and the community (Dorsey & Mulder, 2013). Their study also recommended that identification of sources of tension between government, business, and community actors and within the public (government) sector could prove useful in improving communities for the better, both within the US and abroad. One of the obstacles hindering active engagement is the occurrence of corruption amongst stakeholders regarding projects. Rosenbloom and Gong (2013) explored how to deal with corruption in collaborative governance. Their study recognised insufficient citizen involvement in collaborative governance practices (Rosenbloom & Gong, 2013). The study mentioned the possibilities of promoting clean collaborative governance by giving private individuals incentives for combating corruption. Centres for reporting such bribery, referred to as jumbo, is available in China. At the same time, Qui tam litigation in the US affords similar benefits when dealing with corruption (Rosenbloom and Gong, 2013).

In presenting a two-stage Partial Least Square (PLS) to build a hierarchical linear public participation approach, Wang et al. (2016) discussed the importance of participation as a preventative measure against avoiding public conflict. The purpose of the PLS exists to make the SE process more reliable. Their study makes mention of how governments sometimes tend to ignore residents and the poor in decision-making processes. They recommended that governments share information and decision making with the public to achieve extensively accepted by the public. Wang et al. (2016) concluded that applying the two-stage PLS model could solve the problems in participation by building a hierarchical linear solution, thereby making the process of participation both stable and reliable. Donaldson & Duplessis (2013) investigated the experiences of an urban renewal program in the development of Khayelitsha CBD. The study focused on qualitative research that consisted of the views and perspectives of a segment of the project's stakeholders (Donaldson & Duplesis, 2013). The study concluded that the success of any program was dependent on how well a diagnosis of problems occurred, rather than how engagement was conducted (Donaldson & Duplesis, 2013). This study emphasised institutions and their roles in urban regeneration without linking the relationships between key stakeholders and their roles in the regeneration project. Community institutions and their collaboration with other institutions, and their roles in the development of Khayelitsha CBD were not documented (Donaldson & Duplesis, 2013).

There are three identified problems mentioned in the study undertaken by Ferilli, Saco and Blessi (2016). The first problem was that there exist members within any community who possess ownership of higher material resources and educative skills whose proactive nature tends to enable them to exploit the social codes and rituals that public participation has to offer. This class of community members tend to dominate discussions and deliberations and can defend their interests while imposing their views and priorities as fair representations of collective interests (Ferilli et al., 2016). The second identified issue was local communities' incapacity to self-determine. It governed the process of participation, and as a result, in the public participation process, organisations or institutions tend to organise meetings meant to be public debates. The downside to the organised meetings is that it conceals the power dimension of planning, where communities can influence the planning processes. The third problem was that institutions that exist to make participation both relevant and possible in the regeneration process often turn community

deliberations into an institutionalised practice that creates hegemonic mechanisms that hinder the active participation of community members (Ferilli et al., 2016).

Mok et al. (2017) analysed the latest research development of this domain by reviewing selected articles published from 1997 to 2014. Their review showed frequent usage of the traditional stakeholder methods of analysis in mega projects despite its weaknesses (Mok et al., 2017). Findings indicated that existing stakeholder management approaches were mainly suitable for the planning construction phases and that stakeholder engagements required a stakeholder management model that could facilitate communication between various stakeholders in subsequent project stages (Mok et al., 2017). Tarquinio and Rossi (2014) explored the use of internet technologies and web tools by FTSE Italia All share companies for customised responsibility reporting and stakeholder engagement and dialogue. They investigated how these firms used social media in the making of their sustainability report. The results of their study indicated that the companies that draw up web-based sustainability reports do not primarily use the vast potential that the World Wide Web offers to facilitate stakeholder dialogue and to customise firm reports (Tarquinio & Rossi, 2014). In SE, various web-based tools, apart from Facebook, proved useful in enhancing practices that ensure better participation. Manetti, Bellucci and Bagnoli (2017) employed theories on dialogic accounting to assess the existence or non-existence of the use of online interaction through social media as a mechanism of public information and SE by Canadian and American public transportation agencies. Their study conducted a content analysis using Facebook and Twitter accounts of thirty-five transit operators in Canada and the US (Manetti et al., 2017). The study revealed that the public transportation agencies often took significant advantage of their social media presence to provide the public with information on their services and to perform activities associated with SE (Manetti et al., 2017).

Bal et al. (2013) conducted an exploratory study by undertaking an exploratory study, out of which the undertaking of purposive sampling with ten people involved in the UK's construction industry. The results of their study revealed that understanding different sustainability agendas of stakeholders and measuring their performance using key performance indicators proved essential in stakeholder engagement processes (Bal et al., 2013). An effective six-step process for engaging stakeholders which help to identify key stakeholders was developed from their study. It also helps to relate the stakeholders with sustainability-related targets, prioritises stakeholders,

managing the stakeholders, measuring their performance and then finally attributing remainder targets with each stakeholder (Bal et al., 2013).

In line with the need for multi-stakeholder engagements, Newton et al. (2012) recommended the adoption of a new paradigm and spatial planning platform that will ensure timely multi-level and multi-actor SE. Their study emerged from the apparent delays experienced by compact forms of urban redevelopment and community opposition towards projects that occur in engagement. In focusing on Melbourne, Australia, as a case study they addressed two urban intervention challenges, namely 'where' and 'how' by using the application called ENVISION; a 21st-century Geographical Information System (GIS) based planning tool specially created to address these two types of intervention challenges (Newton et al., 2012). The findings of their study revealed that the presence of a multi-SE spatial planning platform resulted in the emergence of consensus plans for precinct-level urban regeneration capable of ensuring added rapid implementation.

The key decision-makers tend to operate mostly as reactive 'silos' due to the top-down urban development strategies or plans firstly formulated and then imposed on communities (Newman et al., 2018). Communities then react by creating a backlash that brings about very slow, little, or no progress, especially when they remain excluded in planning deliberations. What was interesting from the study was that despite this knowledge, convenors exhibited reluctance amongst project providers in engaging a robust and useful set of planning strategies and redevelopment processes for middle suburban cities in Melbourne Australia (Newman et al., 2018). The two dimensions of relevance that this paper interrogated are the human and physical objects that combine to make up the urban system, and the various types of 'stakeholders' that are to have a voice in city development within pluralist democratic societies.

Milan (2016) investigated how a participatory planning process for transit-oriented development contributed to social sustainability. This study combined TOD literature with that of collaborative urban planning to emphasise the potential of participatory TOD for urban social sustainability. The incorporation of visual and participatory workshops with a structured plan for public involvement can help to identify preferred planning combinations for citizens (Milan, 2015). The findings of the study showed that TODs improved the quality of public spaces, urban connectivity, and accessibility, which enhanced urban mobility and fostered the creation of social networks. Secondly, the research indicated that the appropriate transit, land use mix, and public space design

is fundamental to the social outcomes of TOD interventions (Milan, 2016). The findings imply that the effectiveness of SE with the supplementation of computer-based programs gives a higher probability for the achievement of sustainable TOD implementation. This assessment, however, fails to acknowledge the profound difference between the technicality of the participation processes and the deep democratic engagement required within democratic, participatory processes in the urban planning game, which goes far beyond the means used to achieve participation.

Cascetta et al. (2015) provided a real application of the proposed decision-making model to the case study of the Regional Metro System (RMS) project in Campania, Italy. In this case, the management of multifaceted decision-making involved various stakeholders with multiple (often contrasting) interests occurred in the integrated framework for ten years (Cascetta et al., 2015). The findings of their study revealed that the model could improve the decision-making process by increasing knowledge of the context and the awareness of the options available and the foreseeable impacts that accompany each of the options (Cascetta et al., 2015). The model also helped to create consensus amongst the various stakeholders involved in the RMS. The most important lesson drawn from this study was that the quality of decision-making was a critical prerequisite for achieving successful planning. Planning of TODs in Australia has been 'sporadic and limited,' and TOD developments in Australia experience hindrances by various obstacles such as land amalgamation issues around train stations and the lack of governance arrangements (Searle, Darchen & Husten, 2014). Findings from another investigation determining the possible reasons for the sporadic and limited nature of ToD planning in Brisbane, Sydney, and Melbourne, Australia, revealed that the delivery process of Australian TODs received very little focus. Governance arrangements are essential for the success of ToDs (Searle, Darchen & Husten, 2014). An ineffective leadership process hindered the timeous progress of the TOD in Footscray. A lack of agreement regarding the objectives of the TOD projects in addition to the uncertainty regarding the provision of transportation also contributed to the hindrance (Searle, Darchen & Husten, 2014). South, Levitt and Dewulf (2015) provided an in-depth Public-Private Partnerships (PPPs) analysis of the SR91X highway transportation within the US. The SR91X is a California highway transportation asset consisting of a 16,0934 Km expansion of four tolled between Riverside County and Orange County (South et al., 2013). The involvement of thirty different stakeholders in the four general phases of the SR91X was identified, and seven key embedded

critical events were mapped-out with a stakeholder network of over thirty key stakeholders. Their study suggested that PPP (private partnership) governance remains a challenge in effective network governance (South et al., 2015).

International literature that discusses TODs has given insight regarding the commonalities that exist across TODs and SE. It is now, therefore, essential to understanding what TOD means in a South African context. Drawing from eleven qualitative practitioner interviews in Johannesburg, Bickford and Behrens (2015) highlight that when it comes to an understanding of TODs amongst local TOD stakeholders there is often contradictory and competing interests and understandings of the concept; this poses a risk to achieving TOD objectives. Their study concludes that more significant effort is required to understand of local TOD stakeholder dynamics and that frameworks need to be provided by the local governments in addition to associated strategies through which competing interests can be resolved (Bickford & Behrens, 2015).

The paper titled "Johannesburg: Confronting Spatial Inequality, by Pieterse and Owens (2018) discusses the dramatic increase of service delivery post-apartheid. Their paper illustrates the challenges attributed to overcoming spatial isolation for the urban poor while achieving economic and environmental transformation. Their paper discusses the CoF as a mechanism employed to overcome spatial inequality in Johannesburg. Institutional fragmentation, change in leadership of the project as discussed by Ballard et al. (2017). One of the key findings of this paper was that there was an absence of a forum to support public, private and civil society stakeholder engagement. According to the study, "a forum to support public, private, and civil society stakeholder engagement could create more civic ownership, improve transparency, and create wider buy-in, shielding long-term transformation projects from the political winds of change." (Pieterse & Owens, 2018: 3). The Johannesburg TOCD is acknowledged as a governance technology that holds much significance as a planning tool, especially in the South African context. Harber (n.d) made the point that transit-oriented development holds a sizeable growing space in South Africa's Urban Policy, as a theory of and approach to planning that aims to tackle the inequities and inefficiencies of the apartheid spatial form. Haber (n.d) sets out to understand urban governance in post-apartheid South Africa using the case of the Johannesburg's Rea Vaya BRT. This study argues that the central post-apartheid challenge is the spatial mismatch that stems from apartheid. The study acknowledges that addressing this post-

apartheid challenge requires a concerted and integrated approach which is the TOCD. The governance challenges attributed to the Johannesburg TOCD requires active alignment and integration of various government sector departments. This is mentioned as another core challenge evident in the governance of the TOCD. The findings of this study call for the coherence of all spheres of government to align behind a single overarching spatial vision (Haber, n.d).

De Sa Santos (2014) focused on the role of incorporating urban agriculture as an infill project in the CoF urban regeneration projects Turffontein Node. The study focused on the manifestation of spatial design and planning of urban food gardens in Johannesburg and how it could aid in achieving food security, creation of employment opportunities, and reduction of poverty (De Sa Santos, 2014). The limitation of this study was that it included views and opinions of communities of the prospective areas proposed for the agricultural infill development since the project was to benefit communities. Peens (2016) investigated the role of public participation in the policymaking process of the CoF initiative focusing on the Empire Perth corridor. How participation influenced the process, and content of the CoF were discussed. The study used in-depth interviews with key individuals and identified various documents relevant to the study for analysis. Results from the survey revealed that the policy process of the unfolding participation process was very complicated since it faced many internal challenges.

Moreover, the participation process was predominantly 'technocratic' as consultants initially dominated most of the decision-making and later shifted towards the inclusion of the residents when the resident mobilisation, opposition, and co-operation. Peens (2016) stated that the inclusion of participants should have been implemented from the initial stages of the CoF policy formulation processes. A study conducted by Bickford (2016) interrogated the understanding of TODs within the South African context by reconciling both international and local literature. Although Bickford (2016) provided identification of stakeholders, the focus of the study was mainly on the level of understanding that these stakeholders possessed regarding TODs at both the international and national levels. From this study, it was apparent that there was a need critical need to develop a framework for decision- making that gathers perspectives of multiple stakeholders in visioning, planning, and implementation for TOD outcomes (Bickford, 2016). Pieterse and Owens (2018) stated that the experience of the CoF indicated that for city transformation to be successful, the importance of institutional coordination across a scale and

local government agencies must occur. Pietese and Owens (2018) advocate for a forum that would support private, public and civil society stakeholder engagement to improve accountability and transparency, create a broader buy-in to protect the long-term transformation of Johannesburg from political changes that may occur.

3.7 Evidence of SE in the CoF

With the revised in launching the Growth and Development Strategy (GDS) 2040 outreach process in August 2011, the CoJ initiated an extensive public participation process, and extensive engagement on the GDS was undertaken over a nine-week period. The participatory process was characterised by weekly thematic discussions with stakeholders, ward-level engagement and participation, a conference with leading global, regional and local experts, a City Lekgotla, and a final GDS Stakeholders' Summit. A wide-ranging stakeholder and community consultation processes, including social media, was used to " drive the development of an inspiring visionary and implementable local government strategy with a shared sense of ownership (Planact, 2018). Facebook, Twitter, YouTube and blogs were used in the process. The CoF was announced in 2013 as an initiative to transform Johannesburg's socio-spatial structure to restitch the city and provide inclusionary TODs. Participatory processes occurred in the Louis Botha, Empire Perth and Turffontein regions. According to Peens (2016), the way that the corridors of freedom were initially presented to the public, in addition to the way media portrayed the CoF contributed to the negative perceptions surrounding it. This section unpacks the evidence of stakeholder engagements that occurred in the three regions and the various wards. A comprehensive account of every single public participation attempt and occurrence is not given because of the exhaustive nature of such an undertaking, since the CoF vision consists of numerous projects. More evident of SE in the CoF is given in the interviews. The participation processes in the CoF is faced with numerous challenges, as stated by Planact. Firstly it is stated by Planact (2018) that the city of Johannesburg is not engaging in participatory governance as it should be, the nature and form of the City's engagement is unclear and, the nature of future engagement across corridors is a contested space. Peens discussed stakeholder engagements in the Empire Perth region of the CoF. there was a public meeting that was initiated to take place in October 2013. The meeting included four meetings for Empire Perth and was diarised for 3rd, 4th, 29th and the 31st of October. The first round of meetings was set to take place at Marks Park located in Emmerentia, with the next meeting to be held at the Westbury Recreational Center. The second

round of meetings was set for Marks Park (29th). The ward councillor was informed about the meeting and then informed the heads of the residents' associations who then informed their constituencies. Businesses and institutions in the area were informed. According to Knight (2014), it was common among the community that the first meeting was not sufficiently publicised. The public notice was published in the newspaper and on the Gamcon website (See Appendix F for an example of a Public Notice). Despite the communicated inadequacy of publicising, the first meeting that was held had 73 attendees. The attendees of the Marks Park meeting were the majority of white middle-class residents reflected a lack of effort to reach Low-income residents about the public meeting (Peens, 2015). The Marks park meeting was for suburbs such has Melville, Westdene, Auckland Park, Brixton, Crosby, Verderdorp, Rossmore and Millpark. The community population was not adequately represented by a wide mix of races and income groups (CR3 also discussed this meeting on page 173). The meeting began with an overview of what the CoF concept was, what it entailed. The participation process was described as highly controlled, where meeting attendees were only allowed to ask questions after the presentation. The meeting was presented in a lecture-style with a PowerPoint presentation. Proper dialogue with the Gamcon consultants due to time constraints. According to Peens, the communities that attended the meeting felt like the participation session was a tick-box activity. The comments could not be incorporated into the SAF proposals. Moreover, it was that the meeting was framed appeared as if the important decisions had been made. It was clear that the session was not structured to ensure deep substantive comments from the public that would contribute to shaping the policy. The second public meeting was attended by former Mayor Tau who stated that his presence at the meeting was to provide an understanding to the public that the public participation process provided by the CoJ was a genuine process meant to solicit the input intended to inform the decision-making process. The public, therefore, did not participate in the foundational aspects of the COF. As mentioned, participants thus felt that participation was a compliance led exercise, with all the major decisions already having been made. The City has identified the Louis Botha Corridor as one of the priority development areas and integration zones. The detailed planning of the Louis Botha Corridor consists of Balfour, Patterson Park and Orange Grove (Planact, 2018). Influential residents' associations such as Norwood, Orange Grove and Houghton on the Louis Botha Corridor, as well as Melville on the Empire-Perth Corridor, demanded a more open process; detailed focus groups ensued as a result of their demands (Planact, 2018). 2017 marked a turning point where more public participation processes

occurred as the City began establishing Special Development Zones (SDZs) to fast-track development applications for projects within some parts of Empire-Perth and Louis Botha Corridors (Planact, 2018). A series of public engagement sessions by the Development Planning Department of the City of Johannesburg took place between 13th and 25th February 2017. The participation sessions were advertised on the Citys website, published in The Star Newspaper. Flyers were also distributed within communities that were to be affected by the projects. Ward councillors also informed their wards of the meetings that were to be held (CoJ, 2017). Approximately 137 people attended this public participation session in Orange Grove, where consultants presented already-developed proposals. Engagements on the Spatial Development Zone (SDZ) mechanisms aspects such as densification ensued. Participants were now allowed to write what they disliked and liked, and aspects that they thought were overlooked or not addressed in the project. A week-long exhibition of the project proposal was held at the Spark Gallery in Orange Grove where community members within the area could return to ask more specific questions; the implications of the densification was questioned extensively in addition concerns regarding crime, and housing, and expressed insecurities about the potential impact on property values of current property owners along the corridors. After the sessions, several residents' associations submitted documentation raising specific concerns (COJ, 2017). See Appendix G for the RA comments that were submitted on the Empire Perth SAF.

Regarding participation in Turffontein, there was a public meeting at Eureka House in Springfield which took place on the 9th of October at 18h30 to 21h00 and was hosted by the CoJ. The meeting began with an introduction and an outline of the rules of the meeting. After that, the corridors of freedom project was introduced for an hour, followed by a 30-minute presentation on the CoF SAF and the nodal intervention strategy (Simoes, 2014). Concerns raised by CMs in the question and answer sessions included the need for educational facilities, healthcare amenities, the hijacking of houses, and the mindset of resident in some of the areas which have given the area a slum-like appearance. Another SAF Meeting at Forest Hill took place on the 14th of October 2013. In this meeting, communities raised comments concerns regarding fixing streetlights, providing better bus stops and addressing the existence of potholes in the area. The Turffontein area houses a significant portion of the migrant population (Simoes, 2014). Community member wanted to know if the affordable housing proposed for the Turffontein area would include non-South Africans. In the meeting, another CM stated that the public meeting

presented was to define the development of the vision rather than “look at the plan” (Simoes, 2014). In 2016, concerning the CoF SAF, the CoJ released a Draft Heritage Impact Assessment Report for the Turffontein, Rossettenville, and Kenilworth areas. The HIA was available for viewing at the Rossettenville public library and was uploaded unto the corridors of freedom website (TheHeritagePortal, 2016). A public participation meeting was scheduled for the 13th of June at Noble Memorial Hall at 85 Tramroad in Turffontein (TheHeritagePortal, 2016).

3.8 Theoretical Framework Integration with SE Practice

The key attributes of the theoretical framework are obtained from the stakeholder theory, and theories attributed to participation in planning. In the case of stakeholder engagement in business literature, it is evident that the case of Kaula Lumpur shows that stakeholder engagement is indeed a time-consuming process. Although time-consuming, SE is vital for ensuring transparency, building trust, long-term relationships with communities along with ensuring other principles of effective-integrative stakeholder engagement such as communication, compromise, consultation, negotiation and stakeholder learning. In the case of stakeholder engagement practice in CoF urban planning, it is evident that there remains a need for a decision-making framework that would ensure a comprehensive collation of different perspectives of various stakeholders in the conceptualisation, planning and implementation of the CoF. Most cases of SE undertaken are turned into institutionalised practice, that is, SE is undertaken as a formality, a requirement to ‘ tick the box’ to ensure that project deadlines are met and that the lengthy process of participation is avoided. This approach, however, proves counteractive to meeting project deadlines because as seen in the case of communities that are excluded in decision-making processes relating to projects that affect them, tend to create a backlash through litigation and protests that cause significant project delays. In the case of the CoF, (Harrison, Rubin & Applebaum, 2019). From this information derived from the literature review and theoretical framework, a framework for understanding the context-constrained constituents of SE best practices shall be created. This framework shall be supplemented with the additional findings of the experiences of the 4C stakeholders. In summary, the effective-integrative stakeholder engagement framework thus far consists of the following principles derived from the theoretical framework on SE.

3.9 Stakeholder Engagement in South African Legislation, Policies, Plans & Programs

This section discusses the existing legislative arrangements that speak into facilitating meaningful stakeholder collaboration, engagement, and participation in South Africa. Concerning RQ2 which seeks to find out how were stakeholder engagement principles in the various legislations, plans, policies and programs practicalised in the COF vision. These policies, plans, and programs outline how stakeholder engagement is to be undertaken in the CoF vision and its associated projects. Many terms are used synonymously with SE include 'public involvement,' 'public participation,' 'community involvement,' 'community engagement,' 'community participation' 'civic engagement,' and 'stakeholder involvement.' The context of SE in this study is limited to the engagements that involved city entity (or the CoJ municipality and the relevant department professionals dealing with the CoF project), contractors (consisting of private contractors appointed by the City or JDA as stakeholders to contribute their expertise in the CoF), community representatives (Resident Assistants and Ward councillors from various wards across the entire city of Johannesburg), and community members (those in various communities affected by projects associated with the CoF implemented or proposed within their area – including resident associations).

Since the CoF is an area-based approach, the questionnaires, for example, are not extended to the broader public but to CMs whose communities have had CoF projects developments implemented or proposed. All the public meetings and workshops were mandatory as part of the stakeholder engagement process required by law. The engagements with communities were convened by the CoJ municipality worker; some were also undertaken by the JDA, and others were by various contractors. The number of meetings is currently unknown even by professionals. In the interviews, one respondent stated that the workshops and meetings that took place between 2013 till 2019 were too numerous to count. Information obtained from CER representatives gives an idea of the number of meetings that were undertaken. The scheduled engagement for Balfour Park in addition to other projects can be found in Appendix E. All identified stakeholders are required by law to participate in stakeholder engagements. Communities, for example, need to recognise their responsibility to participate in meetings. It is important to note that when it comes to the peer-to-peer engagements, that is, engagements between professionals such as CEPS and Cs or Cs and CRs and CEPS and CRs. The engagements consisted of one-on-one meetings with councillors, Focus group discussions at high

schools, surveys conducted at taxi stations or taxi ranks, focus group meetings with vendors, associations or representatives.

3.10 Legislation, Policies and Programmes

The Republic of South Africa upholds both representative and participatory democracy. This is an assertion made in the preamble of the Constitution of the Republic of South Africa, 1996, through the phrase "We the people shall govern" (Kumalo, 2009) The representative aspect embraces multi-party democracy, achieved through regular elections based on a common voters' roll and proportional representation (Nyati, 2008). The participatory aspect, however, goes beyond regular five-year elections in that it guarantees the involvement of each citizen in public life in between elections (Nyati, 2008). The constitution calls for the active involvement and participation of citizens and more defined interested and affected parties. The 1998 White Paper on Local Government states the importance of allowing the public to enter partnerships and contracts with local government to mobilise additional resources. The Municipal Structures Act of 1998, clarifies the role of the ward committee in enhancing participatory democracy in local government. The Municipal Systems Act 32 of 2000 requires local government to develop a governance culture that supports and complements formal representative government participatory governance systems. The purpose is to allow for consultation on issues relating to the quality, level, range, and impact of municipal services provided.

The National Development Plan 2030, which aims to reduce poverty and inequality in South Africa by 2030 proposes solutions to problems in RSA, while also aiming to deepen the engagements of RSA citizens from various backgrounds (NPC, 2012). It calls for citizens to become active participants in their development and in recognising the reduced incentives for citizens to be active participants in their own development, due to the actions of the government, calls for the state to build a just, fair, and equitable and prosperous future in which all South Africans can be proud to call home. (NPC, 2012). Another national document that deals with participation in the Spatial Planning and Land Use Management Act 16 of 2013 (SPLUMA) a national law that was ratified by Parliament in 2013 (de Visser & Poswa, 2018). The purpose of SPLUMA is to address racially based discriminatory spatial patterns by restructuring South African towns, cities and settlements, which is in tandem with the CoF strategy to eliminate apartheid spatial planning in post-apartheid South Africa. According to SPLUMA section e (iv),

the preparation and amendment of spatial plans, policies, land use schemes as well as procedures for development applications, include transparent processes of public participation that allow all parties to provide inputs on matters affecting them; and (v) policies, legislation and procedures must be clearly set in order to inform and empower members of the public. These policies and legislation exist to ensure that the government act with its people rather than on their behalf to demonstrate an active citizenry for democracy in South Africa to flourish (NPC, 2012). Working with citizens creates a situation where stakeholder learning and knowledge co-production is achieved. The Joburg 2040 GDS which was developed by the CoJ municipality also discusses the aim of the City municipality to dealing with past injustices created during apartheid to ensure a democratic, non-racial, non-sexist, and just city. The general master plan of the CoJ through the GDS is to transform Johannesburg into a World Class African City of the Future, which is vibrant, equitable and diverse. A city that provides real quality of life; a city that provides sustainability for all its citizens; a resilient and adaptive society (CoJ, 2011: 35). The GDS 2040 asserts the importance of participation for all and not just restricted to those with political affiliations (CoJ, 2011; 85). The term used to describe an ideal type of decision making in the GDS is distributive decision-making where good collaborative governance across all spheres of government is achieved when it comes to service delivery in Johannesburg.

More specifically, to decision-making in transport developments, the GDS requests that genuine community-oriented and people-centric approach be undertaken, allowing consultations that emphasise community needs (CoJ, 2011; 85). The CoF is part and parcel of the GDS strategy (Peens, 2015)In the Strategic Area Framework (SAF) for the Louis Botha, Empire Perth, and Turffontein regions the underlying spatial mechanism for the planning and implementation of the CoF is outlined. The in the SAF mentions the importance of communication with city stakeholders and creating engagement and excitement about the implementation of the CoF and recommends the development of a communication strategy for the CoF, where the Communication Department plays the lead role (SAF, n.d.). The RSDFs are spatial plans that are then informed by the SDF and provide more detailed guidance for development in the eight planning regions of the municipality (Groesser, 2013). The RSDF determines the number of priority areas, guided by the SDF. A hierarchy of the policies and plans informing the CoF at the local level (see Figure 9). The masterplan of the COF areas are outlined explicitly in the Turffontein, Louis Both and Empire Perth Strategic Area Frameworks.

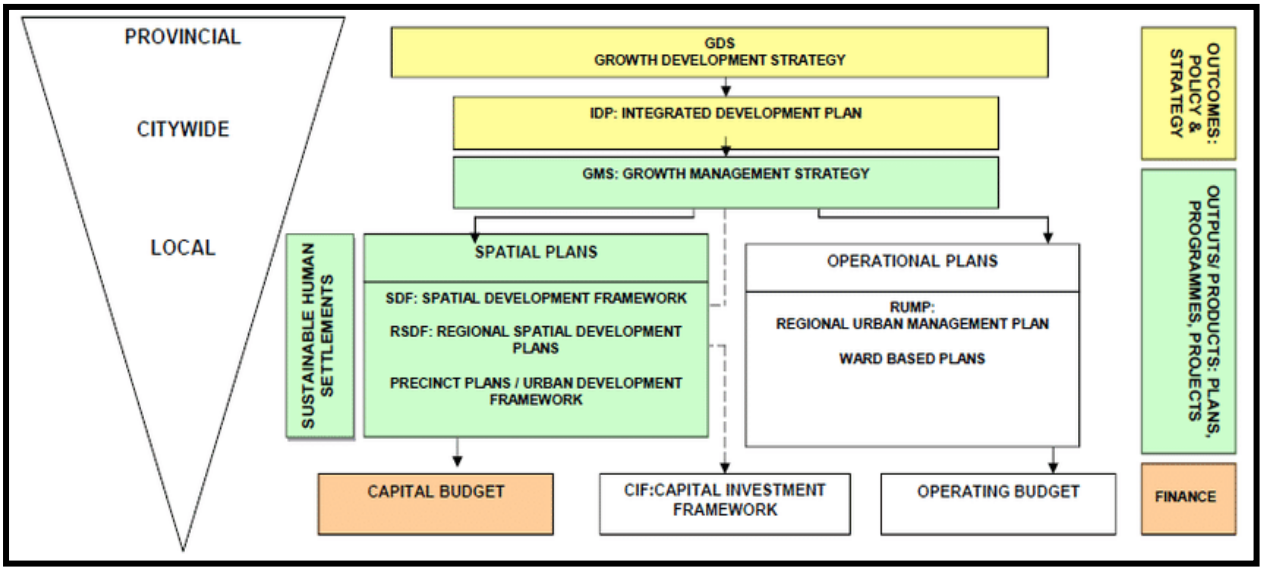


Figure 9. Hierarchy of Policies & Plans Informing the SDF. Source: CoJ (2010/2011)

When it comes to participation, 'An honest, transparent and responsive local government that prides itself on service excellence.' This outcome also seeks to ensure that honesty and transparency lead to respect for the rule of law, accountability, accessibility, transparency, predictability, inclusivity, equity, and participation is emphasised by the IDP (Coj, 2018; 34). Moreover, on page 53 of the IDP, the lack of participation in decision-making is related to 'poverty' along with other manifestations such as hunger, malnutrition, and limited access to essential services, education, and social discrimination (CoJ, 2018; 53). When it comes to urban planning activities, the IDP seeks to ensure integration of participation and technology. It describes the future Johannesburg as "a city that makes decisions and governs through technologically enhanced engagement with its citizens who have universal access to services and information where socio-economic development and efficient service delivery is at its core" (CoJ, 2018; 47). The policy on Public participation for the CoJ reiterates the commitment of the City of Johannesburg to enabling community's active participation in the development of a World Class African City. The policy stipulates that the participation of citizens should ensure dissemination and access to information to inform the public. Moreover, it recognises the diversity of languages that exist in Johannesburg's communities, and states that every effort will be made to use appropriate language in any participation process (CoJ, 2018).

Moreover, it states that participation should be structured. Section 16 (1) of the Municipal Systems Act, No. 32 of 2000 makes it mandatory for municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance. In this section, municipalities are required to ensure participation in 1) preparing the IDP, 2) the establishment, implementation, and implementation of the Performance management system (PMS), 3) strategic decisions about municipal service provisions (Municipal Systems Act, 2000; 32). In section 6.2.3 of the, which deals with accessibility to information, cites the Promotion of Access to Information Act, 2000 which gives the procedures that member of the public is to follow in obtaining records from the city. The legislation also accounts for the means through which communication to communities is to occur; through newspapers, radio, using the official languages determined by the council or the newspaper (34). Regarding meeting the needs of people with special requirements, section 17 of the Municipal Systems Act, the council is to ensure that their meaningful inclusion in participation is ensured. These include people that cannot read or write, people with disabilities, women, and senior citizens. Participation is also required in project-specific processes. These processes include specific planning and policy-related exercises, as well as significant development projects (i.e., the BRT, for example). The policy proposes a set-up comprising of project-specific forums through advertisements in the media to ensure retrospect. Forums should comprise at least the following: ward councillors, adjoining ward councillors, council officials, consultants, developer representatives, and interested based representatives. Each forum should draw up its terms of reference and report at agreed intervals to the responsible council committee. The agendas and minutes of these meetings should be made available to the public on request.

3.10.1 Johannesburg Development Agency Stakeholder Engagement Framework

Figure 10 illustrates the engagement framework that is used by the JDA to ensure a systematic stakeholder engagement process in the Corridors of Freedom vision and its area-based projects (Johannesburg Development Agency, 2019). This framework is indicative of the commitment the JDA has in creating partnerships and ensuring co-operation between stakeholders. From the framework, it is evident that the JDA seeks to ensure a comprehensive approach to stakeholder engagement in the undertaking of various initiatives such as planned projects (JDA, 2019). The JDA 2019 business plan stated that the JDA is committed to "learning from past stakeholder and community engagement experiences and continuing to improve performance" (JDA, 2019: 25).

The illustration of the stakeholder engagement plan has four divisions that are characterized by a continuous cycle; stakeholder identification and strategy, stakeholder engagement development planning, stakeholder engagement development implementation, and stakeholder monitoring and reporting. From the regulatory framework, it is evident that the JDA is in charge of implementing the CoF while the CEP planners of Johannesburg municipality s are those in charge of steering the CoF and its associated projects (JDA, 2019).

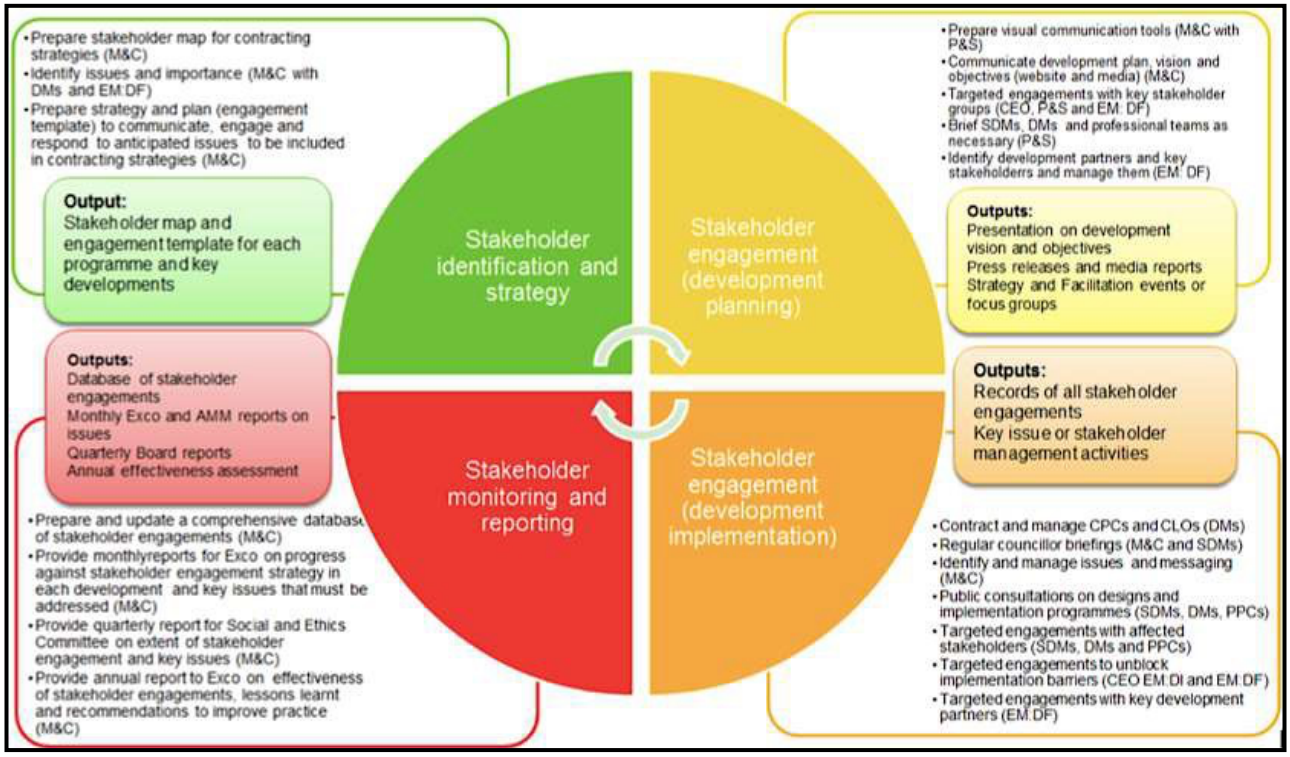


Figure 10. JDA Stakeholder Engagement Plan. Source: (JDA, 2019)

3.11 Common and Divergent Attributes of Stakeholder Engagement

The common attributes of stakeholder engagements emphasised across the literature is the theme of early inclusion. Early inclusion entails making sure that stakeholders are correctly identified and included in conceptual stages; communication- clear two-way communication between stakeholders ensures better understanding between stakeholders, an ideal approach to ensuring optimum risk management. Another common attribute is the lack of commitment from government agencies to initiate SE in the conceptualisation phase and the critical role of including academics as stakeholders in these mega-projects. Table 2 below highlights the role

that the JDA plays along with the various stakeholders that exist in the CoF. The information is extracted from the JDA 2019/20 business plan (JDA, 2019).

Table 2. CoF Stakeholders Requiring Engagement. Source: JDA, 2019

National, Provincial and local Stakeholders	
National departments and entities include National Treasury, South African Police Services (SAPS) and Department of Public Works (DPW) as well as other critical partners in terms of budgeting and urban management on key projects.	These departments play key roles in developments across the City of Johannesburg in planning, implementation and sustainability of key developments such as the CoF.
Provincial Departments include Departments of Human Settlements, Education, Economic Development, Safety and Security, Department of Environmental Affairs and water affairs etc.	
City of Johannesburg (CoJ) Stakeholders	
CoJ Stakeholders	**Role in Engagement**
Office of Mayor	The JDA engages with the Office of the Mayor to ensure strategic engagement on city priorities, key decisions and formal oversight committees and steering groups. It ensures internal JDA priorities, policies and frameworks are in line with the Growth and Development Strategy (GDS) 2040 and other plans and policies of the city, and the JDA keeps the Office of the Mayor well informed of JDA project progress. The JDA highlights public addresses, site visits and mayoral priorities to the general public
Members of the Mayoral Committee (MMCs)	MMC for Development Planning to ensure both strategic and operational engagement on city priorities, key decisions and formal oversight committees. The JDA keeps the Office of the MMC well informed of JDA project process, and where possible, involves the MMC in stakeholder engagement where political intervention is sought
Office of the Speaker of the City of Johannesburg	The Speaker has to ensure public consultation, involvement and participation in the affairs of the municipality. As chairperson of the council's public participation and petitions committees, the Speaker must ensure that the public participates in city matters wherever possible,

	and facilitates the process whereby community requests and complaints are heard and ensures that there are appropriate responses from Council. In order to fulfil the role of building democracy, the Speaker manages community participation in local government.
Johannesburg Property Company (JPC)	JPC remains the city property manager, handling all individual transactions of public land.
Municipal owned entities and departments	Joburg Water, City Power, Johannesburg Roads Agency, City Parks, Pikitup, Department of Economic Development, Department of Community Development, etc. These entities and departments act as project clients, co-implementers and operators in different projects.
Housing agencies of the City	These include the City's Housing Department and Johannesburg Social Housing Company (JOSHCO), integral partners to ensuring the provision of affordable housing
Community Stakeholders	
Private Developers and Investors	The JDA engages with private investors to share information about the City's work and vision and encourage private investment. It further works with the private sector in conveying the city's vision, policy and processes and assessing and establishing partnerships for achieving this vision. At a local area, the DF team engages with private investors and developers to highlight key opportunities for increasing private investment in areas where there is state investment. It also works with these stakeholders to understand the market dynamics and inhibitors to investment as well as to carve area-based investment
Small and Medium Enterprises	The JDA's mission directs the JDA to create a conducive environment for economic empowerment and makes use of programmes for the development of SMMEs (e.g. Expanded Public Works Programme). SMMEs are an essential stakeholder group to be engaged in local area projects both for determining the economic conditions and opportunities within areas and for identifying opportunities for enhancing opportunities for
City Improvement Districts & Other Urban Management Partnerships	These are key stakeholders in terms of the conceptualisation, implementation and maintenance of area-based development. CIDs and Urban Management Partnerships are essential stakeholders in the long-term urban
Local and Area-Based	The Development Facilitation team establishes that these committees are representative of

Stakeholder Committees	community interests in areas. They may include ward councillors, ward committee members, religious leaders, school governing bodies and business
Specific Interest Groups	
Local Residents and Business owners	These stakeholders are the people who will benefit from key investments. Engagements focus on how these benefits
Women & Youth	These groups may be vulnerable in various ways or have unique needs that must be taken into account in projects. Engagements are directed at improving the responsiveness of developments to meet the particular needs of these
Organised Labour	It is necessary to engage workers on their needs in the environment (transport, access, safety) as well as on the development of enterprise and employment opportunities in project interventions.
Researchers and Urbanists	The JDA works with these groups at a strategic planning level as well as at project level. At a strategic level, the JDA works with researchers to inform evidence-based policy development and to gain insight into particular dynamics in areas or particular development issues. JDA Planning and Facilitation staff must keep abreast of critical research and discussions into various aspects of the city from demographics, to new policies, reports and publications. It is valuable to shaping thinking about area-based development, and Development Implementation staff are required to keep abreast of new methodologies, design approaches, materials. to ensure best practice
Heritage Foundations	The National Heritage Resources Act (NHRA) stipulates due process to protect our City's heritage. The Johannesburg Heritage Foundation (JHF) plays that role in Johannesburg. In the words of Jane Jacobs: "Cities need old buildings so badly it is probably impossible for vigorous streets and districts to grow without them…". Heritage assets add texture and beauty to our city. The JDA will work within the NHRA framework and with the JHF and secure all the
Environmental Groups	According to the National Environmental Management Act, 1998 (Act. No. 107 of 1998) (NEMA) the legal definition of "environment" is the surroundings within which humans exist that are made up of: • The land, water and atmosphere of the earth; • Micro-organisms, plant and animal life; • Any part of combination of the above and the interrelationships among

	and between them; and • The physical, chemical, aesthetic and cultural properties and conditions of the foregoing that influence human health and wellbeing. Many of the activities undertaken by government departments, at the national, provincial and local level, have impacts on the environment. The JDA is committed to complying with the City's framework with regards to environmental compliance

3.12 Conclusion

This chapter has analysed scholarly literature dealing with stakeholder engagement in various disciplines such as business management, environmental management, CSR, energy projects, and mega infrastructure projects. This chapter reviewed the literature on SE in various industries and countries. The purpose of the review was to identify differences and similarities in engagement practices challenges around the world and various disciplines. The literature review has highlighted the importance of the role of stakeholder engagement across various sectors such as business, environmental management and its importance in mega projects, especially relating to transit-oriented developments. What is evident from literature is the importance of undertaking meaningful stakeholder engagement to bring about meaningful engagements, eliminate unnecessary delays from the opposition, resulting from a lack of information disclosure. Across the various disciplines, the literature also emphasizes the importance of two-way communication, the importance of effectively identifying stakeholders with minimal bias, the inclusion of stakeholders both in the early stages of decision-making and in all other stages of a project, the importance of forming meaningful partnerships among stakeholders, the importance of using functional language in engagements both face-to-face and across various social media platforms, the need to maintain meaningful interactions and build long-term relationships, the need to anticipate conflict and devise strategies to reduce tension in engagements. Legislation, policy, plans and programmes take into consideration all the relevant issues raised by the literature. Elements of effective engagement include early informing, proper communication, having a SE plan, using technology to enhance the participatory process. The shortcoming of SE lies in the implementation of the SE principles in these policies plans and programs. The type of engagements that are most overlooked is the community-level engagements. Although the City has been involved in ensuring that public participation does occur, there is a need for the views and opinions of communities to influence decision-making processes. From the literature it was

evident that the initial SAF public meetings were characterised by tokenistic participation. Although it has been involved in ensuring that public participation does occur, there is a need for the views and opinions of communities to influence decision-making processes. This reflects a misalignment between what is stipulated in policies regarding SE, against the SE that is implemented practically. SE in SA policies and legislation are comprehensive, robust and align with international standards. However, these could benefit from clarifying a percentage of attendance of public meetings by community members for the public meetings to be considered as ' acceptable.'

The literature review also indicative of the following:

- There is a need for studies to have diverse sample populations when interrogating stakeholder engagement in mega projects/urban planning
- In CoF literature, a focus on SE practices in entire corridors and specific projects is needed.
- There is a need for mixed methods to triangulate the opinions of diverse interest groups when it comes to their views and opinions of engagements in projects or initiatives.
- There is a lack of evaluation of policy concerning the experiential knowledge of practitioners
- Measurement of the level of communities understanding of the CoF TOD vision is needed
- More comprehensive analysis of the potential benefits and drawbacks of social media in CoF engagements and collective decision-making.
- The need to provide recommendations to improve engagements in the CoF, especially at the community level based on the views and opinions of the 4C stakeholders.
- There is a misalignment between SE principles in the policies against what is implemented in practice, especially when it comes to communities influencing project outcomes.

Apart from the gaps mentioned above identified in the literature, aspects of stakeholder engagements emphasised in literature are as follows:

- SE requires time, dedication, and planning,

- SE must be extended to community members right through from conceptual phases to the planning phase to the completion of any project or undertaking; consideration of all people, including disabled persons.
- South Africa has sound SE principles. However, policies, plans, legislation, and by-laws require enforcement.
- South African legislative framework dealing with public participation does not stipulate the number or percentage of community members that should attend a public meeting for the public meeting to be considered as acceptable public participation.
- SE processes in the CoF need rigorous documenting and reporting to increase accountability and transparency.
- Undertaking SE ineffectively is counter-intuitive and counterproductive financially and timewise;
- Stakeholder management and engagements need to be enhanced by internet technologies and stakeholder engagement software.

CHAPTER IV - RESEARCH DESIGN AND METHODOLOGY

4. Introduction

This chapter describes the research process of this dissertation employed to address the main research question of this study. From the first-hand experiences of the 4C stakeholders in some of the development projects attributed to the CoF regeneration project, which aspects of stakeholder engagement in the CoF require improvement going forward. This chapter also addresses the details of the methodological choices and research design selected and applied in undertaking this study, which deals with the SE experiences in some of the projects associated with the CoF vision. Research must have a research design in which a research methodology is incorporated (Kothari, 2004). A research design entails a plan that followed during a research undertaking in order to find answers to the questions that are posed in researches questions as validly, objectively, and accurately as possible. Kumar (2019) defines research design as a plan that a researcher decides for his or herself and communicates to others the study design that will be used in the research, how data collected is analysed and presented. Research design can be a case study, experimental, longitudinal, cross-sectional or social survey design, and comparative design (Thornhill, Saunders & Lewis 2009). The research design articulates the type of data required for a study, the methods employed to collect and analyse the data collected, and how these combined methods help to answer the research question (Thornhill, Saunders & Lewis 2009). A research methodology methodically solves a research problem in a logical manner (Kothari, 2004). This chapter begins by presenting an overview of the research design of this study, which involves an explanation of the various research paradigms and research philosophies available in research. A discussion of the justification of the use of the pragmatist paradigm is also substantiated. The research methods, research approach, and procedures of this study, i.e., the kinds of measurements used, sampling technique, the data collection approach, and data analysis tools and techniques used, are also discussed. The data collection procedure of the study, its reliability and validity, ethical considerations and dissemination of results are also presented discussed.

4.1 SE Concept Development

This section discusses the key concepts, dimensions, and indicators of SE for multifaceted urban regeneration projects. The purpose of this section is to help justify the research approach adopted

in this study. The key concepts derived from the theoretical framework of this study are stakeholder theory, stakeholder engagement, stakeholder management. Dimensions of stakeholder management are stakeholder identification, stakeholder analysis and categorisation, and conflict resolution. The dimension of stakeholder engagement is stakeholder consultations, communication, negotiation, compromise, relationship building and stakeholder learning, and stakeholder influence in project outcomes. The extent to which these are incorporated in participation in the CoF urban planning or the absence thereof are indicators that determine the nature of stakeholder engagements, whether they are useful, inclusive or not. Participation strategies attributed to the urban planning context, include the strategic, neoliberal, rational, incremental transformative, communicative, advocative and agnostic planning.

4.2 Research process

Before embarking on the details of research methodology and techniques, it is essential to understand the research process (Kothari, 2004). The research process constitutes a series of steps undertaken to ensure that a study is effectively carried out (Kothari, 2004). The research process of this study began with a preliminary literature review, which helped to determine the research gap and define the research problem. It helped to determine concepts that needed defining and further explanations such as the terms ‘stakeholder.’ ‘convenor,’ ‘corridors of freedom,’ ‘transit-oriented development.’ (See section 1.2 and corresponding subsections in chapter I). Based on the identified research gap theories and concepts relating to participation and engagement were reviewed and stakeholder theory emerged as the most relevant and applicable theory for this study and aided in shaping the literature review and theoretical framework chapters. The appropriate research design and methodology was then determined based on the research aim, which was to collect multi-variant accounts of SE experiences of the 4Cs. The execution of gathering data was then planned and prepared. The anticipated methods for data collection involved interviews and questionnaire surveys as seen in step 6 in Figure 11). Step seven forms the data analysis chapters (Chapter V and VI), while step eight embodies the results from the interpreted information (Chapter VII). The final chapter VII concludes the entire study, provides recommendations for policy, theory, practice and future research based on the resultant information obtained from step 1 to step 8 (preliminary literature review right through to to the discussions chapter).



Figure 11. Steps of Research Process

4.3 What is a Research Design?

A research design makes navigating various research procedures possible, enables that the research is undertaken professionally to obtain as much relevant information in a time-effective and cost-effective way (Akhtar, 2016). As illustrated in Figure 11, the research design possesses logical underpinnings for gathering, processing, and analysing information applied in this research. It also echoes the resolve a study's inquiry; the inquiry of research can be exploratory, predictive, explanatory, historical or evaluative and is a strategy or a plan that specifies the choice of respondents, data collection and analysis techniques based on an underlying philosophical paradigm (Kumar, 2019).

4.3.1 Research design of Study

The research design used in this study is a case study research design. Case study research design entails narrowing down a broad field of study into one or few researchable examples (Anastas,

1999). The usefulness of the case study design is that it proves useful in testing whether a specific theory and model applies to real-world phenomena (Anastas, 1999; Robert, 1995).

4.3.2 Research Paradigm

The term ‘paradigm’ originates from Greek and, when translated, signifies ‘pattern’ (Kivunja & Kuyini, 2017). The term deals with a philosophical way of thought or a worldview consisting of a framework of views, values, and methods within which research is undertaken. Research paradigms (researcher's beliefs) form the foundation of a research design. According to Brierly (2017), paradigms embody a set of beliefs that inspire the type of information researchers to set-out to acquire, further influencing the interpretation of collected data. A research philosophy represents a structure of beliefs and conventions about the expansion of knowledge in a specific study area (Saunders *et al*., 2015) which can either be, positivist, interpretive (Scotland, 2012), pragmatist or realist as illustrated in Figure 12 (Creswell & Poth, 2016; Žukauskas et al. 2018). Each of these research paradigms also has its different assumption of reality and knowledge or underpinning philosophies by which it is characterised (Mkansi & Acheampong, 2012; Scotland, 2012). It is these philosophies that provide the framework for the type of research approaches (qualitative, quantitative, or mixed methods), data collection techniques (use of questionnaires, surveys, interviews). Positivism/post positivism, interpretivism/constructivism, realism and pragmatism are the four main research paradigms that exist.

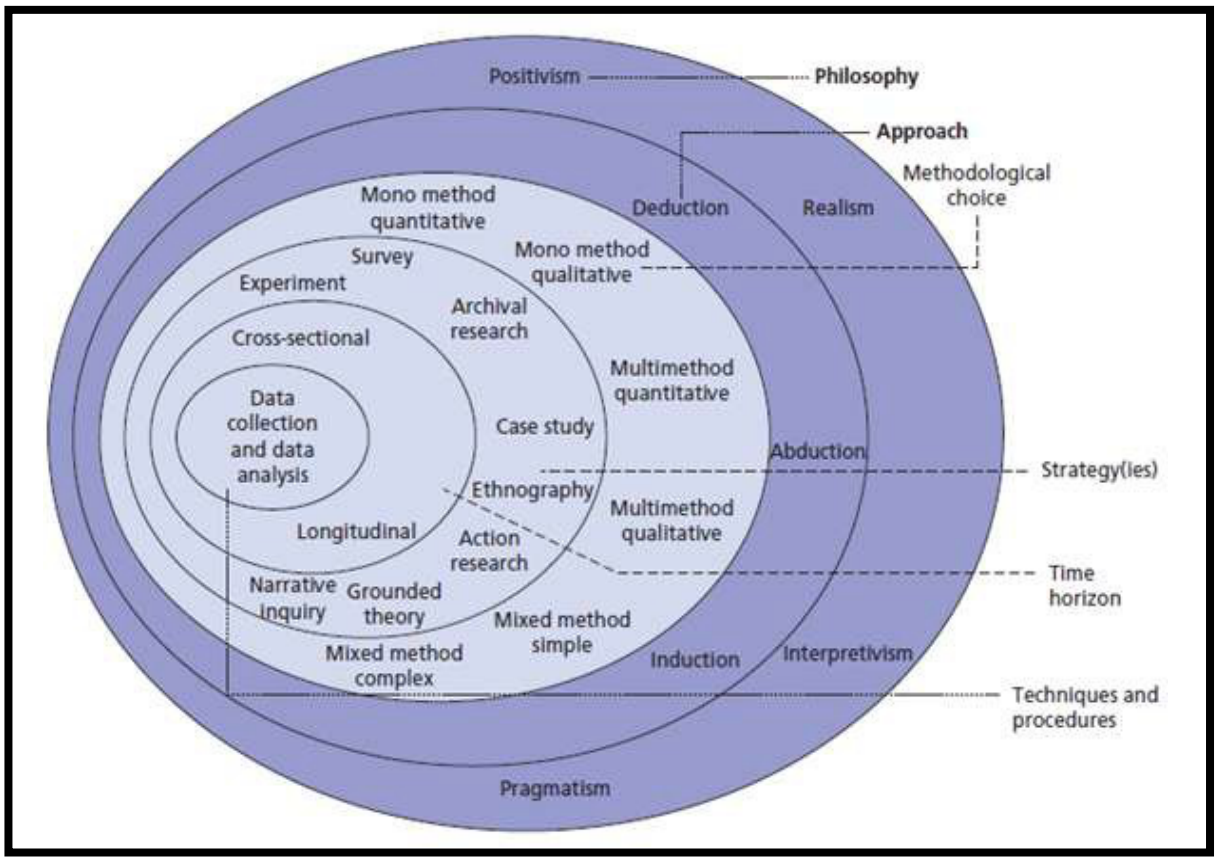


Figure 12. Research Onion Layers. Source: Saunders et al. (2009)

4.3.3 Positivism & Post Positivism

Positivism is known as the truth-seeking paradigm developed in the late 19th century when metaphysics was denounced by Auguste Comte, who argued that barely only technical and scientific facts could disclose the reality concerning truth. Positivists hold that reality is stable, can be described or observed objectively (Aliyu et al., 2014). Positivists believe in isolating phenomena, and those observations gathered should be repeatable (Žukauskas et al., 2018). Undertaking positivist research requires the researcher to be an objective analyst who dissociates him/herself from personal values while working independently (Žukauskas et al., 2018). Post-positivism is not a rejection of the positivist stance. The desire of post-positivists to reach an estimation of the truth. Post-positivists emphasise empirical testing and controlled research methods to arrive at the truth (Creswell & Poth, 2017). the difference exists between the positivist paradigm, and the post-positivist paradigm is that it recognises the existence of things that are not observable and the capacity to explicate observable things (Creswell & Poth, 2017). According to Kaushik and Walsh (2019), post-positivism is frequently attributed to quantitative

methods and tends to emphasise reliability, accuracy, replicability, and generalisability. The weakness of positivism is that if the scientific method of analysis of a study does not generate any meaningful results, then the nature of that study does not exist. An example of this can be a study conducted into the nature of witches which claims that if scientific methods do not yield any concrete results regarding witches' characteristics, then the nature of witches remains non-existent (Chilisa & Kawulich, 2012). In the mid-20th century, positivism shifted to post-positivism. The ontological position of positivism is that reality is objective and independent of a researcher's interests (Žukauskas et al., 2017). The epistemological stance of positivists is that knowledge exists in the natural science paradigm, and consists of statements of facts or beliefs that are susceptible to empirical testing. These tests can be confirmed, proven, or disproven, are constant, and also generalisable (Žukauskas et al., 2017). The research methods employed in the positivist paradigm are quantitative. They may consist of experimental, quasi-experimental, correlational, causal-comparative, or survey design (Chilisa & Kawulich, 2012). Techniques of data collection in the positivist paradigm consist mainly of questionnaires, experiments, tests, and observations.

4.3.4 Interpretivism/Constructivism

The Interpretivist paradigm, or phenomenological paradigm, purposes to comprehend the personal world of human experiences to make sense of it; it is a challenge to the positivist and post-positivist paradigms (Creswell & Poth, 2017). In the interpretive paradigm, also known as the constructivist paradigm, social constructivism is used to grasp knowledge within the human and social sciences, and are divergent from those used in physical science disciplines since humans construe their world and act based on their interpretation (Hammersley, 2013; Rahi, 2017). Advocates of the interpretive paradigm seek to attain a deep understanding of a concept and explore an understanding of the world in which they live. This paradigm seeks to obtain the experiences of the subjects under study to comprehend and interpret their thoughts and meanings that they make of the context of the topic under investigation (Kivunja & Kuyini, 2017). Personal meanings of their experiences are attributed to specific things. Interpretivism advances that there is no universal, and as a result, the reality is interpreted and understood from a personal point of reference and tends to use analyses that are qualitative, exploratory, induction, idiographic experiments, and field experiments (Thanh & Thanh, 2015).

4.3.5 Realism

The realist paradigm shares the principles of positivism and interpretivism. Realism, however, accepts the existence of a reality that is independent of human beliefs and behaviours and has two main branches, namely critical realism and direct realism (Žukauskas et al., 2018).

4.3.6 Pragmatism

The emergence of pragmatism occurred because of the 'paradigm wars' between positivists and interpretivists (Creswell 2014). Pragmatists believe that the world is subject to numerous ways of interpretation and that a single view is deficient in interpreting the multiple realities that exist in the world (Brierley, 2017). Pragmatism, therefore, rejects the notion that research can only be undertaken under a singular approach and aims to find the weaknesses that exist in a study to strengthen it by using a plurality of methods referred to as the mixed methods (Kaushik & Walsh, 2019). Mixed methods involve combining qualitative and quantitative methods. It is the amalgamation of the interpretive and positivist paradigms (Brierley, 2017). Pragmatist researchers are less restricted regarding how they undertake research (GoldKhul, 2011). The primary underlying assumption of pragmatism is that experience consists of social constructs of beliefs and habits that influence our knowledge of reality (Kaushik & Walsh, 2019). In essence, pragmatists are of the view that all knowledge in this world emerges as a result of an individual's unique experience(s), which are also social constructs. According to Morgan (2014), some of these social constructs match an individual's experience more than others. Pragmatist position in the empirical world places to focus and meaning on actions (what people do), which is deemed as significant and fundamental to study. The reason for this is that action produces results.

An example would be the action of opening a window which results in the inflow of fresh air (Goldkhul, 2011). Freeman, Kujala, and Sachs (2017) recommend the use of the pragmatist perspective in organizational and management research since the overuse of the positivist worldview in organizational and management research areas are causing loss of relevance to practitioners. Pragmatists are of the view that the research question determines the research philosophy employed (Brierley, 2017).

4.3.6.1 This study's Research Paradigm

This research adopts a pragmatist research paradigm since pragmatism is centred on improving action (Morgan, 2014) - this study is oriented toward improving aspects of stakeholder engagement that occurred in Corridors of Freedom related projects. The rationale for selecting the mixed methods study is to reach a more comprehensive sample coverage consisting of the 4C stakeholders. The quantitative survey is appropriate for collecting data from the respondents because of their relatively broad population size as compared to CMs, CEPs and Cs. The use of one approach would prove tedious, especially in a case where qualitative interviews are to be conducted with community members one-by-one. Using a qualitative approach alone would also restrict the study from obtaining the rich data that interviews provide. Various stakeholders discussed include city entity (or the CoJ municipality and the relevant department professionals dealing with the CoF project), contractors (consisting of private contractors appointed by the City or JDA as stakeholders to contribute their expertise in the CoF), community representatives (ward councillors from various wards across the entire city of Johannesburg), and the community members (those in various communities affected by projects associated with the CoF implemented or proposed within their area - including resident associations). The research questions of this study drive the use of the pragmatist paradigm, which promotes practical thinking to influence practical applications (Kivunja & Kuyini, 2017) in real life (Morgan, 2014). According to Goldkhul (2011), questions of the pragmatist paradigm include those that seek to determine the following: who initiates the doing (RQ1), the task influencing the action (RQ1), the type of knowledge used in governing the tasks, the norms that govern the action (RQ2), and that which is learnable through the action (RQ3). Other pragmatist questions based on action deal with; what the action is, results from the tasks (RQ3), the time context, place context, receiver, projected effects and purposes of the actions; the kind of instruments used in the action (RQ2) and what is transformed in the action (RQ4) (Goldkhul, 2011). It is from these pragmatist-based questions that the following research questions for this study were formulated:

RQ1: Who are the COF stakeholders, and what are their roles in stakeholder engagements? (this question seeks to find out those that influence engagements concerning their roles, including those that initiate the doing of engagement tasks). RQ2: How were stakeholder engagement principles and norms in South African legislation, plans, policies, and programs practicalised in the COF vision? (this question relates to the pragmatist question that helps to determine the

knowledge and norms governing stakeholder engagement practices, i.e., the type of instruments that were to govern stakeholder engagement). RQ3: How do the engagement experiences of the 3Cs compare to that of CMs? (this question seeks to determine what can be learned from the action of stakeholder engagement from literature, interviews, and questionnaires). RQ4: How can engagements be improved in future CoF initiatives? RQ4 deals with the aspects of engagements in need of improvement based on the experiences of the research respondents and literature.

Table 3. Summary of Philosophical Assumptions Source: Balewa, 2015

Ontology	How to know it is true?
Epistemology	What goes into it?
Methodology	The science of determining?
Axiology	How to write about it?

Balewa (2015) discussed four different philosophical assumptions; ontology, epistemology, methodology, axiology, strategies of inquiry, and methods. The four main philosophical assumptions are summarised in Table 3 above. Epistemology refers to assumptions about knowledge, that which embodies adequate, valid, and genuine knowledge, and the way communication of that knowledge occurs (Burrell & Morgan 2017). Ontology deals with assumptions of the nature of reality, while axiology deals with the role of ethics and standards (Saunders et al., 2015). Methodology deals with how knowledge shall be acquired (Tuli, 2010). The philosophical assumptions of the pragmatist approach regarding ontology are that no single reality exists and that reality is dynamic in the sense that it continually being renegotiated, debated, and interpreted according to its usefulness in situations that are new and unpredictable (Nguyen, 2019). The epistemology of pragmatist paradigm is that relationships in research are determined based on that which the researcher feels is relevant to their study (Nguyen, 2019). The methodology advanced by pragmatism is the mixed methods (consisting of qualitative and quantitative research methods), which this study makes use of, further discussed in section 4.5.3. The Axiological stance of pragmatism is that research should be value-laden. This means that research should benefit people somehow (Nguyen, 2019). The value-laden aspect of this research is reflected in Chapter VIII with the recommendations and proposed stakeholder engagement framework, which seeks to provide improvement to aspects of engagement practices in the CoF.

4.4 Research Methodology

Many research methodologies can be chosen and applied in a research study, each with its strengths and weakness (Tuli, 2010). Choosing a research methodology is dependent on the paradigm used, the ontology, epistemology, methodology; these guides then research activities (Livesy, 2011). The research methodology is a systematic way of solving a research problem and consists of a combination of varying techniques that a researcher employs to research with the intent of solving a research problem (Kumar, 2005). A research methodology ensures the logical arrangement of acquired data for refinement purposes employing a chosen method, which brings out deeper meanings embedded within the acquired data (Leedy & Omrod, 2010). A research methodology also releases a conclusion or a series of conclusions that contribute to knowledge expansion (Leedy and Ormrod, 2010). The use of a research methodology entails using particular methods to collect and analyse data; it deals with why, what, from where, when, and how data is gathered and analysed (Kumar, 2019; Scotland, 2012). The combination of varying methods is referred to as 'dimensions' of which research methods are but an aspect (Kothari, 2004). According to Crotty (1998), a variety of methodologies that exist include case study, survey research, experimental research, action research, grounded theory, and ethnography. This study is a single embedded case study of SE within the CoF urban regeneration project since it is one case of the CoF with several units of analysis or projects that make up the CoF.

4.4.1 Case study methodology

"The case study method is a technique by which individual factors, whether it be an institution or just an episode in the life of an individual or a group is analysed in relation to any other in the group" (Suresh, 2014:199). Case studies examine a phenomenon in its natural environment by using multiple methods of data collection to obtain facts from individuals or multiple entities such as organisations, or groups and help to perform inquiries about modern-day issues in a real-life setting. A single case study is sufficient to generate findings that are generalisable and valid. However, when the existing boundaries of that being investigated are not clear, the use of multiple cases is used (Yin, 2014). Three features distinguish case studies; they deal with distinct technical occurrences; they discuss triangulated information sources and use a theoretical stance to chart the data collection and analysis procedures (Yin, 2014). Case study designs are applicable in instances where 1) a research focus is to answer "how" and "why" questions; instances, where 2) the behaviour of the participants, cannot be manipulated; 3) a researcher

seeks to over contextual conditions because of the researchers' belief that they are relevant to the phenomenon under investigation; 4) the limitations between the phenomena being studied and its context are not apparent in the beginning stages of the research, and no experimental manipulation or control is used in the research (Dul & Hak, 2008; Yin, 2014). Single case studies and multiple case studies can be embedded or holistic; in a holistic case study the case is the unit of analysis; an embedded one is where there are several units of analysis in the case. Table 4 summarises the various research methodologies and methods available.

Table 4. Various Qualitative Research Methodologies & Methods

Methodologies	**Advantages**	**Disadvantages**
Case Studies –	- Provide detailed information about individuals - Offer an excellent opportunity for innovation and change current theoretical assumptions - Can be a good alternative or complement to focus groups	- Difficult to establish cause-effect connections - Hard to generalize from a small number of case studies - Ethical issues, especially of confidentiality, may appear - Difficult to create a case study that suits all subjects
Single Case Studies.	- Single case studies allow researchers can gain an in-depth understanding of complex organizational phenomena from a variety of perspectives over time. - Allow researchers to take advantage of unusual access to a phenomenon that may not be readily observable to outsiders.	- Cannot ascertain if a subject is an outlier or a representative sample of some group - Results cannot be 100% replicated or generalized. - Multiple sources of neural damage cause multiple cognitive deficits that may be context-dependent and difficult to detect.
Field research	- Adequate to get very detailed data - Emphasizes the role and relevance of social context	- Difficult to generalize and get data from a vast number of people or groups - Dependent on the observer's impartiality. - Documenting observations may become a challenging process
Observation	- Collect data simultaneously with the event occurrence - Unobtrusive way, which is not dependent on upon someone's response - Flexible and oriented to knowledge discovery	Very time consuming - Dependent on the observer's impartiality - Requires significant preparation - Difficult to collect data in real-time

Ethnography	- Based on observation and interviews with the involved participants - Provide in-depth findings - Suitable to explore new lines of research	Very time consuming - Challenging to get concise and precise conclusions - The researcher needs to have an in-depth knowledge of the problem domain
Research Methods		
Focus group	People who have experienced a phenomenon	- Hard to control and manage - Difficult to get the participation of people - Can be no representative of all population
Structured interviews	- Well-structured and easy to compare respondent's answers - Can reach a large sample - Easy to replicate - - Conducting an interview is relatively less time-consuming	- Very rigid - Low flexibility in the response's choice - Challenging to obtain detailed data - Preparing an interview can become time-consuming
Semi/structured/unstructured interviews	- Adjusted to get detailed and insightful information on a given domain - Need only fewer participants to provide useful and relevant insights - Can be performed in informal environments	- Time-consuming and relatively high costly - Longer verification process to extract compared information - Participants should be carefully chosen to avoid bias - Not generalizable

4.5 Research Methods

4.5.1 Quantitative Method

Quantitative data focuses on change (variance). Quantitative data is quantifiable and is undertaken; the data samples are large and tend to represent the population being studied. Martin & Bridgmon (2012) stated that the results of quantitative studies are taken as constituting the general and comprehensive view of the entire population. Quantitative studies are commonly linked to the positivist and post-positivist paradigm in addition to being an aspect of the pragmatist paradigm (Rutberg & Bouikidis, 2018). Quantitative research design is often adopted in research for various reasons. For example, if there exists a lack of information on a particular research topic, or if some research questions in a particular area of research remain unanswered, or if the research under consideration has the potential to make a meaningful impact on a particular research area (Rutberg & Bouikidis, 2018). Structured procedures and formal instruments are employed in data collection in an objective, systematic manner (Queirós, Faria & Almeida, 2017). Software such as SPSS used to analyse the collected data using the statistical procedures that they

provide. Quantitative studies may use surveys, simulation, field tests, correlational studies, and multivariant analysis (Queirós, Faria & Almeida, 2017). This study makes use of questionnaire surveys in the quantitative aspect of data collection.

4.5.2 Qualitative Method

The qualitative method relates to the interpretive/constructive paradigm, which stresses that reality is a social construct and explains the dynamic nature of societal relations (Queirós et al., 2017). Unlike the quantitative method, which focuses on numerical representativity, qualitative focus more on recording, analysing, and uncovering the deeper meanings and significance behind human behaviour, beliefs, and experiences (Creswell, 2013). Qualitative inquiries do not deal with numerical representativity, but rather, the deep understanding of the problem under investigation. In the qualitative method, researchers pursue a rich acquisition of research participant experiences rather than acquiring information that can be generalised to other larger groups (Maxwell, 2013). In this case, people describe their own experiences and attribute meaning to their experiences, which stems from how they construct the world (Merriam & Tsidell, 2016). In qualitative investigations, the investigator becomes the subject and object of their study, producing illustrative, in-depth evidence to comprehend the various dimensions of the issue being examined (Queirós, Faria & Almeida, 2017). It gives an understanding of human experiences and other facets of reality that are not quantifiable; secondly, the instrument for gathering information and its analysis is the researcher, and thirdly, the data from the study is analysed inductively. In other words, explanations in the form of concepts, theories, and hypotheses are generated from the data by the researcher (Bryman, 2017). Qualitative research is traditionally attributed to primary data collection techniques such as focus groups, semi-structured interviews, unstructured interviews, participant observation, an inspection of transcripts, and many language-based methods such as discourse analysis and dialogue (Bryman, 2017). This research is a case study that uses both semi-structured interviews and questionnaires the relevant portion of the population of respondents.

4.5.3 Mixed Method (Pragmatic)

The mixed-method rejects qualitative or quantitative usage as single units of gathering and analysing information. The pragmatist philosophy is declared the most appropriate paradigm for mixed methods research (Pansiri, 2005). Mixed methods employ both qualitative and

quantitative research components (Schoonenboom & Johnson, 2017). It helps a researcher to fully understand a phenomenon and its various dimensions (Suresh, 2014) in order to bring about heightened knowledge and validity (Schoonenboom & Johnson, 2017). It enables one to saturate the data (Fusch & Ness, 2015). Mixed methods help to boost the accurateness of gathered data; it can generate a more holistic representation by merging data from various data sources and is used to avoid bias in research (Denscombe, 2008). The motivation for using methods was to ensure greater validity by triangulating the findings to mutually corroboration ensure that the strength of the quantitative and qualitative method is used to offset each of the weaknesses of these two methods (Abdalla et al., 2018). Another benefit of the use of mixed methods is to gain a complete account of phenomena studied to achieve 'completeness' (Bryman, 2006). In instances where certainty regarding the reliability of one method is deficient, mixed methods confirm reliability if the same answer used in the different methods used to confirm each other (Heesen, Bright & Zucker, 2019).

Abdalla et al. (2018) discussed four kinds of triangulation. These are data triangulation, theoretical triangulation, researcher triangulation, and methodological triangulation. Data triangulation comprises using several information sources in research; information sources may differ depending on where and when the data collection took place and those that collected the information (Joslin & Müller, 2016). The across technique is used as the method for the methodological triangulation used in this study since this investigation adopts interviews in the case study and the distribution of questionnaires as described by Abdalla et al. (2018). The most frequently used kind of triangulation is methodological triangulation and has two approaches; there is within-method triangulation which enables the use of two different data collection procedures from a qualitative or quantitative method. An example would be an instance where a researcher uses both focus groups and non-participant observation - both belonging to the qualitative method (Abdalla et al., 2018; Joslin & Müller, 2016). The second approach is the across-method, which uses both the qualitative and quantitative methods in a study. Lodhi (2016) stated that methodological triangulation in a doctoral thesis reinforces the validity of the formulated constructs, thereby making the doctoral thesis more credible in addition to providing a fertile ground for generating new theories. Brierly (2017) gave a detailed account of some of the drawbacks that exist in the isolated uses of quantitative and qualitative investigations. When using mixed-methods, researchers are empowered to use qualitative results to confirm and test

quantitative results and vice-versa. Mixed method studies help overcome some deficiencies that exist in quantitative data such as the problems of trying to test hypotheses and existing theories, the influence of the researchers' own bias when interpreting research results, and the issues of generalizing results to other subjects (Brierly, 2017). The mixed-methods also help to overcome some of the limitations that exist in qualitative data such as the reductionist research models that meet significant constructs identifiable by the use of qualitative means to produce new theories. Two drawback characteristics of the quantitative method are that it may not reflect or provide an understanding of the research participants and may also not be in a form that is applicable useful to individual subjects of research (Brierly, 2017).

This study uses qualitative methods such as semi-structured interviews conducted with custodians of the CoF project (those working in the City of Johannesburg municipality). In the semi-structured interviews, the research respondents were questioned based on their experiential knowledge of the SE processes (see Appendix C). Semi-structured interviews are used to gather information on the themes that were not explained in literature in order to increase understanding into the real-life context of the subject matter. Table 5 adopted from Ijasan (2011), indicates how the sources of information in this study, secondary (literature review), and primary data collection (semi-structured interviews and closed-ended questionnaires) address each of the four research objectives of this study. The first research objective (RO1) is to develop a list of the stakeholders and their roles in the Corridors of Freedom (this has been answered partly in the literature review chapter, section 3.7 and is to be supplemented with findings from semi-structured interviews). The second research objective (RO2) is to appraise engagement practices in the CoF projects against stakeholder engagement principles in legislation, policies, plans, and programs (this objective is also partly fulfilled in section 3.10 of the literature review chapter). The third research objective (RO3) is to evaluate the engagement experiences of the 3Cs in comparison to that of CMs (to be answered by the semi-structured interviews and close-ended questionnaires), as illustrated in Table5. The fourth research objective (RO4) is to summarise recommendations for the aspects of stakeholder engagement in need of improvement for the benefit of future Transit Oriented Corridor Development projects in Johannesburg.

Table 5. Sources of Data (adapted from Ijasan, 2011)

Research Objectives (ROs)	Literature Review	Semi-structured interviews	Closed-ended Questionnaire
RO1	●	●	
RO2	●	●	
RO3		●	●
RO4	●	●	●

4.6 Data collection

4.6.1 Secondary data collection

This research began with the secondary data collection method, where an extensive literature review was conducted using literature dealing specifically with SE across various disciplines. Disciplines such as health care services, megaproject construction, business management, international development, urban planning, community psychology, and natural resources management were included. The electronic journal articles were obtained by searching for the terms 'stakeholder engagement,' 'Corridors of Freedom,' 'Transit-Oriented Development,' 'Stakeholder theory,' and 'Research methodology," on google scholar, Science Direct, Microsoft Academic, and the Wits electronic journal database. The search results yielded abstracts, published journal articles, and conference papers dealing both directly and indirectly with SE, SM, corporate governance, and CSR. The literature chapter used existing Masters theses and PhD dissertations, journal articles, and peer-reviewed articles from a host of journal publication websites such as Science Direct, Ebsco-host, and Springer Science. Online news articles and websites generated from searches performed on the google search engine were also included in this study. Existing documents, consisting of legislation, plans, policies, regulatory frameworks, were taken into account in conducting the literature review. The Project management institute's PMBOK, RICS and the Kings IV report on CG were used in this study in addition to the SAF, NDP, IDP, and SPLUMA were also used along with the Constitution of RSA, The 1998 White Paper on Local Government and the Municipal Systems Act, No 32 of 2000.

4.6.2 Primary data collection

Once a literature review was undertaken, a clearer understanding of who the custodians of the CoF were. The CoJ municipality was then contacted for their participation in the semi-structured interviews. The expectation was that interviews with CEPs would generate more leads regarding other stakeholders not found in the literature review.

4.6.2.1 Semi-structured interviews

Kallio et al. (2016) stated that interviews are the most commonly used data collection technique with semi-structured interviews being the most regularly utilised interview procedure. Semi-structured interviews lie in between structured interviews and unstructured interviews and are used when information can be obtained by the use of dialogue between researcher and research participants (Kallio et al., 2016). As opposed to structured interviews which are very detailed from pre-preparation of specific questions, semi-structured interviews give a more broad, general questions about the investigated topic (Kallio et al., 2016). The benefit of using semi-structured interviews in this study was that it provides more useful data when the sample size of a population is relatively small, and it allowed for the use of thematic analysis of collected data (Pathak & Intrathat, 2016). This qualitative data collection technique was, therefore, suitable for obtaining the perceptions, views, and feelings of the research participants that took part in the study regarding engagements in the CoF. Snowball sampling is used by researchers when the sample of the population under study is very rare or limited to a sub-group. Snowball sampling occurs in instances where a researcher aims to use research participants to recruit other participants for a test or examination. In research where potential participants are difficult, to find snowball sampling is used. The reasoning behind the name "snowball sampling" is because, in theory, once a snowball rolls, it accumulates in size by gathering more snow (participants) as it rolls along. The sub-group, in this case, are key stakeholders. All interviews began with the CoJ for reasons that they are the organisation spearheading the CoF project with the stakeholder database. The data collection of this study began with a pilot study to test the applicability of the questionnaire before conducting the main interviews.

4.6.2.2 Survey/Questionnaires

The use of surveys allows for information from research respondents using logically arranged questions (Maul, 2017). It is the most frequently employed technique in research because it helps to get information about a specific phenomenon using a formulation of questions. The questions used in the survey prepared for this study allow for the reflection opinions, perceptions, and behaviours of the participants regarding public participation in the CoF project. Surveys are used for this study because they offer high representativity of the large sample populations, and expenditure associated with conducting survey research is cost-effective (Queirós, Faria & Almeida, 2017). The surveys were electronic surveys prepared on google forms and distributed to various community members through resident associations.

4.7 Reliability and Validity

According to Mohajan (2017), reliability deals with the stability of research findings, whereas validity epitomises truthfulness of research results. Reliability also has to do with whether the data is consistent, dependable, and replicability. Validity is concerned with the quality of the instrument employed in the data collection process and the achievement of measuring that which was intended by the researcher (Zohrabi 2013). Reliability and validity testing methods differ across qualitative and quantitative findings. In testing qualitative data to ensure validity and reliability in this research, the following was ensured:

- The semi-structured audio-recorded interviews were revisited repeatedly to confirm emerging themes while remaining true to the various accounts that the participants had given of their experiences of SE in the CoF as suggested by Ijasan (2011)
- The accuracy of the transcribed interviews was taken for vetting, as suggested by Creswell (2003).
- Using detailed descriptions to communicate the interpretations were also used to reveal that the findings of the study were not invented by the researcher (Ijasan, 2011).
- Reporting of undesirable and discrepant information was ensured even when it from the study's significant findings.

- In ensuring research validity and reliability, triangulation was undertaken where the use of additional qualitative survey questionnaires was used to add to the study's rigour to confirm the findings from the interviews with community members' experiences.

According to Joslin & Müller (2016) state that triangulation decreases biases increase validity and strengthens research, and also provides many viewpoints. Reliability and validity were ensured the data collection phases of this research, which placed a specific concentration on utilising numerous sources of information gathering methods and sources.

4.8 Ethical Considerations

4.8.1 Informed consent

Getting informed permission is critical before undertaking data collection. Consent must be sought and secured well within a reasonable time (Williams et al., 2017). Informed consent is a moral and legal obligation for research that deals with human participants. Participants of the research were to be informed about the aspects of research. This is important for participants because it helps the participant make an informed decision as to whether they would like to partake in the research or not (Nijhawan et al., 2013).

4.8.2 Confidentiality & Anonymity

Anonymity in research is ensured when the researcher takes the appropriate measures to make sure that no one knows who has said what in the reporting of research findings (William et al., 2017). Confidentiality, however, refers to the fact that researchers being knowledgeable of the participants' identities remains committed to conceal the identities of the research participants. When it comes to ensuring confidentiality, the research participates information is to be securely stored and shared (Williams et al., 2017). Once collected, the data was stored in a password protected hard disk drive. A permission letter to carry-out this study and to use the name of the city was obtained from the Johannesburg City manager's office upon request (see Appendix A). An online ethical clearance application was then submitted to the Wits University Ethics committee. An ethical clearance certificate was then issued to the researcher with given permission to undertake data collection procedures (see Appendix A). E-mails were then sent out to the CEPs to establish contact with the relevant professionals that were involved in the CoF project, as obtained from the literature review. Furthermore, follow up was undertaken using face-

to-face appointments to establish contact in cases where contact with interviewees became challenging to establish. Once contact was established, interview appointments with the professionals were arranged. Before the interview commencement, the study's purpose was clarified for the research participants. Anonymity and confidentiality were assured to the participants. The data obtained from the respondents was secured in a password-protected external hard drive. In reporting the information analysed from the raw data, the names of the specific CEPs were not disclosed in this study. Pseudonyms were used to conceal the true identities of all interviewees across the 4C stakeholders.

4.9 Dissemination and Use of Results

The findings of this research shall be presented to the Wits University to the school of Construction Economics and Management (CEM) of the faculty of Engineering and the Built Environment (EBE). The research results are presented in two international conference proceedings. An output of three journal articles was also extracted from this study.

4.10 Conclusion

The research process undertaken in this study involved defining the research problem, reviewing concepts, theories, and established research findings from existing literature and government documents. These processes aided in defining principles and concepts relating to the topic under investigation, which deals with SE in the CoF vision and some of its associated projects. The nature of the research problem was most relevant to the pragmatist philosophy, which is the philosophical underpinning of this study. The relevance and use of the pragmatist research paradigm are that it seeks to promote practical thinking in a real-life context - the paradigm philosophy advocates for the use of the interpretive and positivist philosophical beliefs in a single study. The pragmatist based on its methodology allows for the use of mixed methods research, which is most applicable to this study considering types of primary information needed for this case study. This research, therefore, uses the case study methodology. It is validated as a case study considering the technical occurrences that characterise the topic, i.e., SE in the CoF vision, the use of a theoretical stance (i.e., the stakeholder theory as discussed in Chapter II), and the triangulation of questionnaire and semi-structured interview data sources. Mixed methods exist to ensure the rigour of the findings. They confirm, strengthen, and expand the conclusions of a stud. From the entire research process, data used consisted of both primary and secondary sources discussed in section 4.6.1 and

section 4.6.2. The research methodology and design are influenced by the research aim, objectives, and research questions. Table 5 related the four research objectives to the sources of data (literature review, semi-structured interview, close-ended questionnaire). The importance of reliability and validity in research was then discussed, and the various measures to be taken to warrant the validity and reliability of the research findings were outlined in section 4.6. The ethical considerations involving the informed consent, confidentiality, and anonymity were then discussed along with the practical ethical procedures utilised in this study and how the data that was collected was disseminated is included in the last section of this chapter. This chapter has articulated the type of data required for this study, the methods for data collection and analysis of the data collected, and how these combined methods help to answer the research questions. The next chapter presents and discusses this study's data analysis.

CHAPTER V- QUALITATIVE DATA ANALYSIS & RESULTS

5. Introduction

Chapter IV (four) provided a comprehensive account of the overview of the research design of this study and the existing philosophies and their various epistemologies, ontologies, axiology, and methodologies attributed to them. The previous chapter provided justifications for the use of the pragmatism for this study and its associated mixed methods, which consists of the usage of quantitative and qualitative methods. A qualitative case study design and semi-structured interviews were used as a means to acquire information about experiences of project custodians in SE processes. The purpose of adopting these techniques in the data collection was to address the nonextant literature regarding multivariant perspectives of the 4Cs. At the same time, the quantitative aspect of the survey questionnaire was applied for its relevance in obtaining information from a large sample size (communities). This chapter presents the data analysis techniques employed in analysing the qualitative data used in the study of how data collected from the open-ended section of the questionnaire and semi-structured interview data were analysed. The qualitative data collection method of data collection, the selected samples, and the analysis of the results are discussed. The section begins with the pilot study, which forms part of the qualitative aspect of data collection. From the pilot studies, the next phase of the data collection was the main interviews. The findings from literature in relation to findings in this chapter are also discussed, i.e., the how determining the nature of SE, specifically the experiences of project custodians can help to determine the aspects of engagement that can be improved in future when engaging with communities and other stakeholders in future regeneration projects. The discussions of how aspects of engagement can be improved are discussed in more detail in the conclusion and recommendations chapter (see Chapter VIII). The qualitative data analysis of this study is undertaken to obtain information relating to SE experiences from the perspective of the 4Cs that have a stake in the CoF vision.

5.1 Pilot Studies

5.1.1 Pilot Interviews (Quantitative)

This pilot study formed part of the data collection, as discussed in section 4.6.2.1 of Chapter IV. The pilot study was undertaken to test examination research procedures, data collection apparatuses, sample recruitment approaches, and also prepares grounds for the primary interviews

(Hassan, Schattner & Mazza, 2006). Pilot research seeks to determine whether research is feasible and if it is, it helps to indicate how to go about the research (In, 2017). Another benefit of a pilot study is that it is essential for refining the quality and proficiency of the main interviews (In, 2017). Four pilot studies were conducted in this study before conducting the main interviews. Another useful trait of pilot research is that it gathers background information from the field to test the practicality of the research questions that had been initially formulated. From the pilot study, it was apparent that the study was feasible and could be undertaken; the recruitment of participants also proved promising from the number of referrals to other potential CoF stakeholders that were given from the respondents that participated in the pilot interviews (Hassan et al., 2006). From the pilot interviews, it was apparent that a few of the research questions did not apply to community representatives as they did to the city entity professionals and contractors. The pilot study indicated that there was a need to reframe the research questions efficiently and as suitable as possible for the classification of individuals interviewed.

From the pilot study, it was more apparent that the research respondents needed the allowance of more room to express their experiences. This was to help gain more insights regarding their experiences of the SE sessions that could not otherwise have been obtained by the use of rigidly sticking to a pre-formulated structured interview. The stakeholder engagement sessions consisted of engagements between CEPs, Cs, CMs and CRs. The engagement consisted of both formal and formal sessions. Sessions between CEPs and Cs, for example, would occur to discuss the design of the developments. Meetings between CRs and Cs entailed meetings that would ensure communities dissatisfaction are relayed to Cs. Formal engagements between CEPs and CMs also ensued, where CEPs would brief CMs about a development project and open the floor for question and answers, views and opinions. The pilot study helped to gain perspective on the engagement sessions. According to Hassan et al. (2006), pilot studies are a crucial stage in a research project, and they provide the groundwork in a research project. In answering the research questions, four qualitative and four quantitative pilot studies were undertaken within Johannesburg between the 2nd of March 2019 and the 8th of March 2019. The population sample of the pilot interview consisted of one community representative, two city professionals, and one contractor. This was done to bring clarity to the identified themes to obtain more themes that would contribute to the development of the questions for the main interviews. Table 6 shows the

details of the sample population that partook in the pilot interviews, and after that, presents the findings of the pilot interviews.

Table 6. Qualitative pilot study sample population

Date of Interview	**Job Category & Pseudonyms**	**Years at duty (in CoF)**	**Highest Education Level**	**Previous SE Experience**	**Type of interview**
04/04/2019	C (P-R1)	3	Master's Degree	7	Face-to-face
03/04/2019	CEP (P- R2)	5	Honour's Degree	15	Telephonic
02/04/2019	CR (P-R3)	-	Matric	17	Telephonic
08/04/2019	CEP (P-R4)	2	Master's Degree	15	Telephonic

5.1.2 Results of Pilot Study

RQ1: Who are the relevant stakeholders of the COF, and what are their roles?

The resolve of RQ1 was to find out if the literature provided consistencies with regards to who the relevant stakeholders were in the CoF. From the interviews, it became clear that there existed other stakeholders such as funders, as confirmed by the literature review. The pilot interviews confirmed the CoJ municipality as the custodian of the CoF project with the JDA as the project implementors. Other relevant stakeholders for this study were obtained by reference from the interviewed respondents from the CoJ. The stakeholders identified through referrals were many and included non-governmental organisations, international donors (banks), community representatives (ward councillors, residence associations), contractors (construction companies, private developers, businesses) city entities (consisting of various government departments). From the referrals given, it was apparent that the stakeholder list compounds as the project progresses.

RQ2: What does SA policy say regarding SE?

This research question sought to determine what south African policy says regarding stakeholder engagement. The reason for this question was to answer research question four to determine whether policy regarding SE was followed in practice and some of the challenges. Regarding this question, some of the respondents that were knowledgeable about policies referred to the constitution. It was stated that it made the act of ensuring participatory democracy compulsory

across interest groups (stakeholders) and citizenry where citizens and interest groups are active partisans in the decision- making processes of the South African Government. One of the community representatives stated that they had a right to participate in the developments that occurred within Johannesburg, as stipulated in the constitution. This question was more directed to the literature review but was also discussed with some of the interviewees.

RQ3: What were the experiences of the 3Cs regarding compared to that of community members?
From the pilot study, it was apparent that the stakeholder engagement experiences of the 3Cs had its rewards and challenges. The challenge of carrying out stakeholders for the city professionals and contractors was ensuring that the diverse interests were balanced. One of the city professionals cited the disagreements experience from community members that emerged from noticing that "some of the people were afraid of change," primarily because of fears that their properties could risk losing their value. A community representative stated that the CoF vision was in much need of publicising especially through the available forms of media (especially radio) to make people aware of what it was all about since some of the projects in the meetings experienced a lack of attendance. Respondent P-R2 emphasised the following statement *"As a citizen of Johannesburg, I should know what is going on in the city so that I can be involved even if the development is not happening in the area that I live."* P-R4 also mentioned that, in some instances, a deficiency in meaningful engagements, especially in the initial phase of the rollout of some of the CoF projects (please note that the quantitative section of data analysis shall give more insight regarding the community members' experiences of participation in SE. Relating the experiences of the two camps shall be achieved in the discussions chapter, thus providing an answer to this question in its totality).

RQ4: How can current aspects of stakeholder engagements be improved in the CoF?
This question helps recognise the gaps in SE practice and the possible solutions to those gaps as articulated by the 4Cs. In one of the interviews was mentioned that some of the external stakeholder organisations were restricted due to resource constraints. P-R3 advocated for better communication regarding developments occurring in Johannesburg, preferably through formal letters sent around to ensure that all those within the city are adequately informed about the CoF. Recommendations made for the improvement of the SE in the CoF was the need for the extensive use of media advertisements to create that awareness of the project. *"think going to*

Johannesburg radio stations for them to relay information is another means by which we can ensure communication, informing people about what is going on in the area." The community representative who had not heard about the CoF stated the importance of being informed and knowing what was happening as a citizen of Johannesburg.

This section revealed some of the response that was given by the respondents that participated in the semi-structured interviews of this study. Stakeholders consisted of various professionals from different sectors related to the Built environment (such as the town planners, Spatial planners, engineers, environmental officers). Their experiences indicated that there was indeed opposition from some community members regarding the changes that the CoF project was to bring when it came to the densification aspect. An emphasis was also placed on the need for the CoJ to have a continuous dialogue with communities and other stakeholders such as developers till consensus or agreement is reached. Publicizing the CoF extensively across all significant communication platforms such as radios and social media was recommended by a community representative in response to the low attendance of some community participation meetings. These findings are explored further in the second stage of data collection, the main interviews.

5.2 Main Interviews

The use of interviews was to obtain information regarding the experiences of stakeholder engagement of the four stakeholder groups referred to as the 4Cs to determine the gaps that exist in stakeholder engagement practices in Johannesburg's CoF vision and some of its associated projects. As part of this study, interviews with city professionals, community representatives, and contractors. The semi-structured interview questions were subdivided into themes related to the ROs and corresponding RQs. The semi-structured interview questions finalised four clear categories with the aid of the pilot study. The semi-structured interviews give researchers much flexibility and help to generate valuable data (Pathak & Intratat, 2012). The primary interviews conducted for this study adopted the three techniques of semi-structured interviews, as proposed by Pathak and Intratat (2012). The first technique, rapport building, was achieved with the research respondents that were interviewed. Shared experiences were shared during the interview regarding the participation experiences of the researchers in previous work experience dealing with participation.

5.2.1 Interviewee Sample Description & Technique

The sample population for the interviews consisted of participants that were involved in the CoF vision and associated projects. The identity of a small fraction of this population was obtained from the literature review. The participants from the pilot interviews indicated that the stakeholders of the CoF vision were very extensive, as also indicated by stakeholder definition, which describes stakeholders as being 'broad.' This study, therefore, limited investigations to four stakeholder groups referred to as the 4Cs; community representatives, urban/spatial planners, and designers. Those selected for the main interview had to be suitable enough to respond to the interview questions. The interviewees had to have no less than two years of work experience or involvement in the CoF; they had to have had first-hand involvement in SE of any form, whether it was engagement with the private sector or community representatives or communities. Respondents could also hold positions, whereas a portion of the CRs worked for the City and their communities. Table 7 lists the respondents that were contacted for the interviews, their categories, and the total of interviewees. Their experiences in SE proved useful in gaining an understanding of the nature of SE in the Johannesburg CoF spatial vision and some of its associated projects. In fulfilling particular criteria; as obligated by the research procedures adopted, expert opinion was required to comprehend the nature of SE in the Johannesburg CoF, three main categories of interviewees can be found in Table 7 consisting of professionals tied to the city's CoF spatial vision. Figure 13 illustrates the process of creating a case classification, which generated Table 7. Case classifications deal with the creation of attributes of interviewees such as gender, years of involvement in the CoF, Qualifications they hold, their occupation and the date that they were interviewed (See Figure 13).

The sampling technique used in the study was the snowball sampling which falls under a non-probability sampling technique. In the snowball sampling method, a few interviewees are used to encourage the participation of other interviewees in the study. As interactions with various interviewees ensue, the sample size is increased (Taherdoost, 2016). Initially, it was a challenge getting in contact with CEPs and Cs that were involved in the CoF, however, establishing contact with one interviewee made the process of gaining access to CEPs and Cs very easy because of referrals that were made. 19 respondents were obtained for the main interviews, while 4 respondents partook in the pilot interviews. The challenge experienced with this technique was that although extremely helpful in obtaining contacts, it was a time-consuming process.

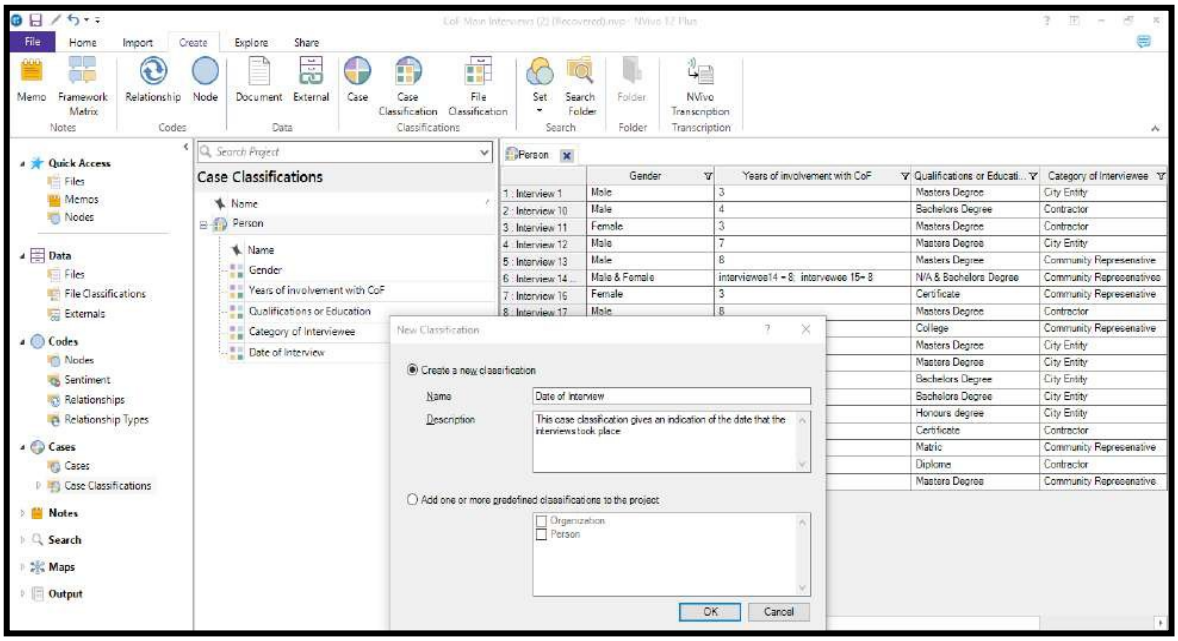


Figure 13. Creation of Case Classifications in NVivo 12

Table 7. List of interviewees

(n)	Date of Interview	Category of Interviewee	Gender	Qualifications or Education	Years of involvement with CoF	Ethnicity
1	1/04/2019	CR1	Female	Matric	Not Applicable (uninformed)	Mixed Race
2	03/04/2019	C1	Female	Certificate	8	African
3	04/04/2019	CEP1	Male	Master's Degree	3	Caucasian
4	05/04/2019	CEP2	Female	Bachelor's Degree	2	Caucasian
5	08/04/2019	CEP3	Male	Master's Degree	4	African
6	18/04/2019	CEP4	Female	Bachelor's Degree	5	Africn
7	07/05/2019	CEP5	Female	Honour's degree	4	African
8	16/05/2019	C2	Female	Diploma	6	Asian
9	09/10/2019	CR2	Female	College	3	Caucasian
10	17/10/2019	CEP 6	Female	Master's Degree	8	Caucasian
11	25/10/2019	CEP 7	Male	Master's Degree	7	African
12	25/10/2019	CR3	Male	Master's Degree	8	Caucasian
13	26/10/2019	C3	Female	Master's Degree	3	African

14, 15	6/11/2019	CR4 & CR5	Male & Female	N/A /& Bachelors s Degree	Interviewee 14= 8 Interviewee 15=8	Caucasian & Caucasian
16	6/11/2019	CR6	Female	Certificate	3	Caucasian
17	08/11/2019	C4	Male	Master's Degree	8	African
18	29/11/2019	CR7	Female	Master's Degree	2	Caucasian
19	29/11/2019	C5	Male	Bachelor's Degree	4	African

Ensuring anonymity of interviewees required the use of representative descriptors such as CR for community representatives, CEP for City entity professional, C for contractor, and CM for community members. The professionals working in the municipality, for example, are referred to as CEP1, CEP2, CEP3 to CEP7. Personnel representing communities are referred to as CR1, CR2, CR3, while Contractors are labelled C1, C2, C3, C4 & C5 (See Table 7). Communities (CMs) are not included in Table 7 because their responses form part of the qualitative aspect of this study discussed in section 5.3 and its subsequent sections.

5.2.2 NVivo 12 Interview Analyses

NVivo 12 plus was used to analyse the transcribed interviews. The themes from the interviews were coded to nodes. In NVivo, the coding process is characterised by the gathering of information into one 'container' called a node. Multiple nodes can be created, and the relevant references can be coded into their suitable nodes created. The coding process made use of 'free nodes' and 'tree nodes. The free nodes contained information from the research respondents that did not fit into any of the tree nodes that were created. An example of the free node is highlighted in Figure 14 and is titled 'other CoF related information.' In this free node, all the information related to the CoF that was not relevant to SE was placed here. The tree nodes, however, contained relevant information given from the interviewees that dealt with SE in the CoF. The first node titled 'Stakeholders of the CoF' contains all the relevant information given by the interviewees regarding the stakeholders that they engaged within the CoF; referrals made to potential stakeholders that formed part of the snowball sample population are included. The identification of stakeholders in the CoF as a researcher was imperative for this study as it is for the success of

any practical SE initiative as discussed in the theoretical framework about Bahadorestani et al. (2019), Kujala et al. (2019) and the PMBOK guide. In line with these recommendations to formulate a stakeholder list, recommendations for more potential interviewees for this study were solicited from the first interviewee to the last. Referrals given began with CEP1, who initiated the snowballing effect of some of the stakeholders of the CoF. The node titled 'Experiences of the 3Cs with SE in the CoF' contains the experiences of C1 C2 C3 C4 and C5, the experiences of CR1 CR2, CR3. CR4 CR5, CR6 & CR7 and, the experiences of CEP1 to CEP7. The node that is named 'Aspects of Engagements to be improved contains the recommendations given by all the interviewees regarding aspects of SE that can be improved. This information was based on the experiences of the interviewees. The child nodes are the nodes highlighted in yellow and purple (see Figure 14). They contain all respondents' experiences of SE in the CoF projects.

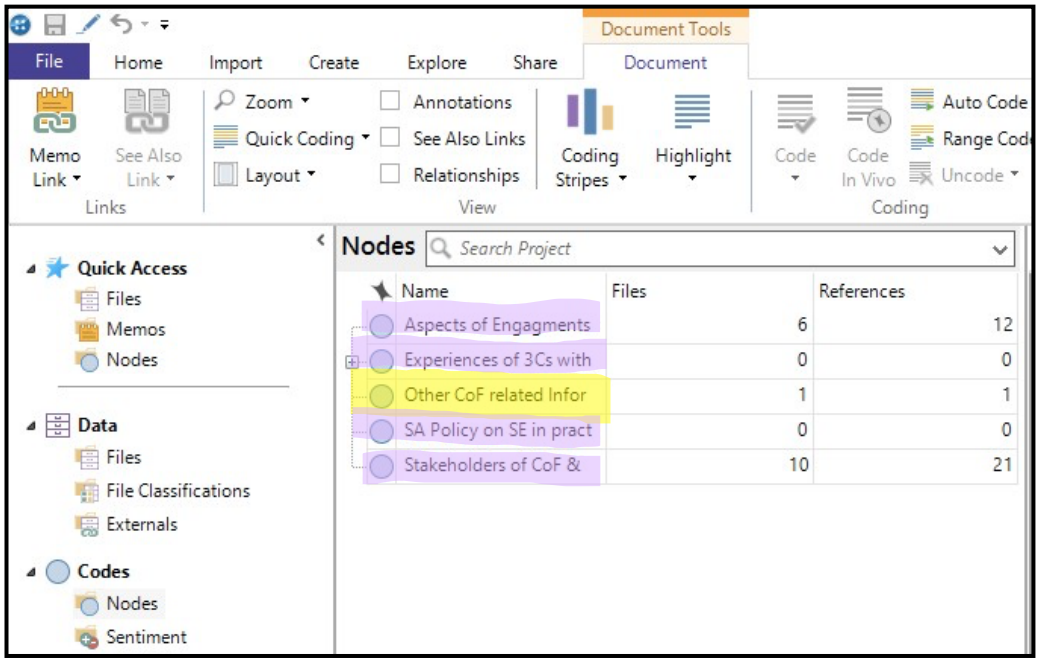


Figure 14. Parent Nodes Created in NVivo 12

The four research objectives were converted to four parent nodes or primary nodes highlighted in purple in Figure 14. The parent node in Figure 14, highlighted in yellow, is the free node labelled 'Other related CoF information.' This node consists of other information from the respondents that were not related to SE. Three child nodes were created for the parent node named 'Experiences of the 3Cs with the CoF'. The child nodes were created to accurately organise the

general topics depicted by the parent nodes to more specific topics that are depicted by the child nodes. So, in Figure 15, we have the child nodes experiences of City Entity Professionals, Community Representatives, and Contractors. Figure 16 illustrates child nodes which are contained in the square outlined in blue.

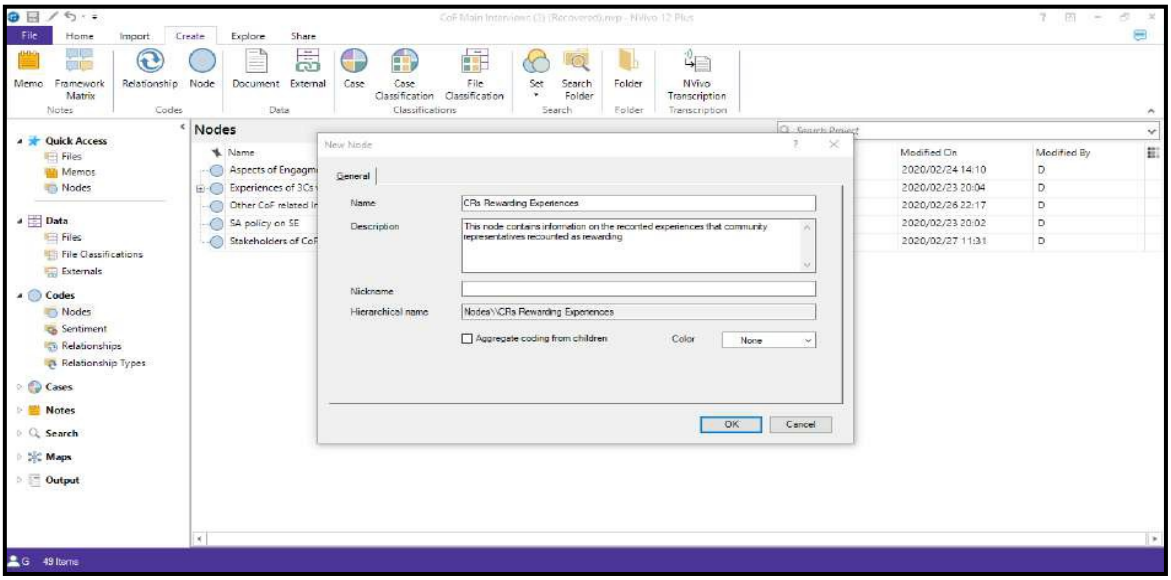


Figure 15. Creation of Nodes and Child Nodes

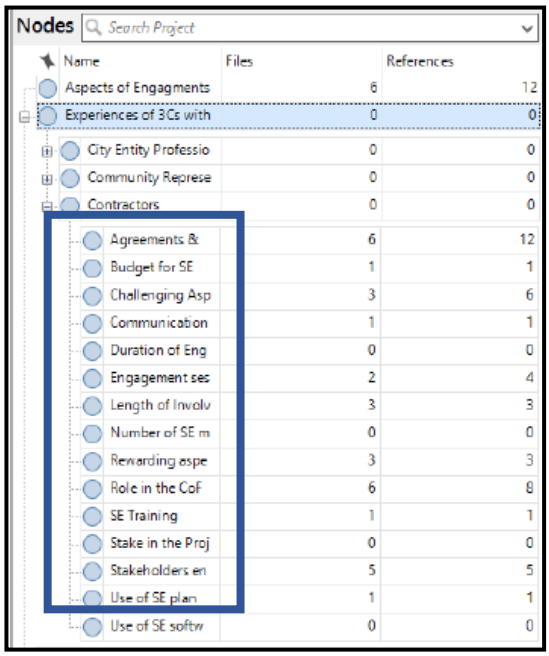


Figure 16. Screenshot of Child Nodes in NVivo 12

Table 8, however, depicts the interview design strategy. It categorises the interview process of this study, which is divided into three main areas. The first column in Table 8 is the area under investigation, which comprises the four research objectives of this study. The second column is the means of obtaining information which categorises the CRs, Cs, and CEPs and the questions that were set for them to obtain the information that is relative to the area under investigation. The final column 'purpose of information' communicates the expected outcomes of the questions relayed to the interviewees during the interview.

Table 8. Interview design strategy

Area under Investigation	**Means of obtaining the information**			**Purpose of Information**
Research Objective	Interview with CRs	Interviews with Cs	Interviews with CEPs	Expected outcomes
Stakeholders and their respective roles in the CoF	Asking community representatives about their role/stake or interest in the CoF. Asking community representatives which of the Stakeholders they worked closely with	Asking contractors about their role/stake or interest in the CoF. Asking contractors which of the Stakeholders they worked closely with.	Asking City entity professionals about their role/stake or interest in the CoF. Asking City entity professionals which of the Stakeholders they work with.	Uncovering the stakeholders and their respective roles in the CoF. Validating who the various stakeholder is in the CoF as stated by literature.
Investigating whether SE principles outlined in policy agreed with SE in practice.	Asking CRs about their knowledge of participation/ SE policies. Asking CRs about the challenges that arose from adhering to these policis in practice	Asking Cs about which policies informed their engagement strategies. Asking Cs about the challenges that occurred in implementing SE policy in practice	Asking CEPs about the policy formulation and implementation of SE and existence of guidance of a SE plan. Asking what Informed their engagement strategies	Acquiring knowledge regarding the existence of policies that inform SE practices. Acquiring knowledge as to whether policy guidelines were adhered to.
To obtain the experiences of the 3Cs	Asking community	Asking community	Asking community	It was envisioned that the

with SE in the CoF	representatives about whether language in engagement sessions were appropriate for all present Asking about clarity of communication in public meetings Asking whether public meeting attendance/workshops attendance were acceptable Asking about disagreements and agreements that arose in SE meetings with the other 3Cs and how disagreements were resolved. Asking about challenges they encountered personally in engagements. Asking about rewarding experiences in the SE process Asking if their community members were satisfied with the outcomes of the ToD projects	representatives about whether language in engagement sessions were appropriate for all present Asking Cs about clarity of communication in public meetings Asking Cs if public meeting attendance/workshops attendance were acceptable Asking about disagreements and agreements that arose in SE meetings with the other 3Cs and how disagreements were resolved. Asking about challenges they encountered personally in engagements. Asking about rewarding experiences in the SE process Asking if their community members were satisfied with the outcomes of the ToD projects	representatives about whether language in engagement sessions were appropriate for all present Asking CEPs about clarity of communication in public meetings Asking CEPs if public meeting attendance/workshops attendance were acceptable Asking about disagreements and agreements that arose in SE meetings with the other 3Cs and how disagreements were resolved. Asking about challenges they encountered personally in engagements. Asking about rewarding experiences in the SE process Asking if their community members were satisfied with the outcomes of the ToD projects	experiences of the CRs, CEPs and Cs with regards to SE was vast and therefore questions were restricted to experiences with communication, agreements, disagreements. Workshop and public meetings attendance, challenges, rewarding aspects of SE and knowledge regarding satisfaction of communities.
Determining which areas of SE needing	Asking community representatives about in	Asking contractors how SE could be better	Asking community representatives about	Compiling of recommendations for

improvement	their opinion regarding how SE could be better improved in future based on their experiences with CEPs, Cs and CMs.	improved in future based on their interactions with CRs, CMs, and CEPs.	in their opinion regarding how SE could be better improved in future based on their experiences with CMs, Cs and CRs, and other CEPs	improvement of future SE activities from the experiences of the 4C stakeholders.

5.2.3 Main Interview Themes

Content analysis was performed using NVivo 12. The questions asked were proposed explicitly to cover the four research objectives of this study comprehensively. The themes of this study were shaped by the literature review and the theoretical framework chapters, which emphasised the importance of SE and the duty of organisations to undertake engagements with stakeholders existing in the environment in which they operate. Moreover, the importance of SE is also emphasized in how it is undertaken. How SE is undertaken is what can be described as 'the nature of' SE. The nature of SE, therefore, requires elements such as:

- Stakeholder identification
- A SE Plan
- Clear Language used for all people
- Competencies in conducting SE
- Media Coverage/Advertising of CoF
- Challenges encountered in SE
- Rewarding experiences
- Transparency and Accountability
- Attendance of meetings/workshops
- Stakeholder satisfaction
- Incorporation of Stakeholder interests into development projects
- Budget

From literature, it is evident that there are diverse ways of undertaking SE. However, the above-listed factors can help to give an idea of the nature of SE that has taken place in a project because these are primary issues that affect SE. The questions considered in the formulation of the questionnaire considered all these aspects. Discussions were facilitated to obtain an idea

regarding each of these points. Some of the points were covered extensively by some interviewees. In contrast, not all interviewees did not give any related information or insight into some of the elements as mentioned above in bullet-point above.

5.3 Who are the COF stakeholders, and what are their roles in stakeholder engagements

This question exists to address the first research questions (RQ1), which is related to the first research objective RO1. From the responses given in the interviews regarding who stakeholders in the CoF were, CoJ and the JDA were cited in many instances. The reason for this is that, as is articulated by literature findings the CoJ municipality is the project custodian of the CoF vision and its associated projects. The JDA is *"a city-owned entity" contracted by the CoJ to implement the projects of the CoJ. That the role of the JDA involved "implementing projects on behalf of the city of Johannesburg who are the custodians of the COF which is now the Johannesburg TOD project"* was confirmed by C3. As stated by *CEP3 "the JDA is an intermittent agency, it's not like a development company. The City develops plans as to what must happen in the City and in those plans, and what comes out of those plans is then project lists. These lists are then given to the JDA with a budget for them to go and implement the project."* The role of the City and the JDA in the CoF is also displayed on their respective websites and in various reports dealing with the CoF. DoT JRA, JOSHCO, JPC Joburg water, Sandton board members, and City parks were also mentioned as stakeholders by C. Another important stakeholder that was mentioned frequently was communities, community representatives, and community groups. Communities were relevant stakeholders because, in some instances, they were opposed to particular projects of the CoF and had a substantial role in moderating some of the initial proposals, especially when it came to the densification aspect of the CoF vision (CEP 1). Other stakeholders include government departments such as the Department of Health and the Department of Education (CEP 3). The list of stakeholders mentioned by the interviewees also included private developers, businesses, academics, taxi associations, transport associations, tuk-tuk, religious groups, schools, NGOs, Banks, legal advisors, and international organisations such as *"UN- Habitat" and "World Bank*" (CEP 7). According to CEP 1, CEP7, and C2, the list of stakeholders keeps growing. Some of these stakeholders were interviewed, and due to the exhaustive list of specific stakeholders that have not been mentioned for confidentiality purposes. City-owned organisations have been mentioned due to the fact that they state their involvement regarding the CoF on their respective websites or/and in reports.

Various stakeholders have and continue to play different roles. In the CoF TOD, there are stakeholders that have been "financiers," according to some of the interviewees. According to CEP7, in discussing the Agence Française de Développement (AFD) as one of the financiers of the CoF TOD stated, *"They gave us a loan of 250 million every single year to augment what our department already had budgeted for. So, just adding onto it, so that we can make some investment into the TOD area".* National treasury and the World Bank were also cited as financiers by CEP7 and CEP3 with UN-Habitat referenced as another international stakeholder. The roles of the stakeholders interviewed for this study are outlined below. CEP 1 emphasised the importance of all the stakeholders of the CoF by stating the following … *"The corridors of freedom is of such importance that we cannot let slip any potential stakeholder or participant developer or whoever."* CEP 1 also emphasised the immense facilitations that the CoJ undertook and the rigorous commenting and engagements that they were involved in when it came to the CoF.

The role of CEP1 in the CoF began with the CoJ as an urban designer working across all the regions. CEP1 stated that their involvement was mainly in the Louis Botha corridors with some limited interaction with the Empire Perth Corridor. *"The main reason was simply just because in the Louis Botha; it seemed at the time that the developers were more ready to take on the policy and start implementation. The majority of my work was along Louis Botha Corridor."* The role of CEP1, however, shifted from region E, Louis Botha, *to "region F which is inner-city and Turffontein corridor. So, I have actually shifted away from the corridors of freedom since round about 2017 towards the end/ 2018. But I have been a part of the design implementation on an ongoing basis."* CEP 2 is a spatial planner stationed in region E and was involved in stakeholder engagement activities *"…we hold engagements when we plan for the area and do a plan for the development so we need to consult our legislation which will enable us to have engagements in each and every phase in terms of us developing a document."* CEP3 stated that his role involved overseeing the budget and managing the agency that implementing the project on behalf of the CoJ. He further stated that the CoJ was responsible for the studies that ultimately led to the project. Moreover, in clarifying the city's role, CEP3 explained, *"We are not a profit organisation. So, when we build a library, for example, we are not getting any money out of it. What we do is that we want to create better-living conditions and a competent frame for investors to come and invest*

in our city. We don't get any money out of it as a result, so the only thing is that it is needful for us is to grow. We want to make sure that we grow our rail base as well. So, from a rail base perspective, I can say, yes, that is the only incentive we get. Our city enjoys what we want it to happen." The role of CEP 4 was to oversee spatial planning within the region E (Louis Botha Corridor). Her role was to facilitate development within the corridors, which entails liaising with developers that are interested in developing the spaces within region E. CEP 4 elaborated on her role, further stating*, "We advise them on what the policy can allow for them to apply for. Sometimes if possible, we do that they might experience in the city in terms of starting the applications and fast track the development if possible because this is one of our priority areas."* CEP4 also had prior involvement in other *"projects that have been implemented along the corridors, so that entails various things like public space upgrades, parks and things like that, that the city is implementing."* CEP 5 was a specialist for region E. CEP5 stated that their role was to basically facilitated the development for the corridors, not development that was on the ground but assisted developers in obtaining rights together with the land-use management colleagues on the Louis-Botha corridor specifically because it contains a number of precincts that CEP5 was involved such as the Patterson Park Precinct Plan, Balfour Park Precinct Plan and the Grant Avenue Precinct Plan. CEP6 was responsible for coordinating projects with entities and departments to make things smoother on the ground. This entailed meetings between various stakeholders such as public and contractors, contractors and entities and departments.

CEP7, the regional representative for one of the regions was involved in the completion of the planning work for the CoF and is currently involve in the implementation of the CoF which is being done by the CoJ, the Johannesburg development agency, and other sister departments such as City Power who have a project in the CoF. *"Part of what we have to do, we have to sit and make sure that everybody and all the efforts are aligned to one strategic role which is captured or entrenched in the actual physical plan. We do a lot of overseeing and co-ordination, so oversight role, currently. Implementation, I can implement as a project manager. I have got some projects where I am the project manager, and then I do a lot of private sector facilitation. Private sector facilitation is just seeing how the private sector responds to a lot of those things. So those will be my roles for the current projects now."* CEP 7 is involved in giving seminars and gave talks locally or abroad about the CoF. Moreover, where there are city delegations, CEP7 takes people coming from outside on dedicated site visits to give them a sense of what the physical space of the CoF

looks like. C1 was involved in legal matters such as legal education, court preparation, court support, and had involvement in the prevention of substance abuse program aspects of the CoF. C2, a private sector stakeholder, was involved in community engagements from 2014. C3 was responsible for raising awareness on the corridors and what the city was trying to do through the corridors. C3 was also tasked with the responsibility of facilitating and advancing developments in priority areas around the corridors both in region B and part of Region F. The role of C4 in the CoF was a stakeholder liaison officer who provided legal advisory services and dealt more with the taxi industry. C5 was involved in the designing of a water reservoir in Brixton, which falls under the region E area. The purpose of the water tower was to address the water restrictions and water shortages within the area and was part of the team appointed to design a 26 million litre reservoir.

CR1, a Ward councillor in one of the regions, was interviewed and was yet uninformed about the CoF project. CR2 was involved in some of the TOD projects that have been implemented include *"the upgrade of Frank Brown Park, NorthPark non-motorised transport upgrades, JOSHCO social housing, the new reservoir tower and build. Partially with the city and the municipality, resident associations, community police force, faith-based organisations, the waste-pickers, the NPOs, the University of Johannesburg, schools, anyone"*. CR3 was a part of the resident association and ward committee, who was involved in comprehensive engagements with the city and various other stakeholders. A joint interview was conducted with CR4 & CR5. They are resident association members. CR6 and CR7 are ward councillors positioned in regions E and B, respectively. From the information given, the relationship roles between the 3Cs are as follows: the city plans projects and formulates policies for the projects. They engage with communities and other stakeholders such as private developers, contractors, and the stakeholders mentioned above by CR2. The CoJ conducts its own separate stakeholder engagements with communities regarding policies. The JDA is contracted to implement CoJ projects. The JDA holds its separate stakeholder engagements and also conducts development facilitations where relevant personnel is appointed go door to door, telling stakeholders such as businesses within the relevant areas about the projects they are to implement. According to CEP2, *"this is because they also need to find out the locals that they need to employ in the area, the JDA also "consult the councillors and key stakeholders of the area, so JDA does consult as well."*

From the responses regarding the various stakeholders that the interviewees worked with, and also their own roles in the CoF give an indicate the vastness of the stakeholders that are part of the CoF vision. The focus of this study, however, was limited to these 3Cs who have had extensive involvement in the CoF. Two of the respondents who were community representatives did not have any involvement in the CoF SE processes; however, they had more than two years of experience as community representatives and also had members of their communities affected by the BRT both before and during the term of their occupation as CRs. What can be gathered from the role of the interviewees, apart from the two CRs, is that they have worked across the various regions of Johannesburg that that form part of this study's scope, i.e., region F, region B, region E, and region D. All regions Soweto, Empire Perth, Louis Botha, and Turffontein are covered or represented by the respondents. The respondents of the interviewees and their replies to the interview questions are, thus, appropriate and relevant for this research. RQ1 question has thus been answered from the information given about the various stakeholders mentioned by the interviewees. The identified stakeholders, however, are not the entire list of stakeholders that form part of the CoF. The full detailed list of all the stakeholders of the CoF from the time of the announcement of the CoF, its planning and parts of some of its project implementation is exhaustive, and for this reason, this entire study is confined to 4Cs. The stakeholders whose roles have been discussed in detail fall into one of the categories of the 4Cs. However, other stakeholders that are not discussed in detail fall under stakeholders such as banks, transport organisations, private developers, businesses, academics, taxi associations, transport associations, religious groups, schools, NGOs, legal advisors, and international organisations. The next section 5.4 tackles the second research question seeks to find out whether the relevant principles of SE outlined in policies were carried out practically in the SEs by Cs and CEPs.

5.4 How were stakeholder engagement principles and norms in South African legislation, plans, policies, and programs practicalised in the COF vision?

This question was mainly to be answered by the combination of the information from the literature review discussing the various policies that deal with SE and apply to Johannesburg and the semi-structured interviews. This section, however, presents the data that was analysed from the interviewees concerning this question. In responding to this question, CEP1 stated that they held development sessions with private developers who were encouraged to bring some of their development for the CEPs to have a pre-feasibility scan through it, to talk a bit about the

imperatives of the policy, to apply that and try and give guidance to the various developers or stakeholders to apply and interpret the policy itself". From this response, it is clear that engagements between private developers and CEP engagements were encouraged. One of the CEPs mentioned that the organisation they worked for was in the process of improving their SE framework, a policy of the JDA on stakeholder engagement. It was also stated that the framework was used as a guideline on how they undertook stakeholder engagements. The CEP further stated that they were "essentially we are also guided by the City processes through ward government on how we engage communities." One of the CRs in answering this question expressed the lack of clarity that the constitution and legislation had in dealing with how to conduct public participation, which is a form of SE. The CR also stated that they had often said to a member of their party that they were in need of a policy that would communicate what they would consider active participation and inadequate participation. CR stated that the policies of SE should give clear outlines that take into consideration consulting disabled people citing the blind as an example. CR explained that information regarding public participation was going out to newspapers and stated rhetorical questions that SE specialists needed to think about… "how *do blind people access? did you go to the radio?"*

According to CEP2, the city has legislation that they follow when it comes to undertaking SE *"…so we need to consult our legislation which will enable us to have engagements in each and every phase in terms of us developing a document."* It is therefore evident that there is legislation on SE, which is confirmed in the literature review; however, the legislation is in need of enforcement. In light of whether SE in policy and legislation was carried out in practice, CEP2 stated that in some instances, it was difficult to implement certain things stipulated in policy in the practical sense. CEP2 explained the reason for this was that there were little technicalities of implementing the document. *"for example, the policy says this, but in reality, I cannot implement this… we have this policy that says this, but on the ground is not the reality, so what must come first? That was another challenge in terms of the engagements that we had."* CR3 referred to the commune policy, which involved a two-year public participation process and expressed dissatisfaction regarding the fact that the things "*The commune policy was also a two-year public participation process, it never materialized as the parties agreed in the end… But if you have a policy on the table that is a product of public participation, you stick to it, and you do what was*

agreed between all the parties. Why did we waste 100 hours of our lives to contribute to this? Why did the taxman pay?"

C2 stated, *"Public participation meetings are one of the things that generally consultants hate to do, but yet they know they have to do it and tick the box, but they don't do it thoroughly often enough. And that thoroughness is dependent on whether that project is successful or not, and often because public participation is given much very little attention to, that is why a lot of projects fail because when the projects have to roll out you get the people that wake up and say why were we not consulted with?"* the lack of thoroughness in conducting SE with communities and other members of the public is a problem that stems from the guidance of policy. From policy review, it is evident that there is a lack of direction from policies regarding an indication as to how many people need to be consulted to declare community participation saturated or enough.

In response to what legislation informed the City's SE activities on the CEP6 stated that they work within the legislative framework dealing with public participation, which starts with the IDP (Integrated Development Plan), which is legislated (this is discussed in the literature review). CEP6 also stated that *"when it comes to projects and those types of things, it is just common practice. Also, it is in our policy that we have to do public participation so that people who will be affected by any project whether it be the conceptual phases, the construction or afterwards when implemented and up and running, we need to keep communities informed of what is going on and how things will happen. It is actually whichever project manager and entity to decide how they want to run the public participation, whether it be by means of a public meeting, whether it be by means of just an open letter to them, which can be dropped off at their homes. However, we prefer to have a face-to-face conversation with public meetings because that is where most of the issues can be resolved."* CEP6 stated that they made use of ward councillors to disseminate any information regarding any public projects that might be happening.

These are a few of the responses that relate to whether the SE policy was implemented on the ground during engagements. The most direct response was given by a CEP who stated that there were challenges regarding implementation of principles in SE Policy that were difficult to implement in practice because the context was not appropriate for the application of certain things stated by the policy. This question, however, is given more clarity in the section next section 5.5 gives a detailed personal experience of various 4Cs regarding SE in CoF. These experiences can

then be compared to the principles outlined in the SE policies that are discussed in the literature review regarding SE. It is from this that a wholistic account of whether principles SE in Policy was carried out in practice. From the few responses given in this section, however, there is an indication that there are instances where what is stipulated in the implementation of participation policy is also hindered by a lack of thorough enforcement and is in need of much attention. *"This would require going beyond technocratic public participation processes."* In the next section, section 5.5 gives the experiences of the 3Cs, and it is these experiences that are then related to the information received from the questionnaire. The specific aspects of SE that were investigated included experiences regarding communication, workshops, public meetings, the existence of a SE plan, rewarding aspects of engagements, agreements, and disagreements, challenges, and stakes or interests in the various CoF projects.

5.5 How do the engagement experiences of the 3Cs compare to that of community members?

This question is related to research objective two (RO2) a seeks to appraise the experiences of contractors, city entity professionals, and community representatives and then compare their experiences with the experiences of community members. This section, however, partly answers this question because the interviews are conducted with the 3Cs (City entity professionals, Contractors, and Community Representatives). The word "experiences" used in research question two above, refers to experiences with communication in workshops, experience with team-building exercises, how the 3Cs dealt with absence in meetings, their experiences with challenges, disagreements, and agreements in engagements. Experiences with how disagreements were resolved, the aspects of engagements they found rewarding, and their recommendations for improvement of engagements in the future.

5.5.1 Communication

Communication forms a significant part of stakeholder engagement. This segment discourses aspect of communication such as means of communications used in engaging public from CEPs, Cs, and CRs, and the experiences of these 3Cs regarding their experiences of communicating in public meetings and how information was communicated in public meetings, the use of understandable language suitable for all present at meetings.

5.5.1.1 Communication Experiences of CEPs

With regards to experiences with communication in the SE process, CEP 1 specified that the communication approaches used depended on the actual nature, purpose, and intent of the communication. According to CEP 1, in the communication of spatial policy, for example, *"there are certain minimum standards and guidelines that we have to be followed."* CEP 1 further stated that *"So when we are doing a precinct plan or spatial policy, it takes the form of public notices in the public space, advertising the project, where it can be accessed, and then it will have a physical interaction so we would say, have a look at these documents, and at this day or at this venue, at school or at this recreational, we can have a face to face engagement where we present, then they provide feedback, we take note of it, and we either apply or we come up with a response. Those that we cannot resolve we re-engage at a later stage."* From the interview, it was gathered that it was not uncommon for the use of social media for policy formulation, marketing, and just putting the measures out there. CEP 1 stated that the use of social media was permitted in their policy formulation process, especially as a communication tool.

CEP1, however, did not advise the use of social media when it came to actual feedback and dialogue. *"Social media is not always the best platform to utilize if you really want to affect policy changes. In that sense, we rely heavily on verbal communication, face to face telephonic where it is applicable, but also, more importantly, written submission because it serves as a proof of record that the conversation took place, it gives us time to contemplate, effect and adapt. That is with regards to policy formulation."* Face-to-face engagements were used in terms of the private sector developers' presentations, and telephonic discussions were used where a communication channel was established only because of the ease of expressing ones-self face-to-face with someone verbally. CEP1 also stated that *"formal letters were also a means of communication, but also a less slightly formal tone in some instances where we were discussing or actually debating the finer details of the proposals, and that could be in a less formalized structured email for instance, or the telephone call to communicate the outcome. Ultimately all communication where we come into an agreement of the outcome of a policy directive has always been communicated in writing and formal city of Johannesburg letter to give it the proper effect that it needs. Hence, it is not just sort of these things just hanging around the edge of he said; she said type of things. It was more the discussions that were less formalized sometimes."*

According to CEP3, the means of communication used *"would differ from stakeholder to stakeholder. so, with the community, for example, stations, distribute flyers, so that you get as wide a reach as possible."* When it came to engaging government departments and other professional bodies, then the email was recommended. CEP4 also stated that they communicated using *"mainly emails" and "over the telephone."* In the experiences of CEP4, there was no use of WhatsApp. *"I have learned not to use my WhatsApp for work."* When it came to the use of understandable language in community engagement meetings, CEP4 stated that in their experience with regards to community engagement/public meetings, "everyone understood English." CEP 4 reiterated that they were a pretty diverse team of professionals to cater to those community members that did not understand English. However, *"a lot of areas that fall within the corridors are a more middle-class type of area where most of the people speak English and did not have difficulty understanding the language."* CEP4 worked in the middle-class areas in which the CoF fell and therefore spoke from her experiences from the context of having been involved in the region.

In discussing the Eco-Mobility project, which was held in Sandton, CEP6 stated that the event was widely publicised through the dissemination of information to the business community in Sandton as well as the affected residents. *"We tried our best to make sure that people knew where to go to drop off their vehicles to get a bus, or whatever the case might have been in their own circumstance. I think one of the biggest things was that we tried to communicate as best as possible and where we knew there might be an inconvenience, we tried to alleviate that with secondary planning such as traffic management to direct people and things like that."* The Eco-mobility festival recorded fifteen-thousand participants. The festival held through the month of October 2015 and saw commuters patronising access to the Sandton CBD using eco-friendly modes of transport such as bicycles or public transport.

5.5.1.2 Communication Experiences of Cs

C1 mentioned the use of social media platforms as a means of communication amongst stakeholders. *"We used email and WhatsApp and cell phone, and Out of the meetings, we use all of those. We communicate constantly. If someone had a burning issue outside of the meetings, we address those."*

5.5.1.3 Communication experiences from CRs perspective

CR3 recounted experiences regarding clarity of communication and consideration for diverse language speakers in the community engagement sessions. *" Look we interrupted them if it was too technical if the people did not understand, there was a lot of Afrikaans people that are not that fluent in English, uhm, Zulu people, you know all the eleven languages, so if there was a problem we asked for more simple and plain language to make it clearer, and they were quite willing, they went through great lengths to explain the implications of every statement that was made."*. CR4 cited communication in public meetings as one of the biggest problems encountered. *"This is actually one of the biggest problems. They mumble, and they look at the screen instead of looking at the audience. They have got the equipment; they can face the audience with their equipment. They are not equipped to answer questions. They do not have the technical staff with them to say, all right this is a sewage problem, this is a Joburg water problem, this is City Parks problem. How do I deal with that? Now they have to go back and then come back to you, which they never do." CR5 stated, "they may even be very well informed, but they have not been trained to present. They mumble you cannot hear them; their presentation that they put up is not that good. Sometimes it is very good but they cannot talk to it as well. They need training."*

CR4 cited the dissemination of inaccurate or incorrect information as another problem encountered in SE sessions. *"the problem is they give misinformation. One of the presentations we went to, we were alerted, and we alerted one of the senior representatives of the city parks. I think you should be here because from what we hear, they are going to say that you have approved something that you haven't approved. So, he was there. He said I do not know anything about what you are talking about, how can you say that I have approved anything, I am sitting here, I have not signed anything off."* In public meetings or community engagements, it is needful for minutes to be taken.

Minutes serve as a record as to what occurs in a meeting and what has been communicated a meeting by the various participants present. In the meetings, CR4 and CR5 expressed much displeasure in the major flaw that occurred regarding the lack of minutes being taken in the community engagement meetings that they attended. In relation to minutes take, CR5 also mentioned that *"there was one meeting with a contractor, they put out the minutes, it was five lines out of two-hours of minutes, and it was illiterate. It was an insult. We went back to say you are insulting us."* CR6 experience with the CoF was that there existed a lack of communication

between communities who are end-users and which was described as *"a big big gap."* CR6 also stated that the expenditure of millions of Rands on infrastructure for the benefit of the end-users, i.e., the community, was useless, especially when the infrastructure does not benefit the community members.

5.6 Did you undergo any SE training, team-building exercises and/or workshops?

5.6.1 SE Training, team-building exercises and workshops of CEPs CERs and Cs regarding SE

There are a few CEPs and Cs that were able to give input regarding training. In this question, they were asked if they had any prior training to acquire or sharpen their skills of engaging with community stakeholders and other stakeholders. CEP 7 did nor underwent any SE training in the time of involvement in the CoF. It was stated that as a professional contractor working for his former organisation, as part of involvement in the CoF vision, they were commissioned, and "one of the things they had in their terms of reference is that they had to conduct the public participation or the stakeholder workshops." CEP 7 also stated that there wasn't any training provided for the simple reason that conducting stakeholder engagements or workshops was not anything new.

"I mean every planning document requires that you at least allow for three stakeholder engagements. So, it is something that we have been doing. As a planner, we are all trained in that particular field, so you get your training from actual school, and then you become a professional planner, and then you have to be able to conduct stakeholder facilitation. I don't remember a development where either as Aurecon or City Officials just to be able to conduct public engagements because we had done that in many other previous projects."

5.6.2 Nature of SE workshops, meetings, and sessions

CEP1 acknowledged involvement in team-building exercises and workshops relating to the CoF. CEP1 mentioned quarterly engagement sessions with the private sector at large, which takes the form of a one-day or morning session where financial interdictions and also private developers or attendants send out the message and see where it lands. CEP1 recounted having development open sessions where developers were able to bring some of their developments to the sessions for a pre-feasibility scan. In these sessions, the imperatives of the policy and its application to the developments. *"We try and give guidance to the various developers or stakeholders, to apply and interpret the policy itself. Those ones are less formalized."* CEP3 attended meetings that involved engagements with communities since they are the stakeholders that are affected most by the

developments. Other engagements involved engagements with professional. CEP 4 was involved in one-on-one engagements were mainly with the business sector. *"So, we met those individually as well because some of the lands are owned by the city, but most of it is publicly owned."*

5.6.2.1 Commitment to meetings

In the SE meetings, C1 stated that if they were unable to attend meetings, there were minutes taken and feedback given to help keep those that could not attend informed. *"We have those minutes and feedback, and for the following meetings, we look at the meetings. If I am unable to attend, I have somebody to attend the meetings on my behalf."*

5.7 What were some of the challenges, agreements, disagreements you encountered & how were these addressed?

5.7.1 CEP's perspectives

All seven of the CEPs responded to this theme. CEP1, CEP2, CEP3, CEP4, CEP5, CEP6 and CEP7. CEP1 stated that challenges with engagements held with other professional stakeholders and communities were "trying to convince others of what we are trying to do." Stated that disagreements were frequent during the policy formulation component of the CoF and, in the subsequent, more frequent engagements. The disagreements with community stakeholders and community groups, with professional bodies and other departments. Disagreements arose because of the looming change that the CoF was to create, including a range of matters. The most but probable and primary source of disagreement arose from the fact that *"people are generally scared of change; people are scared of what the policy approval would mean for them and what it would mean for their particular areas. They are scared that their investments, business, or property value would erode because of additional measures, additional traffic pressures."* CEP1 had also observed challenges due to opposition to densification by some community members. *"Communities and forums have fears that we are creating an unmanageable situation, particularly with regards to densification. By unmanageable, we refer to the fact that there is not enough policing to actually enforce by-laws, which is the reality in many instances, even in areas where we are not pushing densification. Traffic law enforcement, also traffic pressures, and we have had to negotiate and debate these things and try and find solutions to this, and at some point, agreed that we would never fully agree on these things and certain conditions that would minimize the risk on either end, both for ourselves and the communities."*

Some of the disagreements that occurred with some of the developers were quite wide, according to CEP1. The first disagreement is regarding density. *"A lot of the time, we get into disagreements about what is the permissible density that one can apply for. If you read and understand the document that density isn't a dead free giveaway, there are conditions attached to it. The conditions being that it needs to create an inclusive social environment, it needs to sort of actually sit in and adapt to the issue of investing heavily in terms of those corridors. In some instances, the developers were requesting a significant increase in density over and well above what was stipulated in the policy."* CEP 1 also stated that in most cases, developers had a pre-formulated sort of recipe of how they develop. *"They know what the buildings look like; they know how much of the cost, and the feasibility essentially depends on those types of configuration. So, they have got those designs, they apply it and do a different paint job on it you know they have been around the area. And what we are essentially calling for is, yes, you can have these additional rights but the increase of viability, of your own development, you can have more people living in there, you can have businesses that generate additional income, but however, you need to comply with the following, and that is a lot of times where we had many disagreements about the actual form and the shape of it."*

CEP2 stated that getting to a comprehensive and shared vision was one of the challenges, and another challenge was getting people to understand the mandate of the City. *"So, when the document has been drafted, we all have different visions of what the corridors of freedom should be. My personal experiences were getting people to understand why you need a change in an area that they have known for half of their lives, some of them. Some of them all of their lives cos what the document does is shift mindsets with regards to how the city should function, and this whole concept of densification is a monster to many people who literally just want their suburban housing."* CEP2 further explained that reaching a shared vision was very much needed since the CoF initiative was created for the greater public good and for a greater purpose and not for the benefit of individuals alone. CEP2 cited the occurrence of the influx of people into Johannesburg. *"There are a lot more people coming into Johannesburg, and we need to house the people for them to have social facilities that are functional and efficient, and they need to be able to get to places; hence the Rea-Vaya, and the clinics and the parks that we are upgrading."* It was also a challenge cited by CEP2 was also somewhat understanding the frustrations of communities

regarding the fact that *"you just literally come into an area and change the space in which they grew up their whole lives."*

Regarding the resolution of the disagreements around densification, CEP3 put it forward to communities that *"it has never ever happened that a city approves the development and the neighbouring property actually go down or they devalue." According to CEP3, "We had someone discuss the project that it has never happened, and we had to take precautions on how we approach development. So, in a sense overlooking where we are just building lines and landscaping and so forth, and that the investment goes with, whenever the citizens are not opposed to development within their area, it becomes prioritized for the city spending as well. So that means that you will see a lot of swimming pools built in your area, a lot of libraries being built in your area. So, it is almost like an exchange of though, you give me something, and I give you something. It was further explained that CEP3s organisation had spent "over hundreds of millions in these areas in terms of improvement."* It was put forward to communities that other communities were buying into areas that were densified. The process of change is inevitable was also explained to community members. *"Another thing is that being in the city, areas change, we also, therefore, inform the community that your area will change whether you like it or not. So, it is rather better to work together towards finding a common future for the area. So that type of thing helped in terms of getting by into the community and then resolving the conflicts that arose. And of course, not everyone will be happy. You will still find an objection here and there because they are not happy with the densities, and so those will always come up."* CEP6 narrated the challenges that they were facing in their region regarding the CoF. *"Remember, Louis Botha is a corridor in the city with high traffic volumes. When it started in the conceptual phases, people were up in arms about it because they were saying that the congestion would just get worse, because you are taking away lanes in providing a bus lane. However, I think with time, as people start to understand how the traffic flows will work, how intersections have changed, and those types of things, things have become better. However, during the implementation phase of it, there are still issues in terms of traffic management, the cleanliness of the area, and things like that, uhm, and that is one of the things that we were facing at the moment."* CEP6 also stated that the challenge with stakeholder engagement was that "*it is always difficult to try and appease everyone and to find common ground. However, I must say that if you are open and honest, and you explain your*

challenges or challenges that the implementing body face, people are a little bit more understanding."

CEP7 also gave a detailed account of the numerous challenges experienced in SE regarding the CoF. The first challenge arose due to the diverse interest groups presented by community members as stakeholders. *"So numerous, numerous challenges. The one is in the actual stakeholder engagement itself when you conduct public participation, what you often find is that there are so many diverse interest groups within particular communities and some have a very strong agenda, which is not aligned to our transformation agenda it's just to preserve the status quo. So, development intensity must remain as is because people have this view that development is going to devalue their properties Often they are so well organized that they almost bully all other participants within the stakeholder engagement process into not having a view-out and that in just listening to that we miss out on those other people that are maybe pro-development or pro-densification have to say in the process. So, I have seen that that's a flaw with the manner in which it is conducted. Everybody is all invited, but people with the loudest voices are always the ones that are at an advantage. So that is a major challenge."* This point was also raised by CEP 3, who stated that there were community members that were disturbed that their properties would be devalued as a result of the densification aspect of the CoF. *"The community was not in favour of us, essentially changing their area. and they were vehemently against the decrease of value specifically in the area, specifically in the area where they live, that their houses would obviously lose value because of the development."* The second challenge raised by CEP 7 was having to sell the idea to residents that lived in well-established suburbs *"such as your Melville's' and your Auckland parks. Having to sell your idea to them, and there are benefits to having the city developing and intensifying in the manner that we envisioned it. These suburbs are close to public amenities, and it's just simply not fair for only a few residents to get to benefit from the urban efficiencies of being very close to resourced areas and amenities."* CEP7 also stated that the City ideally wanted more people to enjoy public amenities. *"...with the kind of infrastructure that we are pulling proactively as a city ideally, you would want a good return on that investment by having more people benefit from it. So that is another challenge."*

The third challenge articulated by CEP7 was the challenge presented by the transition of the CoF vision and its projects to another form of leadership. *"So, it was the ANC, and now it's the*

Coalition government. The challenges are having to release particular projects back to a new government that has its own priorities, you know what I mean, and making them understand that this thing, there is still value to it, and it is actually a good concept. So that has been a major challenge." Another major challenge was the occurrence of budget cuts. *"We've also had budget cuts. So, we had the program, we have an idea around what the capital budget is that could fund it and then we kind of made projections, and we sequenced that spending to align to as people redevelop. If you have a new government, I mean they have their own priorities, and then they changed that, and then it affected the actual roll-out of the project, so that was one major challenge." It was explained that budget cuts had a major impact on "capacity."*

"I suppose a challenge to that had been that what we had in mind in terms of the infrastructure investment that we were going to... the underlying infrastructure investment to unlock in these areas with the budget cuts that was kind of side-tracked a little bit. So, we don't want to create capacity that when the developers come with their applications, we say no, we have no capacity for you. So that has been a major issue. We also had things like spatial development zones, which was a package of workstreams that we wanted to do on behalf of the developers so that they don't have to do it themselves. So, it's like heritage studies, it's like looking at different models that could work for a particular site and how you can redevelop it so that a person literally has to plug-in that and put it in, so they don't have to contract an architect to do all kinds of fancy things. So, all those works since we had done, we had hoped that it would assist the private sector in understanding what the city wants for these areas. But then because of the whole power issue and the infrastructure that we had, we couldn't approve that workstream because it also creates an impression that there is capacity. Yet when people come and respond then, we have issues as the city. So, I think that has been a major one."

CEP7 cited the private sector response as one of the main challenges encountered. *"I think another challenge is we would have liked more private sector response to it. There is some movement from the private sector, but we would have liked more people actually taking up the rights that we had given."* An inhouse challenge regarding the with other internal stakeholder departments was raised by CEP7, who stated that efforts to function seamlessly with other departments were a challenge. The example was given regarding the need for "no variance" between the priorities of the various departments. *"Ensuring that, say if say social development has a program to do social facilities,*

that their priority and your priority, there is no variance. We are aligned. So, ensuring that they have the projects where you as a city is promoting growth so that you don't have the corridors of freedom and social development is doing something in cosmos city, for example. We want them to do projects that reinforce the corridors a range of amenities. So that goes for other departments. City Power might be to electrify informal settlements, but then we've got this area where we are trying to promote growth, and we ideally want it to be electrified. So those have been some of the major challenges that I can think of at this point that has hampered the progress of the program itself."

CEP4 also accounted for similar challenges in SE within the CoF, however, mixed with positive responses from people. *"When we did the spatial development launch, we really came across a lot of negative response."* Some of the negative responses arose from the not in my backyard (NIMBY) mentality (this point was also discussed and confirmed by C3, CR4 &CR5). According to CEP4, those that held this mindset often misinterpreted the whole purpose of the densification imitative. *"Some look at it as we are invading their space, and we are imposing all of these things on them. Moreover, we are like no, as landowners, you do not have to take up the rights of what we are suggesting, we are just trying to make it easier for those who do want to transform the city with us."* CEP4 explained that Johannesburg as a City still reflected very out-dated planning where *"people are still living far from opportunities and public transport. We need to start transforming these well-located areas. Think about Houghton, for example. Houghton is literally down the road from the inner city, and there are massive plots with one house. It is not right; it is not okay; it is a dysfunctional urban form. So, we need to start getting people to think in a different way, but unfortunately, at times, they don't want to see the benefits of initiatives such as this."*

5.7.2 Contractors perspectives

All Contractors responded to this theme. C1 recounted the challenging experiences that arose in stakeholder meetings. It was stated that the challenges arose due to political affiliation and the diverse personal interests that existed amongst the various stakeholders. C2 stated that one of the challenges encountered with regard to community engagements was the fact that there are not many people consulted in the process and, as a result, is often not done thoroughly enough to ensure wide coverage of people are informed about developments. As a result, people often ask why they were not consulted once the roll-out of the project begins. *"You can show all the world*

that you had consulted and that you had dedicated dates, but they say well, we were unable to attend those, so what are you going to do about it? so we are going to object to your project." Another challenge that was discussed was that consultations were given too little time, and the audience was not far and wide enough due to public participation being the most tedious part of the project. "*more times consultants tend to cut back on public participation because it is time-consuming and involves chasing the people to give your comments as well."*

C3 stated that most of the issues related to not in my back-yard stance regarding densification, people are very scared of densities, especially in very low-density communities where much higher densities were being proposed. *"So, they were very wary of that and how that would impact their property investments in the area."* Other community members, however, received densification quite well. *"So, it was mixed; it was both good and bad."* C4 was mainly centred around the initial opposition from the taxi industry regarding the roll-out of the BRT aspect of the CoF. *"So, from the beginning when the BRT was being rolled out from the beginning, it was met with some resistance from the taxi industry who viewed the BRT as an animal that was just going to collapse their business."* C4 stated that the taxi industry didn't have a conception of what the BRT was all about. The taxi industry was concerned as to whether they were going to be a part of the BRT; there were concerns regarding how they would also benefit from the BRT. These are the reasons that the BRT roll-out was met with some serious opposition. *"…and I know that when the roll-out was happening, so many people died that were part of the negotiations as well…so, some people were threatened, and those that joined the BRT in fact became persona non grata. They became unwanted people in the association, and they were tramped all together. So, once you become part of the BRT, you can't be regarded as a member of that particular association, so Those that participated in the BRT were victimized, and their remaining vehicles were actually removed from the association. That is how bad it was…"* C4 proceeded to discuss the importance of continuous engagements with affected parties and the role that it played in creating a better understanding amongst them about the BRT. *" Also, it was just a matter of lack of understanding and knowledge of how BRT works, in such a way that at some point some of the executive members wanted to leave the negotiations because their lives were under a threat because they were participating, and then you had to go down to the informal power and try and explain what it means participating so that you protect those people that are actually participating."*

"So, again. It Is a lack of information, a lack of knowledge. However, the more you engage them, the more you say this is how it works, the more you take them to a study tour, because of this kind of situation, we were forced, the city also agreed to take these people as part of this information services, twice, because some cities in brazil like Curitiba, Rio, Uhm, Sao Paulo, they started with the BRT some years ago, some decades and decades ago. So, we took them there so that they can understand what it means. So, we took them here to other cities at home to cape town, so that they can understand what it means. So that when they go there and interact with their counterparts, they start to understand, they start to know what it means to participate. The only problem of the resistance that we have is generally from the taxi industry is the concession period of twelve years. The laws say that the city can negotiate a contract of this nature, but it must be for twelve years and not more. And then obviously the guys are saying we have been in the taxi industry. Some of us our fathers started, our grandfathers started, so it continues in perpetuity so long as you focus on building the business. So that is the resistance that generally everywhere where there is BRT, you will find people saying but the twelve years. However, they want to participate because these days, they understand the benefits. So that is the kind of resistance. I needed to unpack it for you so that you understand."

C5 stated that the biggest challenge experienced was with the community engagements and *"getting the buy-in from all the various stakeholders. I think that was the biggest challenge and because of having to move the site we just had to do quite a bit of work upfront in order to secure the right site and get everybody to agree on it because there are obviously compromises a lot, some technical compromises that had to be made, some financial compromises because the new site is less cost-effective."* Another challenge discussed by C5 who worked on the proposed design of the reservoir was that the first site that was identified as an open space identified by Joburg water for the reservoir was a park. C5 recounted that "when the community heard about the fact that Joburg Water proposed building a reservoir in the park, the community was up in arms." According to C5, the reason that the community was very-much opposed to the proposed reservoir in part was that the park was one of the few open spaces that they had in the community, which was also confirmed by CR2. *"...and so, from the start of this project the public participation dynamic was very important because we had to firstly speak and engage with the local community and with the public such that we could get some level of buy-in regarding where the reservoir was built and where it is put."* Another challenge recounted by C5 stemmed from the regional progress

and the rate at which the reservoir project was progressing. This was a significant concern due to the fact that the Brixton area received many water shortages. C5 further stated that the community engagements had been ongoing and a long process since 2016.

5.6.4.2 Community Representatives perspectives

The challenge experienced by CR1 regarding SE was that she was not informed about the CoF vision and had never heard of it in spite of her position as ward councillor and her exposure from a young age to embark on tackling community issues. *"I was not informed. I expected that I would be informed even though the project has not yet reached my area."* CR1 stated that "As a citizen of Johannesburg, I should know what is going on in the city so that I can be involved even if the development is not happening in the area that I live. I am surprised because the project that involved the city Wi-Fi, I was informed and received information about it. There was also this initiative called Tshepho One-Million, where the unemployed young people were assisted in getting Job opportunities. I received information about that."

CR1 also discussed the challenges of not having access to alternative forms of transportation … *"We have only one taxi association in the area. There are a few who use PUTCO busses to get to work. The disadvantage with PUTCO is that they leave very early and come very late, you know what I mean. So, you have to wake up if you are checking in at work at 8, around four o'clock you need to be on the street, which can be very strenuous. Then coming back home, you board a bus around half past 4/5 and but you get home around seven so that one is so strenuous, and most of our people are using taxis."* In discussing their views regarding the lack of being informed about the CoF, CR1 stated the following … *"In terms of political matters, the city is in the hands of the DA. The mayor of the city of Johannesburg is from DA, which was a coalition with EFF. So before, when there was ANC, they would have done that because they would have known the structures represented in communities more, especially in Soweto. But for the fact that now it is DA who is in power, they are next to their people, which is the white minority. So, I don't think there is something that they think of in terms of Soweto, not and what, not unless we shout and make noise about it."*

CR2 pointed out a few challenges regarding SE in the CoF. The first was the issues regarding detailed guidelines on how to conduct public participation in legislation. The second challenge was the fact that there was not enough media coverage that publicised the CoF and its associated

projects extensively enough and through various platforms such as the radio to accommodate those that are blind, for example. The second issue that was raised by CR2 was the lack of simple language in advertising of public meetings. CR2 expanded on this matter *"So, the adverts went out, to invite the public to talk to the city about their draft nodal review policy. So, I'm inviting you to the nodal review policy, are you coming? Do you know what it's about? You're not coming, because you don't know what it is about. So that is an example that that is kak public participation. Your headline is, we are densifying the city from today till 2014, come and find out how. It's called a nodal review [Laughter]. "Not, please come to the nodal review. I don't know about nodal review. If I don't think that it affects me, I just won't go. What does a nodal review tell you? It can be anything. What is it about? What is nodal? What is a node? You know you get skin nodes. What is a node? [Laughter]… And this was a huge problem."* In essence, what CR2 was saying was that there needed to be the use of language that was simple and appropriate enough to grasp the interest of community members to attend meetings. With the proposed development of the reservoir, it was apparent that the initial approach used was non-participatory but somewhat educative. CR2 recounted how Joburg Water wanted to put the reservoir in the park… *"these kids can't live on top of each other, and they need open space, trees, grass, breathing area. So, they delayed this project by four years because they petitioned and said you can't have our park. I supported them. Then Joburg water came back and said okay, they've learned their lesson."* CR2 repeated that it was counterproductive to make decisions without talking to the community.

CR3 acknowledged the occurrences of agreements, disagreements, and challenges encountered in engagement processes. The reasons for the disagreements were inevitable because of the various interests of the various stakeholders. *"On one side, you have developers; you have the city, you have the residents trying to protect the area, uhm, although mainly the residents were aware that there was a need for densification."* CR3 also stated that the public participation process was a tick-box activity after the end result because what was agreed on in the engagements were not implemented. Initially, what had happened was that *"the city came in full-blast" without proper consultation, and upon realising that the community was opposed to their proposed plans, decided to undertake the engagements. They did initiate public participation and said we must talk about it, and that is after that. Look, the city came in full blast if I can put it that way and earmarked almost entire areas for densification. Obviously taking a chance to see how far, or what they can get away with, and don't think they expected the expertise of residents and other stakeholders and*

people that have been living there for a very long time. They misjudged themselves a little bit with that. Then they realised that it's not going to be easy and that this had to be an informed policy where all stakeholders would have to give their input."

"You don't do public participation from a legal point of view if you have no intention of implementing findings and public participation process. Why waste all this? and also keep in mind, you use taxpayers' money for all these public consultations. Aurecon is costing millions to come up with models that we paid. Taxpayers paid for all of that, and zero came from them. That is completely unacceptable." Delays in implementing projects were also cited as a challenge along with failure to address illegal shebeens, illegal drinking places, and drug-selling places and the fact that old community members are fleeing the area because of densification occurring outside the agreed bounds.

The joint interview held with CR4 & CR5 revealed that public participation was an excellent concept. Still, however, they also expressed their displeasure regarding the implementation of public participation in some aspects of the CoF within their region Louis Botha. *"but for things like the corridors of freedom, I have been part of all the public participation when I can, and I have to tell you, it becomes very boring after a while."* The first problem that was articulated by CR4 regarding the implementation of public participation was getting the public to participate.

CR4 stated that public participation meetings were very poorly attended, there were very bad responses given to those that have signed up. *"I deal with city planning and city transformation, and I find that the best participation with the stakeholders as soon as we go out with the public, basically getting the public to participate, you get two or three people and then what happens is and they do public participation."* Another issue that CR4 had with community engagement meetings was that the public was not notified within a reasonable time about meetings. CR4 stated that he needed at least six weeks' notice before a public meeting. *"When they advertised in a paper, we are lucky if I get one week's notice and nobody pitches up because why should I come to a meeting when I've got business, and I cannot plan for it. So generally speaking, public participation with regards to our region, within region E is badly managed through the CRUM."*

"Again, public participation with the corridors of freedom, the concept, I have no problem. The implementation I have got problems." "...But, among all of that, public participation is very poor, and that is directly related to the corridors of freedom." "So, in our experience, we called

for public participation, we got together a joint residents association, we did documentation, we had the head of department come and meet with us, and then they go away, and they go brain dead. They have got a process that they follow through which public participation is a part of, but, generally, they are not speaking. There are no minutes taken, and there is no feedback. They have now learned to take attendance records. So, from our point of view from my resident association, the concept is good; the process is flawed, but the process generally for all of these public participation issues, uh, and we have got the same issues in the recreational centre upgrade." Apart from the lack of attendance, another challenge was articulated regarding participation on the part of some community members. When some community members attended public meetings, they did not know what they were at the meeting for because they had not read the agenda of the meeting. "yes, and they don't read it, and so the public comes and then, oh potholes, the meeting is about the laying of sewers, but they want to talk about the potholes, the dogs barking next door and my neighbour… now, and the chairperson is rarely strong enough to say 'sit down and shut up.' Giving residents the leeway to speak about issues that were not on the agenda ate into the time allocated for the agenda of the public meeting. *"Because of the lack of a strong chairperson, a chairperson to do it, the context of what we are trying to deal with becomes fuzzy. And you can watch the public; they are fine there for nearly the first 45 minutes, then when this starts you can see, chatting with their friends, then they start leaving because the context of what they are there for is lost. Then the people who should have participated are then dissipated."*

The poor attendance was not only attributed to the lack of notice given prior to the meetings but also the lack of enthusiasm to attend these meetings. *"Our point of view, mine especially, is that South Africans are lazy. They get home. What?! Why do I have to go to a meeting? But then say to everybody else, do it as well, then nobody pitches up. Then you see it in the press. Oh, then, but I didn't know about this. You have eyes; you get the newsletter; you see it in the press."* CR6 stated that there existed a severe lack of engagements in preconstruction and construction phases of developments. *"Those types of engagements don't happen at all. The only time communities are involved is when the groundwork is done, and decisions have been made and public participation where the provincial or local legislation point of view, you know, they engage the residents."* CR6 further stated that *"It's almost as if they make decisions, once that is done, then they sort of dump it onto the community."* CR6 referred to the current state of community

engagements as *"public presentation rather than public participation." "I am always of the opinion that if you have something to sell, you must be able to have the buy-in of the people that you are selling to. This has been happening all these years form a ward perspective, and I suppose many other councillors will attest to this over the years. You will call it public participation, but it is not public participation, in my opinion, the decisions have been made, and you are only coming to present; it's called public presentation instead of participation because you are presenting. Participation means what?"*

Before CR7 discussed issues regarding engagements, CR7 narrated the challenges that they were experiencing in their area with regards to the CoF was narrated. CR7 began by stating that he CoF was an excellent idea that was not well researched. *"The planning and the whole institution of the entire project just has not been sufficient."* Moreover, community members' displeasure of the CoF stemmed from the physical aspect of it in some parts of the Louis Botha area. CR7 cited the narrowness of the Louis Botha Road, which often caused massive traffic backlogs, the presence of massive concrete bollards which limited traffic flow, the pouring stormwater from the top of Louis Botha that had been redirected by the installation of a concrete strip. Other issues were that the lack of progress in finishing the projects in the area was causing more urban decay, where drug activities and illegal liquor joints were thriving, which are further worsened by a lack of law enforcement. CR7 further stated that it was difficult to get a meeting with one of the organisations responsible, who were not showing initiative regarding these issues. As a result of the lack of availability for engagement on the part of this organisation, CR7 could not get any information regarding what was going on in terms of the uncompleted developments in the area. *" Councillor X and councillor Y and I have to constantly really almost force information out of them and unless we typically request meetings and we don't have a formal sit down meeting we get no information momentarily ever at any stage about what is going on, about what is happening, where there is progress, so it is really frustrating, so the three of us get together we insist on having a meeting. We were told the whole thing would be finished by December 2019."*

5.8 What were some of the rewarding experiences you had regarding the stakeholder engagements?

This question is linked to the research objective (RO3), which seeks to compare the experiences of the various stakeholders interviewed in this study. The rewarding experiences discuss more what stakeholders are happy about when it comes to the CoF vision and its engagements.

5.8.1 CEPs rewarding Experiences

Stakeholder engagements in the corridors of freedom also had some positive aspects in which the interviewees were then allowed to recount their rewarding experiences. CEP 1 stated that rewarding aspects of engagements arose when the common ground was reached in engagements regarding aspects of projects that received disagreements from stakeholders. CEP 2 stated that rewarding aspects of the CoF were getting to share a common vision with the members of the community that was in favour of siding with the City to achieve the greater public good for the people that needed access to a functioning and efficient social facilities and transportation systems undergoing upgrades. According to CEP3 building, new infrastructures and upgrading existing infrastructures, which ensures better living conditions for the citizens of Johannesburg and growing as a city through the CoF vision, was a rewarding experience. It was further reiterated that creating a better living in Johannesburg through the CoF vision would create a competent frame for investors to invest in Johannesburg. Similarly, CEP4 explained that it was rewarding to see many people that are excited about transforming these areas due to the fact that a lot of the areas were undergoing urban decay. The decaying areas had become undesirable to live in spite of the fact that they were still well-located and *"Since the infrastructure in these areas is not well taken care of, there are people that are excited that the city is investing in infrastructure and the fact that we are also promoting higher densities with it."* CEP6 recounted the success of the Eco-mobility festival held in Sandton in 2015 as one of the most rewarding experiences and the efforts that went into communicating with the Eco-mobility participants in instances where inconveniences arose. CEP 7 also recounted the experience of having the buy-in of communities.

5.8.2 Cs Rewarding Experiences

According to C2, "the most satisfying is the event went ahead with minimal hiccups, and there seemed to be a lot of interest as well since traffic congestion is quite a subject in Sandton." According to C3s experiences *"Always what is rewarding is when obviously the delivery of the*

project but it's also when you are able to get as many people involved in the project or a person and getting as much input as possible into a project or process. People involved and interested rather than being against a project." C4 recounted rewarding experiences to be getting the taxi stakeholders and their staff to understand and become part of the BRT initiatives since the BRT initiative is for them, seeing the city train the taxi drivers to obtain licences if they didn't have, upgrading those that had code 10 drivers licenses from code 10 to code 14, and training them to give them soft skills. From his experiences, C5 stated, *"I think for me it's getting everyone to agree. I think that is the most rewarding part when you get all the relevant parties to agree to something and to collectively be pulling in the same direction. It was quite a difficult process to get there. But uhm, suddenly, when you go from everybody being opposed to certain things about the project to people buying into the bigger picture, that for me was the most rewarding."*

5.8.3 CRs rewarding experiences

CR4 & CR5 expressed gratitude regarding the availability of funds that the City had pumped into the CoF vision. *"well, we would not have had the funding to do Patterson park, so we are grateful."* CR6 was hopeful that *"once the corridors are up and running or the Rea Vaya as you call it, then the businesses will start taking an interest because people will be using it more, it will get cleaned up."* CR7 expressed optimism that despite the current delays in the development of the BRT in her area, its completion would usher in investments and new businesses "since people will be using it more."

5.9 What aspects of SE can be improved for better stakeholder engagements in future?

The following section provides the answers for the aspects of SE that could be improved and is linked to research objective four (RO4). These recommendations from the 3Cs were given based on their recounted personal experiences with SE in the CoF vision and some of its various projects. Note that these recommendations form but a part of the recommendations that are to be discussed in the conclusion and recommendations chapter. The recommendations given by community members are also presented in the qualitative data analysis section in section 5.6.

5.9.1 City Entity Professionals recommendations

CEP1 recommended that in SE the most critical skills needed was "how you relate to people, how to understanding emotion, how you can take interaction and direct it in a certain way, be assertive when you need to be assertive, but also be able to hold back and listen. *"You need to be human*

about it and to really understand what the other person on the other side is saying. If you don't understand it, you keep talking, person to person, until you get to an understanding and debate. It comes down to the two contact points and how they communicate. This is with any project and any policy and not just the corridors of freedom. That is one of the biggest lessons that I have learned from this entire process." The point of being patient in engagements, listening, communicating with stakeholders till an understanding is created, and thrashing out misconceptions about the CoF was also recommended by CEP 2, CEP3, and CEP 4, CEP5. CEP6 recommended that keeping communities in the loop regarding what was going on with projects was imperative and also recommended the prioritising of face-to-face stakeholder engagements. CEP7 stated that there was always room for better public engagements. It was recommended that more work was needed in stakeholder mapping exercises by the City to strictly pinpoint who the stakeholders are due to the fact in some instances, there had been a strong contingency of stakeholders that were missed out on.

5.9.2 Contractors recommendations

C1 stated that extensive media coverage of the CoF was essential and needed to be seriously considered going forward. "I think going to our radio for them to relay information is another means by which we can ensure communication, informing them about what is going on in the area." C2 also said, *"Taking that time actually to publicise it more and to reach the people… so use your local papers, use those social media to reach and get these people to public meetings because, at the end of the day, you want your project to be successful and reach the majority."* Another point raised by C2 in the context of public engagements was the need to ensure that much attention is given to public participation. " *Public participation meetings is one of the things that generally consultants hate to do, but yet they know they have to do it and tick the box, but they do not do it thoroughly often enough, and that thoroughness is dependent on whether that project is successful or not, and often because public participation is given much very little attention to, that is why a lot of projects fail because when the projects have to roll out, you get the people that wake up and say why were we not consulted with*?" in giving recommendations to better participation in future C4 also stated *"it is critically important that as you see that there has been poor attendance in your first public meeting, further engagement at times almost needs to be put in place so that you can allow for that extra time to consult more stakeholders. Because unfortunately when you say public participation, what is public and how far and wide do you*

go? What is that percentage will you be happy for public participation? Not one, not two persons that are not public." C3 recommended that the methods and approaches used in engaging people could be improved. *"We can employ other methods apart from appearing in front of people and presenting a project without allowing for any thorough involvement or engagement with stakeholders. We can use more technology, and also in certain instances where we need to engage more and apply more time, our processes should allow for that to ensure many robust and rigorous engagements. It has to be limited at some point, but we can be amenable to how communities also want us to engage with them rather than imposing our way of engaging communities essentially."* C4 recommended that engagements needed to be ongoing till those that did not understand a project thoroughly, acquire the proper understanding, and also recommended experiential learning as cited in the case of the taxi association members that did not understand the BRT. C5 recommended that project owners "understand the importance of engagement and also undergo a designing process that is collaborative in nature, included in the participatory process. C5 also recommended that upfront planning was needed in SE, which would help to provide a realistic picture regarding the length of time it would require to do a stakeholder engagement on a project. "We actually also spoke with Johannesburg Water about this, and in one of the lessons learned about the project that they realized was that they need to have a more structured approach to public participation from the beginning." C5 further stated that *" So usually we do it because it is a legal requirement, but we need to really think to that and say that beyond the legal requirement we need to build that buy-in into a project before a project starts and if you build that buy-in before the project starts the project is much smoother. You also end up wasting a lot less in the process. So, I think that the first lesson must believe and understand the importance of engagement. The second thing is that your designing process has to be collaborative. So, in other words, you don't just rush headfirst into a design and then complete, and then start your engagement, so if you get those inputs, those things inform your design rather than the other way around."*

5.9.3 Community Reps recommendations

CR1 stated that communication and publicising of the CoF imitative and what it is, would prove most beneficial to the citizens of Johannesburg and their active involvement in the CoF vision. "we need to make sure it reaches everybody." CR2 recommended the need for legislation that gives detailed information as to how to conduct public participation and what constitutes good

public participation and what constitutes poor public participation. CR2 also recommended the use of clear, simple language and the use of slogans or headings that community members could relate to. *"So, you must speak people's, resident's language, which is, densification, budget, you know. We must never assume that because we are in that environment that we know that other people know what those acronyms and terms are. You are not engaging on that level. So, are we speaking the same language? is what I ask."* CR3 recommended that densification needed to be undertaken in a responsible manner in the sense that densification was not to occur outside the borders of what was agreed on in the public meetings. *"They came and then started developing high-density developments outside the borders of what was agreed on."* CR3 also stated that promises that are made from public meetings and aspects of projects that were agreed upon were to be adhered to by the city and developers. *"To give an example, I mean, the first public presentation was on how they are going to identify the areas in the corridors of freedom. We spoke about widening walkways, planting trees. This is now the minor aspects that they were going to safeguard in the corridors of freedom. The other thing they said is this would not take place unless the infrastructure was brought up to date. That never happened. So, what the City did, is they densified without the promises that were made in the corridors of freedom project. They allowed developers to build without improving the infrastructure, without upgrading the water systems, without upgrading the electricity, without upgrading the roads, especially the CCTV cameras that were supposed to bring in the densified areas never happened."* CR4 & CR5 recommended that in public meetings, relevant professionals need to be present to take questions from community members. Regarding minutes of meetings, minutes needed to be taken properly, and the activity of taking minutes had to be done mandatory and that meetings had to be recorded. CR5 recommended that there needed to be training for some of those that did presentations and had to acquire skills to be able to communicate clearly to the hearing of the audience and effectively to the understanding of the audience in a manner that adequately explained what was being presented from the PowerPoint slides. It was stated that the chair of meetings was to be someone who had a strong personality that would strictly stick to the agenda of the meeting without allowing deviations from community members. CR4 and CR5 also specified that there was a need for enforcement of by-laws. *"So again, going back to corridors of freedom, in essence, if we had enforcement, it would work."*

CR6 recommended that professionals garner the buy-in of communities, especially considering that the CoF project is for the communities. For community projects, finding out what is good for the community or communities should, therefore, involve undertaking pre-engagement and discussions before actual plans are submitted should be done. Moreover, according to CR6, engagements between end-users and project providers (Cs and CEPs) needed to be exhaustive to determine what the community was lacking and also what they were in need of. Another recommendation decision-making was to be based on updated, raw, on-the-ground information from proper consultations rather than outdated statistics and that proper consultation needed to enact outdated statistics before any decision-making occurs.

5.10 Additional note-worthy points (Free-node information)

5.10.1 Soweto Corridor in draft stages

The Soweto corridor was one of the areas that were to be included in this study's investigation. The decision was based on the information received from the literature that it was one of the priority areas that the City had in the CoF medium-term development plans. However, the interview with CEP 7 clarified that work on the Soweto Corridor had begun in July 2019 at the start of the financial year and was in its draft stage. *"We still have not seen, I have not seen the first presentation where they come back to us and give us their understanding of what that study area is and how it can be developed, I mean I missed one or two meetings but is a work that is in the draft stage."* This may explain the minimal exposure of communities in Soweto to the CoF since the approach to development implemented in the corridors is a community-based approach. Since the Soweto Corridor is in draft stages, the proposed or recommended engagement framework can be tested on engagements in the corridor.

5.11 Qualitative aspect of Questionnaire.

A questionnaire was sent out to community members and residents of Johannesburg. These consisted of individuals that either knew or did not know about the CoF. A large part of the questionnaire was quantitative and therefore consisted primarily of close-ended questions (the analysis and results of the questionnaire are discussed in more detail in section 5.3 and its subsections). However, there were two questions in the questionnaire that gave respondents the freedom to express themselves regarding two things; their views and opinions of what can be done to improve public participation in the CoF going forward and what they would like to see happen

with the CoF initiative. See Figure 17 for the screenshot of the two open-ended questions in the electronic questionnaire). Out of the 36 respondent that participated in the questionnaires, a total of twenty-four responses (67 percent response rate) was received for the first open-ended question while twenty-one responses (58 percent response rate) were received for the second open-ended question.

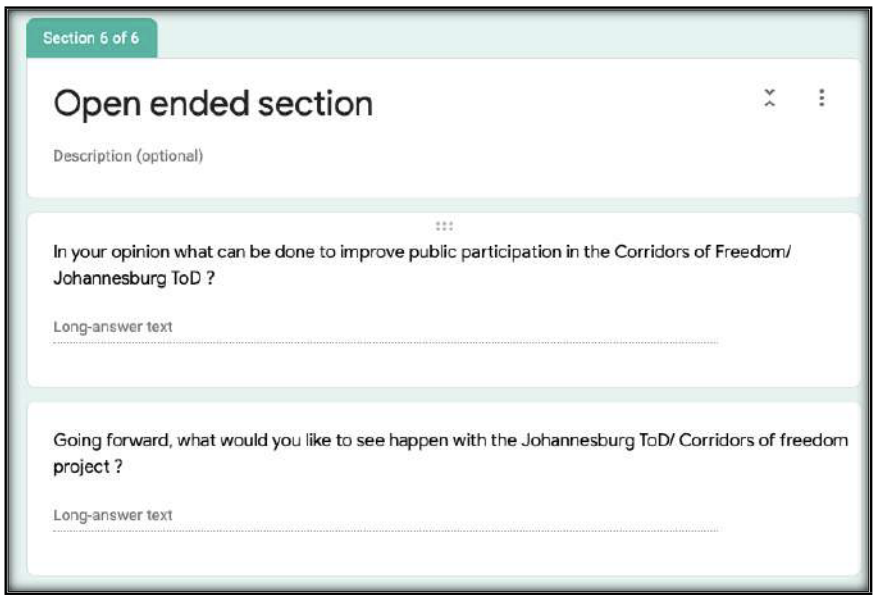


Figure 17. Open-ended questions of questionnaire

5.11.1 First open-ended question of the questionnaire

Here are some of the responses received from community members (CMs) with regards to the first open-ended question "In your opinion, what can be done to improve public participation in the Corridors of Freedom/ Johannesburg TOD?

Regarding the CoF/Johannesburg TOD, some community members felt that there is a need to "Communicate what it means and why the initiative exists." Another CM stated that *"COJ should explain what these are and what they imply, in the press and on Facebook. Many more people need to understand what they are about. Even people who know quite a bit about densification, such as myself, don't really know what the Corridors of Freedom are meant to imply/involve."*

In response to this first open-ended question, one of the CMs stated the following: *"This is a hard one, as there is so much apathy and negativity, that it will always be difficult to get public participation unless it will severely impact a community..."*One of the issues regarding participation from literature, the interviews, and responses from community members confirms the

fact that sometimes members of communities lack the enthusiasm and interest to participate in public meetings. One of the responses given by some of the interviewees, such as CR2, who communicated that it was difficult to get some community members to participate in public meetings. "*sometimes* getting *people to participate in public meetings is like herding cats*." One CM recommended … *"To listen to the resident people and to take on board our concerns and suggestions. It feels like what we know was ignored, so why attend another meeting when we as residents are ignored".* Other Community members that responded to this question emphasized the need for media coverage and other forms of advertising of CoF public meetings. CMs recommended the use of "*Local visual media like street pole posters and leaflets" and "Better advertisements about meetings."* Another CM simply stated, *"Advertise More,"* other recommendations made by CMs included the need for *"More promotion"* of the CoF vision and the need *to "Advertise more where people will actually see it."* Another CM advocated for "*Extensive media coverage of what is going on"* and also added that there needed to be *"Short video clips about the project and also incentives to participate."* Other CMs stated the need for *"Early informing," "More info prior to meetings," "More workshop,"* if future public participation initiatives were to be improved*. "There needs to be far greater publication of the plans in simple, appropriate terms." "Communicate through Residents' Associations. However, this should not be done at the last minute. It should give people at least a month's notice". "Public meetings properly advertised with more than a few days warning, better access to information."* According to a CM… *"To a large extent, the public participation process is just a box-ticking exercise as the decisions have already been made, and comments from residents affected by the changes are mostly ignored."* The same CM went on to say, *"One of the problems is that many roads and turns from and into Louis Botha will be blocked and suggestions to alleviate congestion in the roads to Louis Botha have been ignored. One particular problem area will be St Mary's Road, Maryvale, where it crosses Hathorn and joins Sneddon by Sydenham. This intersection is by a church and school. It needs to be made into a 4 -way stop or have a traffic light.*" One community member questioned the need of public involvement regarding transportation that should already exist as a responsibility of the government. *"Why do the public need to be involved in transport that should already be in place by Government? This transport should already exist and would not need to be a new initiative if even Rea Vaya worked".* Another CM stated that there was a need to *"Teach and invite via universities,"* thus highlighting the role that universities could play in teaching CMs about the CoF.

5.11.2 Second open-ended question of the questionnaire

The second open-question in the questionnaire was, "Going forward, what would you like to happen with the Johannesburg TOD/ Corridors of freedom project?" The responses given to this question by CMs was that there needed to be *"More understanding on what employees, employers and the citizens of JHB really want and not what the Government or CoJ want."* Other CMs stated that they wanted *"reliable public transport"* and *"more cost-efficient transport systems implemented along the corridors of freedom" and "The improvement of sustainable public transport."* Other CMs desired to have the CoF *"Expanded to other areas of the city"* and *"Better communication on what will be discussed, more public consultation and more education to the public about the benefits" of the CoF initiative.* A CM raised the issue of delays experienced in the implementation of some of the BRTs by posing the following question: *"How will the government manage the "taxi organisation" in order to implement this so it won't have pushback as we have seen with all transport initiatives?* The same CM made recommendations to this, further stating… *"This means that the taxi industry will have to be properly regulated to move forward with being able to allow the consumer to make a choice without fear of intimidation."* Another CM emphasized the need for enforcement of bylaws to curb traffic congestion in the Louis Botha region. *"The Louis Botha Corridors of Freedom project is going to be a disaster unless there is proper bylaw enforcement by JMPD. All traffic except for the bus will be in one lane in each direction. If taxis or other vehicles just stop anywhere, there will be major traffic jams and angry people".* One of the CMs from orange grove *stated that they wanted to see " Firstly more bus stations, in our area (Orange Grove), there is one opposite King Edward high school and the next station is by Louis Rd missing out most of Orange Grove in the process there needs to be another station in between the two… the best position would be by 2nd street and 1st Ave around the Orange Grove Vet site.*

In addition to this, the same CM called for the redevelopment of *"the buildings down Louis Botha into low cost modern affordable housing."* The CM further explained that this need arose due to the fact that *"the buildings in the area are run down…and God knows how many people are living in the rooms available, which brings down the area, high crime rate at the moment with the type of person that is living in the area. So, building this will clear up the liquor outlets, illegal churches and will just, in general, revitalize the area and bring the crime rate down, what it should be modelled on is the building they built opposite the bus station by Louis Rd". "Also, the traffic flow*

has been badly affected by the closure of crossroads across Louis Botha, so traffic is very congested ... Louis Botha and Osborn Rd is badly affected in the rush hour. Taxis then start taking short cuts up one way, particularly Hope Rd, where somebody is going die in a car accident at some moment in time". Other CMs stated that they *"Would like to see the inclusion of green technology"* and also the *"Inclusion and attraction of students in participation initiatives."* Four CMs, however, did not know or were unsure about what they wanted to see in the CoF moving forward. These quantitative responses are also quantified in the qualitative data analysis section to summarise the recommendations from these CMs regarding participation in the CoF vision, moving forward. It is important to note that the large part of the questionnaire employed was quantitative, and the analysis of its quantitative analysis is discussed in section 5.3. Moreover, the questionnaire was the instrument used to obtain the responses of community members specifically. The next section deals with the data analysis of the responses that were made to the electronic questionnaire that was distributed to CMs in various wards through some of the resident associations in Johannesburg, both through Facebook and email.

5.12 Key Findings from Qualitative Study

This section presents the key findings of the qualitative interviews conducted with the 3Cs, that is City Entity Professionals, Contractors and Community Representatives. These findings have been clustered according to the various elements of integrative-effective stakeholder engagement which is listed and discussed in the theoretical framework.

5.12.1 Stakeholder identification

- The City of Johannesburg and the JDA specifically, undertake extensive stakeholder identification procedures that result from development facilitation which is undertaken by development facilitators who perform outreaches to inform businesses, schools, residents about developments that are to occur in the respective areas in which they operate.

- Stakeholders in the CoF are diverse and play different roles. These stakeholders involved in the CoF that were identified in the course of this study include, contractors (property developers, legal advisors), have a role to play in stakeholder engagement processes; the City entities in the CoF were identified as consisted of the

City of Johannesburg municipality professionals, JDA, JOSHCO, JPC, the Department of Transport.

- Specific individual stakeholders from various organisations were identified which are not disclosed for confidentiality and anonymity purposes. In the CoF, it was found that there were exhaustive stakeholder engagement activities that were undertaken for various project-components of the CoF. There were high-level engagements, that is engagements with private funders such as the World Bank, AFD, Standard Bank. This study did not investigate high-level engagements.

5.12.2 Stakeholder Informing, Consultations and Communication

- Consultations took place in the form of public meetings, community workshops, one-on-one with businesses, meetings among CEPs, Cs and CRs.
- The peer-to-peer engagements had its challenges where extensive and exhaustive deliberations regarding the form and shape of densification took place to reach consensus between the stakeholders engaging at the peer-level, that is stakeholders that are professionals, such as the CEPs engaging with each other, or the Cs engaging with CEPs and vice-versa.
- Community-level engagements were the most discussed level of engagement the most by all research respondents. It was deduced from this that the bulk of challenges in the stakeholder engagements occurred with community-level engagements which is practically normal since the population of communities are significantly larger and tend to represent more diverse interests. From the interviews, it was deduced that more attention needs to be given in community-level engagements. Communities need to be approached regarding how they want to be engaged and informed about development initiatives occurring in their areas.
- From the interviews, it was evident that there is a need to take time to publicise and advertise the CoF so that more people know about it. More of this need is reflected in the qualitative aspect of this study, where respondents were asked whether they know what the Corridors of Freedom/Johannesburg TOD are.

- Low attendance of community engagement meetings by community members is apparent in some of the projects in the COF. the lack of attendance is due to a lack of timely communication with communities about the public meetings. It was suggested that public meetings be advertised well in advance (preferably 4-6 weeks' notice).
- The public opposition to the CoF is due to lack of informing and inclusion of the public from the onset, and a lack of updates regarding the progress of projects.
- Community members want more information regarding what the CoF is about, extensive marketing, better communication and regular updates of project progress.
- There is also a need for dialogue till stakeholders understand what the CoF is about, what it entails and how the vision and its associated projects are relevant to them and can benefit them.

5.12.2.1 Active Participation

- Participation in stakeholder engagements is crucial to SE success. From the interviews, it was evident that getting community members to participate in some cases was very difficult. Moreover, community members lack participation in some instances was attributed to 1) disinterest, laziness, lack of being informed about public meetings or engagement sessions in a reasonable time.
- In the case of peer-to-peer engagements, peers that could not attend meetings had fellow colleagues stand-in for them or were given minutes of meetings through which they could update themselves as to what unfolded in the meeting (s).
- It was also articulated that after being attended extensively, engagements became monotonous and boring. This could also be a contributing factor to the lack of public meeting attendance by community members. Stakeholder engagements must be engaging in creative and exciting ways.

5.12.2.2 Stakeholder Learning (Knowledge co-production)

- Agreements that were made in some of the public meetings regarding what the outcome of the materialised project should look like was not manifested in the end-result. There is a need to incorporate final agreed-upon collective decision-making

- In the case of the Brixton water tower, consensus between communities and contractors were researched due to public opposition to build the water tower in a communal park. The proposed water tower was then proposed for another area within the vicinity of school premises. This is an example of community co-production.
- In one of the interviews, it was emphasised that some community projects that are implemented in the past are often done without the involvement of the public to ensure informed decision-making. The relevance of projects to the needs of communities is retained.

5.12.2.3 Participation Strategy/SE plan

- From the information obtained and attached in Appendix E, it is evident that the city has undertaken extensive engagements and have developed a stakeholder engagement plan involving schedules.
- All-inclusive participation strategy requires the enforcement of by-laws will make the CoF work better for all. The issue, however, is getting some members of the community to participate. Participation needs to be convenient for all interested and affected parties to attend.
- University students expressed interest in getting involved in the CoF. Urban planning student could play a role in development facilitation as a part of their community outreach/work experience (more of this shall be discussed in the recommendations chapter).

CHAPTER VI - QUANTITATIVE DATA ANALYSIS

6. Introduction

This research sheds insight into the qualitative aspect of this study that has been presented in section 5.2 above. The data collection process and the sample size and the response to the survey are discussed in this section. It shows how methodology triangulation, already discussed in chapter V, explained in detail by Abdalla et al. (2018) and Joslin & Müller (2016). The qualitative aspect of this research. Although the qualitative aspect of this study is already discussed its findings, there remains a need for confirmation of the information and findings from the interviewees. This section, therefore, exists to strengthen and complement the qualitative research findings. Surveys are used as a research method to collect substantial quantities of data from a large number of people using statistical techniques. Surveys are usually undertaken using self-completed questionnaires that are value-free and whose data analysis cane be analysed systematically. A questionnaire contains questions that are framed for general applicability to the broader population (Brace, 2018). The broader populace, in this case, is Joburg residents that are living or working in the four Johannesburg regions under investigation.

6.1 Questionnaire Sample Description & Methodology

The questionnaire was an e-survey prepared using google forms, and was administered using a mixed-mode; the weblink to the questionnaire was sent through to various communities within the Turffontein, Empire Perth, Louis Botha and Soweto regions via Facebook, and also through email with the permission of community representatives. The questionnaires were drafted in English. A total of 40 respondents completed the survey successfully. The issues encountered was that the response was generally slow with a low participation rate. The sample was built using stratified sampling; members of the sample population were divided into sub-categories based on their respective regions in which they live and/or work. The majority of the respondent that partook in the survey were from the Empire Perth and Louis Botha, with the least participation coming from the Turfontein and Soweto Region. The questionnaire was prepared for three reasons. The first reason was that it was a convenient way of getting information about the experiences, views, and opinions of the 4th category of stakeholders, namely CMs regarding their involvement or a lack thereof in the public participation aspect of SE in the CoF. The public

is significant stakeholders in this project, and according to the Constitution of the Republic of South Africa, they are to be engaged. The second reason was to use the information received from the CMs and triangulate their responses with the information received from the interviewees regarding stakeholder experiences in the CoF. The questionnaire was prepared after gaining more clarity from the pilot study regarding the qualitative interview questions. The questionnaire was then prepared in relation to the interview questions that had been prepared for the primary interviews. The questionnaire was divided into six sections.

6.2 Questionaire Sections Overview

Section 1

The introduction section (Section 1) provided a brief about the area of study to bring participants at par with what the questionnaire was about and the purpose that it was created to serve. The introductory section provided detailed information about the research topic, further outlining the respondent's rights in participating in the survey.

Section 2

Section 2 contained a set of questions intended to get the demographic details of respondents, such as age range, gender, occupation, years of involvement in CoF, and highest qualification obtained. The purpose of these questions is to get a sense of the respondent's background information and to ensure that they were not below the age of 18 but rather part of those that are majors.

Section 3

The purpose of section 3 of the questionnaire was to receive information about the respondent's knowledge of the CoF; if they knew what the CoF was, had ever heard of it, whether they were in full support of the CoF initiative or not based on their knowledge of it. The purpose of this section was to see if they encountered any form of information about the CoF, whether media coverage regarding the CoF was extensive enough to reach participants thereby giving an indication of CMs that have had the privilege of being exposed to knowing what the CoF is and those that were excluded from the knowledge of its existence, its various policies and what it entails. this section governs H1, which states that "knowing about the CoF garners interest which therefore tends to foster a greater sense of participatory responsibility in CMs."

Section 4

Section 4 exists specifically to gain the views and opinions of CMs regarding the outcomes of public meetings or workshops, the competencies of CERs, and Cs in executing SE duties within

these settings. This section was specifically for those that attended public meetings or workshops. The experiences of CM respondents in these participatory activities shall tease out their experiences of some of the elements that constitute.

Section 5

With the extensiveness of social media usage in the 21st century and the ease of communicating information on social media, section 5 of the questionnaire seeks to determine whether the public was in favour of being informed of the CoF via social media's various platforms. This section aims to gather the information that forms part of the recommendations for contributions to improvements of participatory practices in CoF projects in the future.

Section 6

Section 6 of the questionnaire is open-ended questions that allow the CM respondents to give their recommendations of what they would like to happen with the CoF moving forward, and also recommendations that they propose when it comes to the CoF. Table 9 below indicates the research questions for which answers are provided for by the questionnaire. Table 9 also corresponds with Table 5, which makes an indication of the research objectives that each type of data collection technique answers.

Table 9. Questionnaire Format and investigation Plan (Adapted from Ijasan, 2011)

Question	Information Required	Corresponding Questions in questionnaire
What is the experience of the 4Cs (in this case, the community members only) regarding SE in the CoF?	• Exposure to knowledge about CoF • Experience with public adverts • Experience with public meetings	Q5, Q6, Q7, Q8, Q9, Q10, Q11, Q12 -Q24
How can future SE be improved in the CoF?	• Information in the above column of this table. • Recommendations given by the respondents	Q25, Q26, Q27, Q28

Descriptive statistics of frequencies and percentages were used to summarise the data, and Fischer's exact test was used to determine the association between the sociodemographic variables and public engagement measures. Cronbach Alpha was used to determine the internal reliability of the questionnaire. The level of significance was set at $p<0.05$ (see Table 10).

6.3 Internal reliability of the questionnaire

The internal reliability of the questionnaire in measuring public participation was high, Cronbach's Alpha = 0.814 (see Table 10).

Table 10. Cronbach Alpha Reliability Test

Reliability Statistics	
Cronbach's Alpha	N of Items
0.814	19

6.4 Section 2 of Questionnaire (Respondents Demographics)

The general demographic information of the sample population, such as the 'age group' 'gender' 'highest level of education,' 'years of work experience and 'region of work/dwelling' are presented in the sub-sections below.

6.4.1 Respondents gender

Majority of the respondents that participated in the questionnaire were female (65 percent). In comparison, 35 percent of the participants in the questionnaire were male (See Figure 18 below).

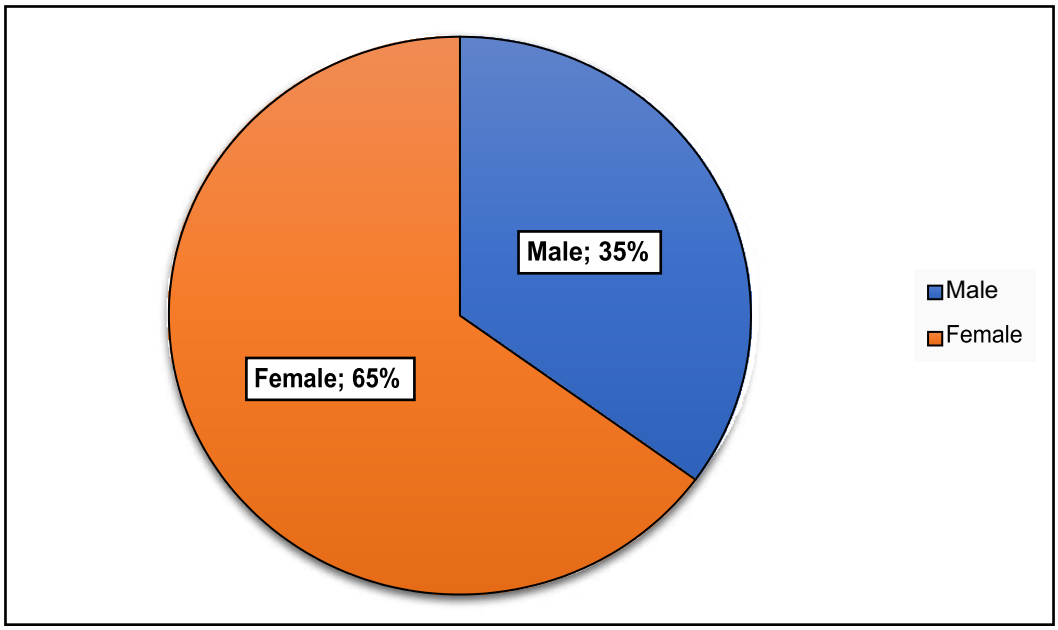


Figure 18. Percentage of Respondents According to Gender (N=40)

6.4.2 Respondents age range

There were no respondents below the age of 18 included in this study. The majority of respondents (42.5 percent) of the questionnaire were aged 43 and above and constituted 17 respondents in total. The least responses to the questionnaire were received from the youngest age-range population (18-22), who constituted 2.5 percent of the respondents (see Figure 19).

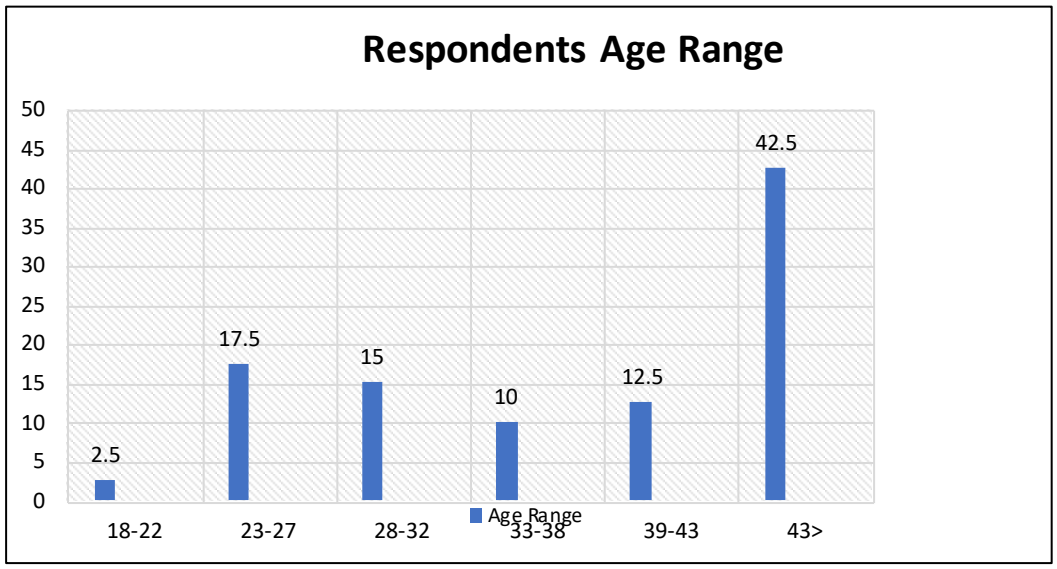


Figure 19. Respondents Age-Range (N=40)

6.4.3 Respondents region of work/dwelling

The majority of the responses were received from those living and working in the Empire Perth region B. The second-most responses came from those in the Louis Botha region (27.5 %). In contrast, the Turffontein (2.5%) and Soweto regions (2.5%) had the least participants (see Figure 20).

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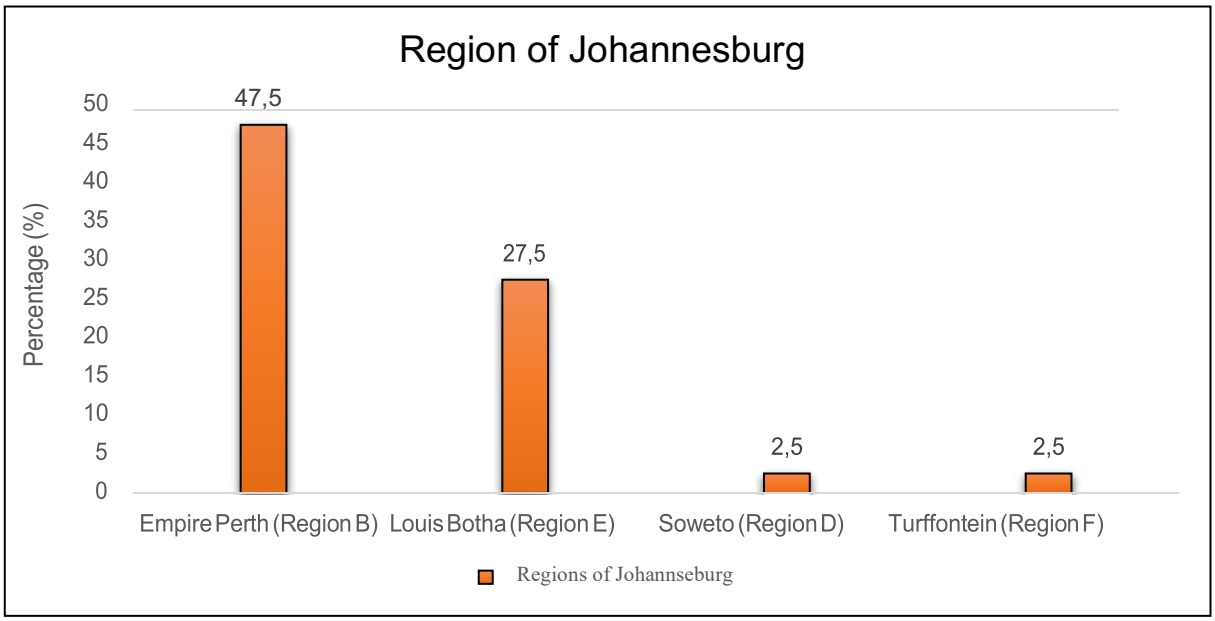


Figure 20. Responses by Region in Johannesburg (N=32)

6.4.4 Respondents Qualifications

Figure 21 below illustrates the highest qualifications held by respondents. All the respondents held some form of education, ranging from a completed secondary school (matric) certificate to a PhD. The highest response rate (12 percent) came from those that held Honours degrees. The second-highest ranking of education was a Master's degree (9 percent). Postgraduate diplomas ranked as the third-highest education among the respondents.

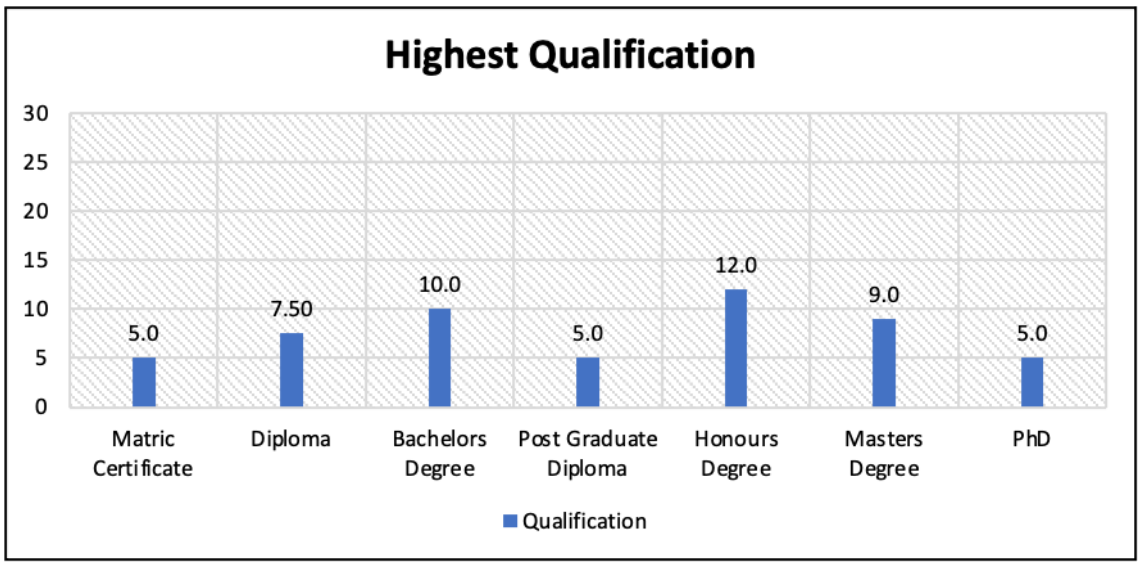


Figure 21. Highest Qualification of Respondents (N=40)6.5

6.5 Section 3 of Questionnaire

Section 3 of the questionnaire sought to determine the knowledge of the respondents regarding what the CoF/Joburg TOD is and also their experiences regarding encounters with public advertisements and meetings or the lack thereof.

6.5.1 Are you familiar with the term 'Densification'?

Respondents were asked whether they knew what densification was since the Joburg TOD encompasses not only transport routes but densified residential developments. From frequency Table 11, it is evident that 82.5 percent of the respondents knew what densification was, while 7.5 percent of the respondents did not know.

Table 11. Respondents familiarity with Densification.

Are you familiar with the term 'Densification'?	**(n)**	**%**
Yes	33	82.5
No	7	7.50
Total	40	100

6.5.2 Do you know what the Corridors of freedom/ the Joburg TOD are?

Respondents were asked to answer questions regarding their knowledge of what the corridors of freedom/Joburg TOD are. 40 respondents answered this question as depicted by Table 12, which gives the frequency of the number of responses given to this question. 30 percent of the respondents did not know what the CoF or the Joburg TOD was, while 52.5 percent of the respondents knew what the CoF/Joburg TOD was. In summary, 52.5 percent of the respondents knew. In comparison, the remaining 47.5 percent consisted of those that did not know and were unsure regardless of whether they heard about the CoF/Joburg TOD or not.

Table 12. Respondents knowledge of the CoF/Joburg TOD

Do you know what the Corridors of freedom/ the Joburg TOD are?	(n)	%
Yes	21	52.5
No	12	30.0
Unsure, I have not heard about the Corridors of Freedom/Joburg TOD	7	17.5
Total	40	100

6.5.3 If yes, where did you hear about the CoF?

Only those that responded 'yes' to the previous question were required to answer this question. 42.5 percent (seventeen) of the respondents did not provide an answer to this question. In comparison, 2.5 percent of the respondents answered N/A (See Table 13). The total of those that did not provide a definite answer to this question was 45 percent. Most of the respondents that responded heard about the CoF from social media (17.5 percent), 12.5 percent heard it from public meetings that they attended. In comparison, 7.5 percent heard it from newspapers. 4 percent of the respondents heard it from the university. 2.5 heard it from a friend while the remaining 2.5 heard it from work.

Table 13. Frequency of Respondents

If yes, where did you hear about the Corridors of Freedom/Joburg TOD?	**(n)**	**%**
Newspaper	3	7.5
Public meeting	5	12.5
Social media (Facebook, Instagram, WhatsApp, and Twitter)	7	17.5
University	5	12.5
Others	2	5.0
No response	18	45.0
Total	40	100

6.5.4 Respondents support of the Corridors of Freedom/Joburg TOD vision

As indicated in Table 13, 15 percent of the respondents did not provide an answer to this question. 32.5 percent of those that responded took a neutral stance regarding their support of the CoF

vision, and 42.5 percent were in full support of the CoF vision. The remaining 10 percent of the respondents were not in support of the CoF (see Table 14).

Table 14. Support for the CoF/Joburg TOD

Are you in full support of the Corridors of Freedom/Joburg TOD vision?	(n)	%
Yes	17	42.5
No	4	10.0
Neutral	13	32.5
No answer	6	15.0
Total	40	100

6.5.5 Which of the following documents/policies have you heard of and/or are knowledgeable about?

39 responses were given to this question, and one respondent did not answer this question. The high response rate indicated that the majority of the research participants knew or heard about some of these documents/ policies that covered the CoF TOD. From this question, participants selected multiple answers in instances where they knew or had heard about more than one option.

6.5.6 The language used to advertise public meetings simple enough for me to understand what the meeting was about?

37.5 percent of the respondents that responded stated that the public meetings were simple enough for them to understand what the meeting was about. 25 percent of the respondents attested to not seeing any public meeting advertisements while 20 percent responded 'maybe.' 12.5 percent of the respondents stated that the language used to advertise meetings was not simple enough for them to understand what the meeting was about, and 5 percent of the respondents did not answer this question (see Table 15).

Table 15. Frequency of Responses

The language used to advertise public meetings simple enough for me to understand what the meeting was about.	(n)	%
Yes	15	37.5
No	5	12.5
Maybe	8	20.0
I did not see any public meeting advertisements	10	25.0
No response	2	5.0

6.5.7 How many Joburg TOD/ Corridors of Freedom public meetings have you attended?

All 40 respondents answered this question (See Table 16). 80 percent of the respondents indicated that they had not attended any CoF related public meetings. 2.5 percent of the respondents indicated that they had attended 6 meetings and above, while 5 percent of the respondents had attended between four-to-six public meetings. The remaining 12.5 percent of the respondents attended between 1-3 public meetings.

Table 16. Public meeting attendance

How many Joburg TOD/ Corridors of Freedom public meetings have you attended?	(n)	%
1 - 3 meetings	5	12.5
4 - 6 meetings	2	5.0
> 6 meetings	1	2.5
None	32	80.0

6.6 Section 4 of Questionnaire (Likert Scale Questions)

The Likert scale questions in section 4 of the questionnaire were specifically formulated for the community members that had attended public meetings/workshops or any form of public participation activity. A reliability test for the 14 Likert scale questions was performed using SPSS Cronbach alpha reliability analysis. the Likert scale questions had response options ranging from 1 = strongly disagree to 5 = strongly agree .1 = strongly, 2 = disagree, 2 = disagree. 3 = neutral, 4

= agree, and 5 = strongly agree. The responses from the Likert-scale questionnaire are shown in Table 17, which illustrates the following in various columns; aspect investigated, ranking, mean score (M.S.); standard deviation (S.D.); response percentage, and the number of respondents (n).

6.6.1 Likert Scale Questions Analysis

Table 17 contains the Likert scale questions, the rank of the questions, mean score (M.S.), standard deviation (SD), and the percentage of respondent's responses given to the scales on each of the Likert scale questions. The first, second, and third Likert statements were answered by 45 percent of the research participants having a frequency of 18 responses. 55 percent of the respondents did not participate in giving any response to the first three Likert scale statements. Out of the 45 percent of those that participated,10 percent of the participants 'strongly disagreed' with the notion that the language used in public meeting advertisement gained their interest in attending the public meetings. 7.5 percent of the respondents 'disagreed' while 20 percent of the respondents took a neutral stance. Those that agreed and strongly agreed totalled 7.5 percent of the respondent population. Regarding the second Likert statement, "information communicated in the public meetings I attended was clear and easy to understand." Out of the 45 percent, a total of 10 percent of the respondents to this question strongly agreed and agreed to the information being communicated clearly and easily understandable manner in public meetings. 25 percent of the respondents to this question took a neutral stance, and the remaining 10 percent of the population consisted of the total percentage of those that agreed and strongly agreed. Regarding the notion that "public meetings helped to provide clarity about the misconceptions among CMs regarding the corridors of freedom" (indicated by Rank 3), 10 percent of those that attended meetings consisted of the total of respondents that strongly disagreed and disagreed. 27.5 percent of the respondents took a neutral stance regarding this question. In comparison, the remaining 10 percent of the respondents consisted of those that agreed and strongly agreed. 42.5 percent of the respondents responded to Likert scale statements in rank four, five, and six (see Table 17), while 57.5 percent did not participate. As to whether public meetings gave allowance to CMs to express their views and opinions, the total of those that 'disagreed' and 'strongly disagreed' was 12.5 percent. In comparison, 25 percent of the respondents took a neutral position to this question. 5 percent of the respondents 'strongly agreed' to this statement, and no respondents 'agreed.' 20 percent of CMs disagreed with the statement that 'their views and opinions influenced the planning and design of the CoF/Joburg TOD.' 5 percent of the population

‘disagreed’. In comparison, 17.5 percent of respondents took a ‘neutral’ stance. None of the respondents ‘agreed’ or ‘strongly agreed’ to this question. Regarding the statement in rank 6 (see Table 17), ‘I feel that my views and opinions influenced the implementation of the CoF/Joburg TOD projects that I attended meetings/workshops for,’ 17.5 percent of participants ‘strongly disagreed’. In comparison, none ‘disagreed.’ 25 percent of the respondents maintained a neutral position, and none of the respondents agreed or strongly agreed. The Likert statements in rank 7 and 8 were given responses by 45 percent of the respondents. In comparison, 55 percent of the respondents did not participate. Regarding the statement in rank 7, out of those that gave responses, 20 percent indicated ‘strongly disagree.’ In comparison, 15 percent of the respondents remained ‘neutral’ in their response. 5 percent of the respondents agreed, and another additional 5 percent strongly agreed. The statement attributed to rank 8, “I feel that Joburg TOD Projects address/addressed infrastructure needs in my community/region,” 10 percent of the respondents ‘strongly disagreed.’ Another 10 percent ‘disagreed’ with an additional 10 percent responded ‘neutral.’ 12.5 percent of respondents agreed, while 2.5 percent of the respondents ‘strongly agreed.’

42.5 percent of respondents participated in Likert scale statements in rank 9, 10, and 11. 57.5 percent of the questionnaire respondent did not participate. Regarding the statement attributed to rank 9, “I was informed about public meetings well before time.” 17.5 percent of respondents ‘strongly disagreed,’ while 5 percent ‘disagreed.’ 15 percent of respondents responded ‘neutral.’ 2.5 percent responded ‘agree’ with an additional 2.5 responding ‘strongly agree.’ Regarding the Likert scale statement in rank 10, “the allocated times for public meetings were convenient for me,” 12.5 percent of the respondents strongly agree’ while 5 percent agreed. 20 percent selected ‘neutral’ as a response, and the remaining 5 percent ‘agreed.’ None of the respondents selected ‘strongly agree.' The Likert scale statement represented by rank 11 dealt with whether the duration of the public meetings respondents attended was acceptable for them. A total of 7.5 percent gave responses to ‘strongly disagree’ and ‘disagree,’ while 27.5 percent remained ‘neutral’ regarding the question. 2.5 percent of respondents. Regarding the rank 12 and 13 Likert scale statements, 45 percent of the respondents participated while the remaining 55 percent did not participate. Regarding the statement “I was satisfied with the way public meetings/ workshops were conducted,” 2.5 percent of the population strongly disagree with this statement. 10 percent disagreed. 20 percent took a neutral stance, 5 percent agreed, while 7.5 percent strongly agreed.

Table 17. Likert Scale Response Analysis

Likert Scale Question	Rank	Responses (%)					(n)
		Strongly Disagree… Strongly Agree					
		1	2	3	4	5	
The language used in public meeting advertisements made me interested in attending the meetings	1	10	7.5	20.0	2.5	5.0	18
Information communicated in the public meetings I attended was clear and easy to understand	2	7.5	2.5	25.0	7.5	2.5	18
Public meetings helped to provide clarity about misconceptions I had about the Joburg TOD/ CoF.	3	5.0	7.5	27.5	5.0	0	18
Public meetings/workshops allowed me to express my views and opinions.	4	7.5	5.0	25.0	5.0	0	17
I feel that my views and opinions influenced the planning and design of the CoF/Joburg TOD	5	20.0	5.0	17.5	0.0	0.0	17
I feel that my views and opinions influenced the implementation of the corridors of freedom/Joburg TOD projects that I attended meetings/workshops for.	6	17.5	0.0	25.0	0.0	0.0	17
I have submitted comments to the City of Johannesburg before regarding the CoF/TOD	7	20.0	15.0	5.0	5.0	0.0	18
I feel that Joburg TOD Projects address/addressed infrastructure needs in my community/region.	8	10.0	10.0	10.0	12.5	2.5	18
I was informed about public meetings well before time	9	17.5	5.0	15.0	2.5	2.5	17
The allocated times for public meetings were convenient for me	10	12.5	5.0	20.0	5.0	0.0	17
The duration of the public meetings that I attended was acceptable for me	11	5.0	2.5	27.5	5.0	2.5	17
I feel the Johannesburg city professionals were competent to answer my questions about the TOD projects	12	2.5	12.5	22.5	5.0	7.5	18
I was satisfied with the way public meetings/workshops were conducted	13	2.5	10.0	20.0	5.0	7.5	18

6.7 Section 5 of Questionnaire

6.7.1 Are you opened with being informed of public meetings via social media

From Table 18, 90 percent of the respondents were open to being informed about public meetings via social media. 5 percent of the respondents were not opened to being informed of public meetings via social media. In comparison, the remaining 5 percent gave no response. 37.5 percent of the respondents.

Table 18. The openness of being informed via social media

I am open with being informed of public meetings via social media	**(n)**	**%**
Yes	36	90.0
No	2	5.0
No response	2	5.0
Total	40	100.0

6.7.2 CMs Notification Preference

In recommendation given by CEP in the interview, it was stated that community members needed to be asked how they want to be engaged. In the questionnaire, the CMs were asked how they wanted to be informed regarding public meetings. As illustrated in Figure 22, the highest preferred means of communication was Facebook (38 percent) followed by text message (22 percent), Twitter (16 percent), WhatsApp (14 percent). Instagram (5 percent) and phone calls (5 percent) were the least preferred.

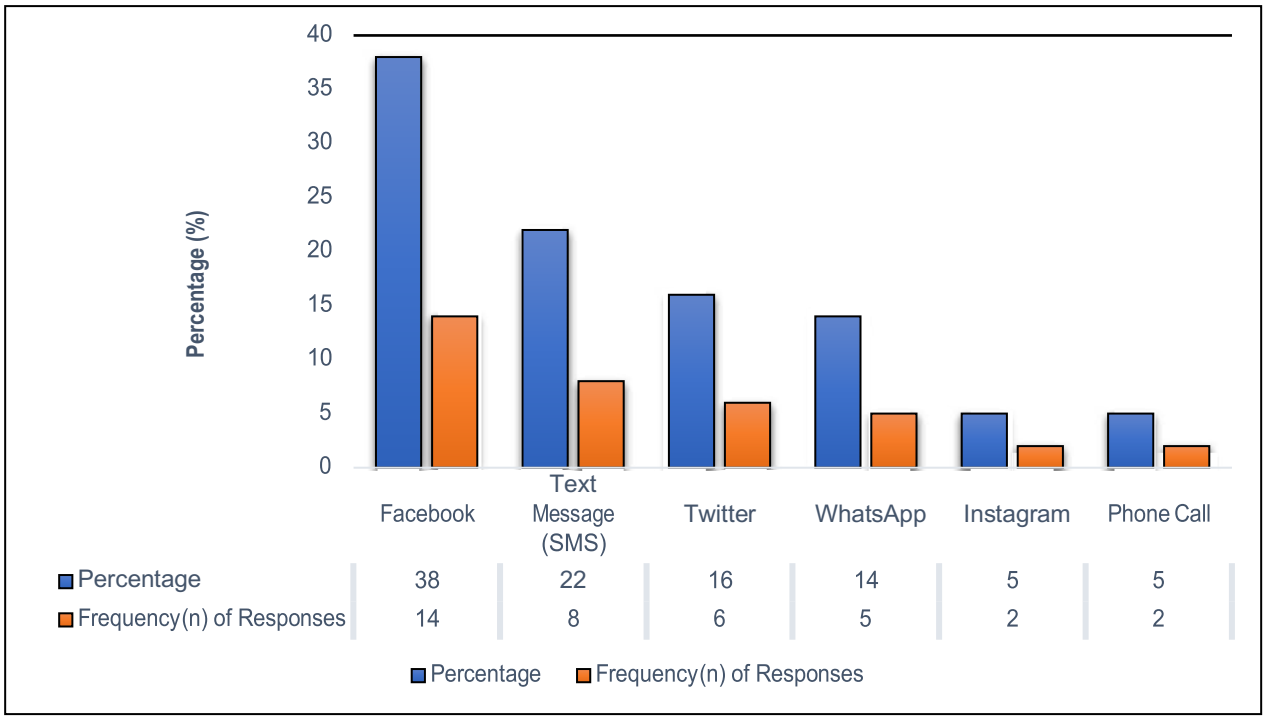


Figure 22. Community Members Notification Preferences

Fischer's exact test was used to determine the association between sociodemographic variables and public engagement measures (see Tables 19, 20 and 20). The relevance of Fischer's exact test for this study is that it is used in small sample sizes to analyse contingency tables. Conelley (2016) recommends the use of Fischer's test in small sample sizes.

Table 19. Association between sociodemographic characteristics & public participation (1)

Question	**Degree**	**Work experience**	**Gender**
Are you familiar with the term 'Densification'?	0.416	0.236	1
Do you know what the Corridors of freedom/ the Joburg TOD are?	0.253	0.496	0.454
Are you in full support of the Corridors of Freedom/Joburg TOD vision?	0.201	0.641	1

Which of the following have you heard of and/or are knowledgeable about?	0.628	0.777	0.909
The language used to advertise public meetings simple enough for me to understand what the meeting was about.	0.433	0.00*	0.574
How many Joburg TOD/ Corridors of Freedom public meetings have you attended?	0.234	0.983	0.779

The question, 'the language used to advertise public meetings simple enough for me to understand what the meeting was about' showed a significant association with work experience (p value<0.05). Further analysis could not be conducted due to the small sample size. Sociodemographic characteristics did not show a significant association with public engagement variables.

Table 20. Association between sociodemographic characteristics & public participation (2)

Question	**Degree**	**Work experience**	**Gender**
The language used in public meeting advertisements made me interested in attending the meetings	0.358	0.575	0.053
The language used in public meeting advertisements made me interested in attending the meetings	0.446	0.142	0.288
Public meetings helped to provide clarity about misconceptions I had about the Joburg TOD/corridors of freedom	0.193	0.778	0.529
Public meetings and Workshops allowed me to express your views and opinions.	0.151	0.976	0.145
I feel that my views and opinions influenced the planning and design of the corridors of freedom/Joburg TOD projects that I attended meetings or workshop for	0.727	0.279	1
I feel that my views and opinions influenced the implementation of the corridors of freedom/Joburg TOD	0.124	0.145	0.419

projects that I attended meetings/workshops for.			
I have submitted comments to the City of Johannesburg before regarding the COF/TOD	0.497	0.375	0.898
I feel that Joburg TOD Projects address/addressed infrastructure needs in my community/region	0.16	0.746	0.729

Table 21. Association between sociodemographic characteristics & public participation (3)

Question	**Degree**	**Work Experience**	**Gender**
I was informed about public meetings	0.142	0.373	0.62
Allocated times for public meetings were convenient for me	0.104	0.358	0.332
The duration of public meetings that I attended was acceptable for me	0.400	0.353	0.251
I feel the city of Johannesburg professionals are competent to answer my request	0.653	0.703	1
I was satisfied with the way public meetings works were conducted	0.161	0.129	0.231
I am open with being informed of public meetings via social media	1	1	1
I am open to being informed about public participation meetings via the following means	1	1	1

6.8 Key Findings of Questionnaire Survey

The following questionnaire survey targeted at community members revealed the following:

- A significant percentage of community members (almost 50 percent) did not know what the corridors of freedom was, which confirms the need for extensive advertising and publicising of the CoF. This question concerning the question of how many public meetings attended by CMs, it is evident that much needs to be done in also publicising the stakeholder meetings.
- Low attendance of public meetings in some instances.
- Some of the CMs felt that their views and opinions did not influence project outcomes; lack of influence in the decision-making process discourages participation.
- The majority of community members that knew about the CoF, however, were in support of the initiative.
- Community members need to be asked how they want to be engaged and how they want to be informed by CEPs and Contractors regarding projects.
- Social media has an important role to play as a communication tool since the majority of respondents found out about the CoF on social media.

CHAPTER VII – DISCUSSION & FINDINGS

7. Introduction

The previous chapter discussed the data analysis, and the process is undertaken to ensure that the information received from the respondents illustrated in a simple graphical format with relevant explanations indicative of results. This chapter discusses the results of the analysed data. This research was undertaken with the primary aim of investigating the inherent characteristics of stakeholder engagement in Johannesburg's Transit Oriented Corridor Development (TOCD) vision from 4C stakeholders regarding planning, implementation, and operation of some its associated infrastructure projects from the time of its announcement in 2013 by former mayor Parks Tau, till the end of 2019. This aim was broken down into research questions and their corresponding research objectives (see section 1.8 and 1.9 in Chapter I). This has been achieved by obtaining multi-variant accounts of the 4Cs, namely City entity professionals (CEPs), Contractors (Cs), Community representatives (CRs), and Community Members (CMs). The experiences were to aid in fulfilling the four main objectives of this study outlined in chapter 1, section 1.9. The primary rationale for this study stems from the fact that SE literature and SE practice often fail to provide in-depth and comprehensive accounts of perspectives of SE experiences from various role players. The lack of collection, collation, and consideration of varying views and opinions has often resulted in unnecessary project delays and end-user dissatisfaction. As stated by the SE theory, special attention needs to be given to all stakeholder's interests for them to reach a compromise of interests to have every stakeholders' interests represented in decision-making processes. What is common across most SE literature is the need for early inclusion, transparency, and accountability in SE practices, and also the ability of communities to influence project outcomes in the implementation phase (see section 3.12 in Chapter III). In the interviews, some CRs revealed that participation did not occur from the onset of CoF planning, but rather at a later stage as the Corridors of Freedom (CoF) unfolded. The literature dealing with community engagements in the CoF revealed that there was some community dissatisfaction regarding the lack of consultations that had occurred, which led to the resistance by community members in some of the regions under investigation (e.g., Region E) with Norwood residents. The undertaking of 23 semi-structured interviews with the 3Cs and circulation of the questionnaire to various CMS within the four regions understudy in Johannesburg, was to determine aspects of SE

that needed serious attention and possible recommendations for improving engagements in the future. The purpose of this chapter is to discuss the findings that have emerged from the entire research process from the literature review, theoretical framework, research methodology, and data analysis chapter. The fulfilment of the aim, objectives, and research questions are discussed about the findings from these chapters.

7.1 Discussions

The importance of SE and its undertaking in project planning, design, and implementation is emphasised in the literature that deals with SE. This study, however, gives additional insight regarding aspects of SE that need serious attention in the South African context when it comes to the TOCD project in particular. This section exists to discuss the research questions and objectives concerning the findings that have been obtained from the various sections of the study. This includes the literature review and the theoretical framework. The data collection phases which involved undertaking a mixture of semi-structured face-to-face and telephonic interviews, and electronic questionnaire survey among the broader community populace of Johannesburg's Regions E, F, B, and D. The experiences of the 4Cs was gathered to determine the occurrences in the SE process to determine the nature of SE in the CoF vision. As outlined in the literature gap, this research emphasises the need for theory and practice to obtain multi-variant accounts of experiences of stakeholders regarding engagement activities. The approach gives room for project custodians such as the CoJ and the implementors, JDA, to evaluate areas that require improvement in both the peer level engagements and community level engagements. As stated in the theoretical framework of this study, SE is a vital activity to be undertaken to include groups or individuals that remain affected by an organisation's activities or undertakings, which in this case is the CoF. The findings from the questionnaire and the interviews reveal that communities are indeed key stakeholders. The reason for this is that communities consist of the majority population of stakeholders because there are many of them that are affected by the area-based projects of the CoF and the BRT itself. Key stakeholders are, therefore, not restricted to decision-makers or project contractors. Another reason that CMs are also considered key stakeholders by this study is that they have to live with the consequences of poorly implemented, unsuitable, impractical projects that may contribute to urban decay within their living spaces (CR6).

7.1.1 RQ1: Who are the CoF stakeholders for this project, and what are their roles?

This section which links to the first research objective discusses whom the stakeholders of the CoF include their roles in the vision and in various projects that constitute the CoF. This section addresses the first research question of this study. The importance of knowing the various stakeholders and their roles forms an essential part of stakeholder engagement in practice. In this study, knowing who stakeholders are is vital for determining the best way to manage and identify the roles that each they can play in improving engagements at community-level. In this study, knowing who stakeholders are and their roles helped to determine whether they were relevant for this study and whether they would contribute in-depth experiential knowledge to finding out areas of SE that needed improvement in the CoF. The experiential knowledge of donors, for example, cannot equal the experiential knowledge of the CEPs, which are more hands-on when it comes to the practical aspect of engaging with various stakeholders. Financiers may engage the city only. However, the CEPs engage CMs, CRs, and other CEPs and the financiers themselves.

From the literature, few stakeholders are identified in response to RQ1, who are the stakeholders in the CoF and their roles. The general list of stakeholders is as follows and does not include detailed interviewees but gives leads to organisational bodies contacted to obtain specific interviewees:

- City of Johannesburg (CoJ) municipality - policy design and implementation (Lembede, 2016; Ballard et al., 2017; Griffith,2017).
- City officials (Lembede, 2016).
- Johannesburg Development Agency (JDA) – implementation of public environmental upgrades and social infrastructural projects (Chapman, 2015).
- Johannesburg Social Housing Company (Ballard et al., 2017; Lembede, 2016).
- Academics (Lembede, 2016).
- Private developers – (Lembede, 2016; Pieterse, 2018).
- Minibus taxi industry – incorporate themselves into the Transport company to contribute to providing formalised transport services to the public (Venter, 2016).
- Private contractors (Ballard et al., 2016).
- City Power – provision of electrification along the corridors (Cartwright & Marrengane, 2016; Rubin, 2018)
- Johannesburg Water (Rubin, 2018)

7.1.1.1 CEPs Response

As stated in the literature, an organization must commit itself to develop an extensive network of relationships that are not only restricted to its clients, shareholders, and employees but its external stakeholders (Pedrini & Ferri, 2019). As indicated in table 4 in chapter 4, section, this research question, which is related to RO1, is addressed by the literature review (including the theoretical framework) and the semi-structured interviews. Literature indicated that stakeholders are considered to be groups without whose support an organisation would cease to exist (Pinto, 2019). Stakeholders also have the power to affect or are affected by the achievement of the organisation's objectives (Botha, 2015). The main stakeholders that were identified were the CoJ and the JDA. This was made apparent in the literature review. The significant involvement of the JDA and CoJ in the CoF is confirmed in literature by Pieterse and Owens (2018). The role of the CoJ and the JDA, however, was clarified more in the interviews that were conducted. The CoJ are custodians of the CoF vision and its associated projects. The role of the CoJ is to plan developments that are to occur in Johannesburg. The JDA, however, is contracted by the city and is responsible for implementing CoJ projects. The role of JDA is confirmed by Kotze and de Vries (2019), who stated that the JDA partners with the CoJ and play an essential role in the re-developmental initiatives for the parks and public environments of Johannesburg. The CoJ conduct their public participation or stakeholder engagements, especially when it comes to policies relating to a specific project or vision like the CoF. Other mentioned as stakeholders of the CoF included the Department of Transport, Johannesburg Roads Agency, Johannesburg Social Housing Company, Joburg water, Johannesburg City Parks & Zoo, Johannesburg Property Company, City Power, Pick-it-Up. JOSHCO has a mandate and is responsible for delivering sustainable, affordable social housing along the corridors. Johannesburg's City Parks and Zoo (JPCZ) are the key steward of park-spaces in Johannesburg and is accountable for the development and maintenance of these parks.

7.1.1.2 CMs Response

The second key stakeholders that were identified were CMs. CMs are end-user stakeholders that deserve to be involved in the planning and implementation of projects. The reason for this is that developers or contractors and CEPs develop areas in which CMs live in and as a result, projects that are developed have an impact on those that live in the community. It is, therefore, essential for CEPs and Cs to ensure that communities are considered key stakeholders since they also wield

the capabilities to bring projects to a halt. These discussions of opposition in the interviews are confirmed in the literature study outlined by Peens (2015) and Harrison, Rubin, and Applebaum (2019). CMs were not included in the interviews since their participation required the use of questionnaires since CMs are the most significant stakeholders when it comes to population size. Communities do not have a formal role per se but play a defining role in opposing or endorsing projects within their spaces. Their role of CMs includes reporting dissatisfactions or lodging complaints to the RAs, participating in public meeting attendance, submitting comments to the CoJ. CMs play a significant role in shaping the city, but some are often hindered and discouraged by the frequent occurrence of not having their voice heard. CMs have expressed that in the CoF, their views and opinions were not taken into consideration. Also, certain things that were agreed on when it came to projects were not implemented.

7.1.1.3 CRs Responses

CRs were the third stakeholders that were identified. CRs were identified in interviews with the CEPs. These consisted of resident associations, ward councillors. The role of CRs is to represent the communities they preside over. The role of ward councillors is to take and amplify the views of their community members in the Council. They have to be accessible to their community members. They must allow their CMs to engage in public participation and increase participation. As stated by CR 2, ward councillors are not permitted by law to give instructions to the City official to take any particular action since their role is an oversight role. Resident associations (RAs) are organisations that constitute a group of people from a specific community. RAs meet to address problems that arise in their areas, and like ward councillors, they represent the voices of CMs. The functions of RAs are that they exist to serve residents of their communities. They also assist ward councillors and city officials with the execution of their duties. In the interactions with various RAs, it was found that RAs used various social media platforms and had Facebook groups, WhatsApp groups, and Twitter handles, which served as means of communication information between them and their respective CMs. RAs are therefore seen as the link between the CMs and City officials. According to literature, RAs are the “eyes and ears of their communities (Fourie, 2018). In this study, RAs contributed immensely to distributing the electronic questionnaire to their respective community members through social media.

7.1.1.4 Contractors Responses

Contractors (Cs) were the fourth identified stakeholders in this study, and references were made to various Cs by the CEPs and the CRs. The Cs in the CoF are numerous, and due to confidentiality purposes, the names of their organisations are not mentioned in this study. These, however, consisted of those that had been awarded tenders to carry out projects forming part of the CoF vision involving road upgrades, proposed water reservoirs, involvement in park upgrades such as Rotunda park, for example. Those in the Cs category also included businesses such as taxi associations, other transport associations, tuk-tuk, and legal advisors. Butcher (2016) stated that the CoF revealed both well established and emergent developers.

7.1.1.5 Other stakeholders

Other stakeholders that were not interviewed and were part of the CoF included Financers that were international and local. National treasury, Standard Bank, French Development Bank, UN-Habitat, and the World Bank. These were not included in this study because their presence would shift the focus of this research to include higher-level engagements that fall out of this study's scope.

7.1.2 RQ2: Were principles in SE policies followed in the undertaking of practical SE in the COF?

The answer to this research question relates the principle stipulated in Legislation, policies and plans, and the principles of the stakeholder theory with the recounted experiences of the 4Cs in stakeholder engagement processes.

7.1.2.1 CoF Policy formulation

The constitution of the Republic of South Africa mandates the government to allow for the inclusion of citizens in public life outside of the regular election process. The CoF initiative as a mega-project for the people affects public life when it comes to aspects of transport, housing, recreation, and safety, all of which are aspects of the CoF. During the policy formulation of the CoF, engagements that were peer-to-peer involved the internal stakeholders of the CoF, such as city officials and politicians, along with the consulting agency that was contracted to External stakeholders such as community members did not have a say in the policy formulation process. According to Peens (2016), the policy formulation process was a closed-off and technocratic with decisions made without the public. The CoJ municipality did not initiate the consultation process.

However, it was instead the community-members that protested and litigated to ensure that their voices were heard. The first public meeting gave room for the reduction in the initially proposed densification levels were reduced. The reason for not including the public from the onset in the policy formulation could have been the fact that the city officials and appointed consultants were working to meet a tight deadline to complete and implement the CoF policy. Moreover, City professionals tend to want to have a plan in place before any consultations, which is proactive. The technocratic process, of the policy formulation in the early stages, however, proved counterproductive. The GDS stated that "There is an increasing need for greater participation by citizens and residents, in terms of both the resolution of their problems and their role in serving as responsible citizens – and understanding and delivering on their rights and duties in this capacity" (GDS, 2011: 85). The GDS, launched in 2011, called for consultation with communities in terms of their needs in transport planning (GDS, 2011: 85).

7.1.3 RQ 3 How do the engagement experiences of the 3Cs compare to that of CMs?

The experiences of the 3Cs about CMs were similar. However, there also existed a few differing perspectives. CRs and CMs had relatively the same experiences and perspectives. The reason for this is that CRs work more closely with CMs while CEPs and Cs do not have regular contact with CMs but rather ensure that contact with CRs if the need arises. The answer to this research question relates to principles stipulated in legislation, policies and plans, and the principles of the stakeholder theory with the recounted experiences of the 4Cs in stakeholder engagement processes. As seen from the quantitative data, the majority of responses to the questionnaire were from middle-class areas, namely the Louis Botha (27.5%) and Empire Perth Region (47.5 %). Most CMs heard about the CoF from social media, public meetings and newspaper advertisements. The relevance of this question lies in the relevance of the means through which information about the CoF was communicated. In the interviews, it was emphasised that need for extensive advertising that catered for disabled groups such as the deaf and visually impaired CMs, and the economically disadvantaged members of communities. Such information exists to improve engagement practices to make them inclusive for all to participate as required by principles of effective-integrative stakeholder engagement. Also, to fulfil the principle of contemporary planning such as advocacy planning which calls for planners to act as advocates of the interests of disadvantaged groups. This information contributes towards the greater goal of

ensuring the undertaking of participation as a core element of planning rather than a marginal activity as is predominant in traditional forms of stakeholder engagement and participation.

42.5 percent of CMs were in support of the COF initiative, while 10 percent of the respondents were not in support of the CoF. The remaining responses were either neutral or no-response. There was an association between the percentage of CMs in support of the CoF and the percentage of CMs who knew about the CoF (52.5%). A chi-square test performed indicates that there is an association between the 2 variables, namely the knowledge of respondents about the CoF and their support for the CoF regeneration vision (Chi= 14.26 P< 0.01). A copy of the generated Chi test can be found in Appendix H. Furthermore, the CRs that were interviewed indicated that they had no problems with the CoF as a concept thatthe CoF was a good idea; their issue that they had was how it was implemented. The view of the CRs regarding the CoF is reflected by the support given by the majority portion of the CMs. 35 percent of the CMs indicated that the language that was used in the public meetings was easy enough for them to understand. 12.5 percent of the respondents, however, stated that the language used in the public meetings were not easily understandable. CEP4, for example, stated that the language that was used in the meetings was understood by all the people that attended since the majority of residents for the meetings she attended were English speakers. It was also emphasised that at the meetings, there were speakers of diverse languages present that formed part of the CEPs, and translation was provided in such rare cases. One of the CRs, however, stated that the use of technical language in presentations was to be done in a less technocratic manner and that some of the presenters needed improvement in their presentation skills. Another point that was made that was confirmed between C2, CE4, and CR5 was that public participation was not undertaken thoroughly enough with very little attention given to it both by Cs and CEPs. C2 stated that there is a flaw in policy because it does not state how many people are to be consulted to ensure that public participation is considered adequate. CR2 also emphasised the very same point. There may be a need for policy to ensure that this is stipulated. CRs and some the CMs agreed on the need for early informing and avoidance of last-minute public meetings by CEPs. Meetings should be announced well in advance. The responses regarding how many public meetings they attended, 20 percent of CMs attended public meetings while the remaining 80 percent attended none. CR4, CR5, and C2 confirmed the poor attendance of meetings. Low attendance by CMs can be attributed to various reasons. Laziness on the part of some CMs as pointed out by CR2 and CR4

and CR5; the fact that meetings are not advertised well in advance or the fact that some CMs feel that their attendance and participation in giving views and opinions would not contribute to decision-making as experienced by some CMs.

7.1.4 RO/RQ 4 What aspects of SE need improvement for better stakeholder engagements?

This question is a contribution to the main findings of this study based on all the information obtained from the first three objectives. From this study, it is clear that there are aspects of SE that are in need of much improvement. The first research question gave insight regarding the role of the 4Cs in the SE processes. From this, it was found that the Cs and CEPs were designated with the task of undertaking public participation. There were a few discussions on peer to peer level engagements, however, such as discussions that gave insight into the role of other 'peers' and their function in the CoF SE processes. Most of the discussion on SE reverted to public participation or community-level engagements. This is an indication that community engagements like peer-level engagements form the most critical part of the SE process. CMs are just as crucial as consultants. The reason for this is that Consultants, bring significant value to projects in shaping design, implementation, conducting environmental impact assessment construction. Community members are just as crucial in the SE process. In their collectiveness, they have the power to determine whether a project is implemented in their area or not. The interviews revealed that SE could be a rewarding process given that SEs are undertaken in a manner that shows initiative is taken in balancing the interests of all stakeholders involved, including community members.

7.2 Main Interview Findings

This section discusses the main findings obtained from the interview, aside from the findings that have contributed to answering the above-discussed research questions. The findings discuss the challenges of SE, inclusivity and influence in CoF projects, use of internet technologies in participation and enforcement.

7.2.1 Challenging Task of SE

SE is a difficult task to undertake, requiring substantial time, money and energy, skills, and proper planning. This is confirmed by literature dealing with engagement and participation in mega-projects. SE in mega-projects requires substantial planning before any decisions are made. Long deliberative processes should reflect advocative, transformative, communicative and agnostic

urban planning where 1) all groups of the society are allowed to engage in the decision-making, where the interests of marginalised groups that do not have a voice or are unable to participate, are to be advocated for. The challenging task of SE is such that if boycotted or improperly planned, can lead to project delays more significant than the time-consuming participatory planning and implementation process. The City has taken painstaking efforts to ensure that public participation was ensured from 2017 with a mixture of one-on-one engagements, public meetings, workshops and exhibitions as was discussed in section 3.7 of the literature review.

7.2.2 Lack of Inclusivity & influence in Project End-Result

Lack of inclusivity of communities is counterproductive to project deadlines and overall project progress. In the policy formulation of the CoF, including the public involvement and consultations should be among the top engagement priorities. According to Stakeholder theory, an organisation must take into consideration the interests of its internal and external stakeholders. The stakeholder theory also advances that an organisation cannot survive or advance its ideas by working in isolation to the citizens in their situated area. Advancing the CoF policy without the public was an initial mistake that was made. This could have been due attributed to the statement made by CR4 that public participation is a foreign concept that the Council does not like to implement. The normative aspect of ST specifically asserts that managers must ensure stakeholder relationships, further elaborating that these relationships between key stakeholders are to be moral, ethical commitments shunning the desire to use stakeholders as a means to make money alone (Zakhem & Palmer, 2017). The second finding is that after the implementation of the CoF, there were aspects of one of the CoF projects that were agreed on by community members, contractors, and the City, but did not come into fruition in implementation stages. What was promised was not what was reflected. Places such as Brixton, High Street and Ripley Road were cited as areas that do not currently reflect the development that was presented to residents in the first presentation. What they wanted the area to look like, and what the City was working towards such as the installation of CCTV cameras, little benches, coffee shops along with other additional aesthetic improvements for this particular area was not delivered. This was discussed by CR3, a regular attendee of the public meetings. From this first public meeting that was used to usher in the idea of the CoF indicates that public participation was done in a comprehensive manner, that all steps for successful stakeholder engagement were carried out. According to CR3 the public participation for the area had been done; however, the problem with the engagements was that what

was agreed on in the engagements were not implemented in the development projects. This undermined the entire stakeholder engagement process. The theoretical position from these finding is that although tedious, the process of interactive and effective stakeholder engagement can be achieved. When the collective agreement is reached and is not implemented to bring about the projects end-result, it nullifies the stakeholder engagement process and results in a waste of time, money and energy spent in undertaking the engagements.

7.2.3 Enforcement

Legislation such as the RSA Constitutions preamble highlights the critical role of citizens to participate. This preamble, however, is a double-edged sword because it calls on citizens to recognise their rights and responsibility to 'govern' and also the beckons government institutions to ensure that people's role in governance occurs. From the interviews, it became clear that in some instances, CMs did not attend public meetings due to laziness. Other CMs become discouraged from attending public meetings because they often do not have their views taken into consideration to the point where their views influence projects. South African plans, policies, and legislation take into consideration community participation and SE very seriously. The IDP, for example, equates an occurrence of the lack of participation in decision-making to 'poverty' along with other manifestations such as hunger, malnutrition, and limited access to essential services, education, and social discrimination. Much energy time and effort are expended in both Peer-to-Peer stakeholder engagements and community-level-engagements. In the Peer-to-peer engagements between CEPs and CEPs and Cs and CEPs and some of the CRs employed by the CoJ, it has many of its challenges, the aspect of SE in need of much focus is the community-level-engagements.

7.2.4 Use of Internet Technologies

Another finding from the study highlighted the importance of the use of technology or SE software in engagements and was asked whether they made use of SE software to manage their engagements better and also document the process of engagements and its occurrences. The answer from all the CEPs that were asked this question indicated that the use of the internet could be enhanced. In light of the use of technology, the IDP clearly defines Johannesburg as a smart city; "A city that makes decisions and governs through technologically enhanced engagement with its citizens who have universal access to services and information where socio-economic development and

efficient service delivery is at its core." Engagements are not yet technologically enhanced, and this needs attention. This is not to say that marginalised groups that do not have access should be left unconsidered. Instead, the smart city initiative which seeks to extend internet access across Johannesburg should focus on the marginalised areas to ensure access to information. This is also not to say that groups that require face-to-face interactions should not be engaged face-to-face. The second part of the IDP quote, "…citizens who have universal access to services and information where socio-economic development and efficient service delivery is at its core," is also yet to be realised holistically. Access to information such as public meetings are also sometimes hard to come-by when requested, and unanswered questions in public meetings require follow-up. The GDS calls for good collaborative governance across all spheres of government when it comes to service delivery in Johannesburg (GDS, 2011: 85). Departmental challenges were being addressed to function seamlessly with other departments to prioritise a no variance approach to tackling projects or initiatives, as stated by CEP7. The use of social media as a means for communication and even feedback should be significantly considered. The internet is a platform that conveys the importance of networks in the world. From literature, it is evident that the South African population are extensive users of digital technologies. 61% of the internet in RSA users prefer to undertake their tasks digitally when opportunity allows (Harrison, 2019). Gauteng province has the most recorded internet penetration rate in RSA. 74.6% of its residents are able to access the internet from their homes, place of work, study, or cafes (Walker, 2019). The use of social media in engagements is already being used by the CoJ, who now have Instagram and Facebook pages and Twitter feeds. However, there needs to be more social media presence on platforms such as YouTube. A YouTube search conducted with the term 'corridors of freedom' on YouTube revealed that there are currently eight videos that discuss Johannesburg's Corridors of Freedom. None of these videos was uploaded by the CoJ or any of its state-owned entities. None of these videos has adverts to grasp the attention and interest of viewers. Other searches conducted included the use of the terms 'Joburg TOD' and 'Johannesburg TOD' 'Johannesburg Transit Oriented Development.' None of these terms yielded any results about the CoF. Instead, the results that were generated were predominantly international and not specific to South Africa. In agreement with the lack of YouTube presence, the responses from the questionnaire were an indication that majority CMs knew what the corridors of freedom were. In contrast, 47.5 did not know and were unsure as to what it was. This points to more needed efforts to publicise the CoF in Johannesburg on various platforms.

7.2.5 Communication

The flow of information is dependent on an open, participatory process. It is often influenced by political processes since in urban planning as expressed in literature, information flow regarding the CoF began with extensive marketing campaigns that communicated 're-stitching' of the city. The marketing campaigns were, however, not as comprehensive as reflected by the outcomes reflected in the questionnaire where few respondents did not know about the Corridors of freedom/Johannesburg ToD or what it entailed. Moreover, the study indicated that a fully participatory process could have been implemented in the early stages of conceptualisation. However, the information flow could have possibly been deliberately hindered to curb the uncertain delays that public participation could have on the delivery of the CoF. As expressed by one of the interviewees, the city council dread undertaking public participation. This is reflected in the statements from City officials in the study of Harrison, Rubin and Applebaum (2019) "subjecting the CoF to a fully participatory process in the contexts of Johannesburg's highly unequal distribution of power and resources would be counterproductive to the inclusionary and redistribution goals of the initiative" (2019; 464). There was also an acknowledgement from officials that this was a flagship project for the City with much at stake politically, and the overriding concern was to produce quick and tangible results without the uncertainty and delays of negotiated arrangements (Harrison, Rubin and Applebaum, 2019: 464).

Another finding of the study was that according to CEPs, the language was not an issue in public meetings. CRs, however, placed emphasis on the use of language that everyone understood in public meetings. Consideration for the disabled groups such as those that are deaf should be considered when communications are sent out through advertisements, and also in public meetings. The use of language in the peer-to-peer level engagements should differ from the language used at the community-level engagements. Information should be communicable to the hearers since members of the community may not have the level of expertise to understand technical urban planning terminologies. These findings are in line with Moodley (2017), who stated that both the technical language and cultural language used must be appropriate and relevant to the hearers. If communities are being addressed regarding a particular project, it is vital that language is used in a way that is comprehendible by all those that are present in the public meeting.

7.3 Additional Findings

7.3.1 Equality

The concept of equity is highly subjective and changes with the individual concerned. A project that may appear equitable to the decision-makers may not appear equitable by those affected by the project. In the case of the CoF implementation, the theme of winners and losers emerge. With the announcement of the CoF which did not initially emerge through a participatory process, middle-class communities that were fearful of change in their low-density suburbs displayed resistance to the project which led to the commencement of a participatory process in late 2013. The middle-class residents having the power to ensure a participatory process managed to ensure a participatory process. Once the participation had been conducted, however, the middle-class residents of Melville, Auckland Park and Westdene did not see the end-result of what was agreed upon in the extensive public participation, materialise in the development implementation. Moreover, the CoF is said to marginalise the marginalised further since the majority of the CoF traverses middle-high income areas. It is important to note that the CoF is a work in progress which has medium-long terms aspects, and the connection of various parts of Johannesburg is likely to occur over time.

7.3.2 CoF Benefiting the Marginalised?

According to the EFF, the city of Johannesburg's capital investments is better directed into black African townships and the inner city, rather than into corridors that partly traverse historically white suburbs, further emphasising that the marginalised were not benefiting from the CoF (Planact, 2018). The case of losers discussed in the literature is reflective in the outcomes of this empirical study. The majority poor have still not benefitted from the CoF in its entirety. As reflected in the literature, the exclusion is arguably best countered through “citizenship and the extension of equal membership and full participation in the community. Those that benefited from the participatory process were the white middle-class and high-income areas that were able to mobilise, litigate in resistance to the reactive planning initiatives undertaken by the city; those that wielded enough power to moderate the levels of densification initially proposed by the city government. The overall participatory process is reflective of being unequal and uneven. However, positive outcomes resulted from the process where extensive area-based consultation and development facilitation gained much momentum through the JDA an attempt to shift to a more co-productive decision-making process.

7.4 Theoretical Proposition for Understanding SE in TOCDs

Stakeholder engagement in TOCDS can prove very sophisticated. However, with adequate and extensive planning, SE can be undertaken successfully. It is important to note that SE in urban planning initiatives such as the CoF has specific attributes that differentiate SE from business operations. Principles can be derived; however, the importance of urban planning is necessary since it considers the presence of political influences that tend to impact urban planning projects. Understanding TOCD stakeholder engagements requires essential elements such as; the stakeholder management process such as stakeholder identification, stakeholder categorisation. This is a pre-requisite to stakeholder engagement since engaging stakeholders requires identification for purposes of including them in the decision-making processes. From the conceptual framework it is evident that when it comes to stakeholder engagements, it is crucial to have an engagement plan that involves 1) consultation 2) negotiation 3) compromise 4) relationship building and 5) stakeholder learning or knowledge co-creation. These dimensions of stakeholder engagement are not reflective in the conceptualisation of the CoF. Moreover, in the event of planning stakeholder engagements, it is necessary to adopt contemporary forms of urban planning participatory approach which provides a core framework for effective-inclusive stakeholder engagements. The mixed-methods approach helped to cover the dimensions of Stakeholder engagement from the perspectives of the 3C stakeholders and the CMs simultaneously.

7.4.1 Participatory Urban Planning Approach used in CoF.

From the literature and interactions with CEPs Johannesburg's urban planning approach was identified. The predominant strategy used in participation in planning in CoF is the strategic urban planning approach. Strategic in the sense that predetermined growth areas of Johannesburg are targeted spatially at the local level. Once that is achieved, all efforts toward spatial priorities are undertaken. SUP is also reflected in all the local policies related to the CoF, such as the GDS IDP and RSAF. As stated by Pieterse (2018) " Joburg metro seemed to always be on the cutting edge of strategic metropolitan planning and governance" (26). A strategic planning retreat, known as a Lekgotla, is undertaken twice a year by the CoJ Leadership (Pieterse, 2018). SUP is reflected by the Strategic Area Frameworks which have been created to provide a standard mechanism for strategic CoF planning and development (Griffith, 2017). The SAF provide locational guidance and response guidelines aimed at achieving growth within the CoF. The

emphasis on growth in the CoF forms a significant part of SUP. As discussed in the Literature Review Chapter III, the SAFs are integrated with the GDS 2040, the IDP, the RSDF and the precinct plan. The GDS 2040 and the 5-year IDP " elaborated a set of long-term goals and strategic interventions. As discussed in section 2.6.6, in Chapter II strategic urban planning is a tool for local development and it is geared towards ensuring socio-economic progress and an enhanced quality of life. It is based on a positivist philosophy, seeking to rationalise planning as a tool to legitimise political visions and goals. Strategic urban planning is most ideal in the Jo'burg context since the CoJ seeks to ensure economic development and social transformation owing the history of apartheid spatial planning and existence of transit-disoriented majority populace. This findings makes contributions to answer RQ2 of this study.

7.5 Conclusion

This aspect of the study has shed light on the existing ambiguities of the term 'stakeholder' outlined in the theoretical framework (section 2.3). What is apparent from the literature review and the interviews is that who stakeholders are is dependent on the context of the project in question. What remains consistent is that the users and beneficiaries of development projects need to have their views and opinions considered. CMs must be given room to influence the design of projects to suit the needs of the majority of stakeholders. Ensuring community satisfaction was pointed out by CEP3, who, when asked the interest of the CoJ in the CoF project, stated that it was to ensure the progressive development of the citizens of Johannesburg. This statement by CEP3 is in line with Freeman's view in explaining the stakeholder theory that organisations are to safeguard the interests of their society in which they operate and that of their stakeholders (Freeman, 2010). Freeman believed that the business objective of organisations was to supplement the 'general welfare' of many individuals or groups (Freeman, 1984). Ensuring the satisfaction of communities in engagements was a common theme that was discussed extensively by the interviewees. Moreover, regarding stakeholder engagements between all stakeholders, the need for ongoing deliberations till there is mutual consensus or agreements regarding a project remains vital for successful stakeholder engagement and project progress.

CHAPTER VIII - CONCLUSION, RECOMMENDATIONS & SUMMARY

8. Introduction

This study investigated stakeholder engagement (SE) in Johannesburg's Corridors of Freedom regeneration project, otherwise known as the Joburg TOD. The study aimed to obtain the responses of the 4C stakeholders (City Entity Professionals, Contractors, Community Representatives & Community Members) regarding their experiences of stakeholder engagement in the CoF project. The reason for this was to determine areas of engagement that require improvement. This chapter concludes the study and gives recommendations for aspects of SE that can be improved. The experiential knowledge of CEPs, Cs, CRs, CMs, and information from extensive literature review aid in achieving this. The recommendations in this chapter are primarily for peer-to-peer engagements (i.e., engagements between professionals such as CEPs and Contractors) and mostly on community-level engagements. The reason for this is that from the interviews, community-level engagements were the most discussed in the SE discussions. Engagements with funders (High-level engagements) were not discussed, rather funders were merely mentioned as being part of the stakeholders in the interviews. The recommendations section proposes recommendations from the findings from the literature, the semi-structured interviews and questionnaire data. The recommendations are structured within the legal framework that guides the process of public participation in South Africa, as discussed in the literature review chapter. These regulatory frameworks are national, provincial and level when it comes to local governance of government programs, particularly those that pertain to participation in transport planning.

8.1 Recommendations

The aim of this research was to understand the nature of stakeholder engagement to identify areas of SE practices in the COF that need improvement. This was based on the evaluation of literature and the experiential knowledge of the 4Cs in the planning, implementation, and operation of some of the projects associated with the CoF vision. Obtaining multi-variant recounted engagement experiences of the 3Cs (CEPs, Cs a CRs) and then finally, that of CMs, contributed to this achievement. The research aim was divided into four research objectives, each objective with its related research question. The four research objectives are:

- RO1: To summarise a list of the stakeholders and their roles in the Corridors of Freedom.
- RO2: To appraise engagement practices in the CoF projects against stakeholder engagement principles in South African legislation, policies, plans, and programs.
- RO3: To evaluate the engagement experiences of the 3Cs and CMs.
- RO4: To summarise aspects of stakeholder engagement in need of improvement in future Transit Oriented Corridor Development projects in Johannesburg.

8.1.1 Recommendations for Policy

Enforcement of Principles in Policy Regarding Public Participation

South Africa has a very comprehensive public participation policy which seeks to ensure that the public is active participants in local governance. These principles are outlined in national frameworks such as The Constitution of South Africa (1996), The Local Government — Municipal Structures Act (117 of 1998), The Local Government: Municipal Systems Act (32 of 2000), Local Government: Municipal Planning and Performance Management Regulations, 2001. The issue with participation in a South African context is the gap between what is stipulated in policy vs its practical implementation. There must be an independent regulatory body that ensures that principles of participation are enforced. Citizens must be active participants of their own development. This recommendation is linked to the second research objective (RO2). South African Legislation, policies, and plans give relevant principles and recommendations regarding what is to occur in stakeholder engagement. It is also linked to the findings from the qualitative study which stated that enforcement of by-laws as a necessity (see section 5.9.5). In the process of participation in public meetings dealing with the SAF, it is evident that community members felt as if their views and opinions were not taken into consideration. Instead, CMs voiced that the time that they were required to submit comments was too short and that the city had already taken plans for the CoF without them. Moreover, it was observed not only by communities but by community representatives, contractors and even some city entity professionals that participatory practices are in need of planning. There is also a need for policy to stipulate what exactly is considered as “acceptable when it comes to public meeting attendance. That is, what is acceptable in terms of the number of people that attend

public meetings. What percentage of attendance is representative of the entire population of a community in a given area?

8.1.2 Recommendations for Practice

Extensive marketing and publicising of CoF Projects

This is based on the recommendation from the findings of the qualitative study (section 5.9.5) and the finding from the questionnaire which indicate that there is need to painstakingly publicise and advertise the CoF to create extensive awareness amongst Joburg's populace, especially the marginalised. The study indicates that there were efforts made to publicise the CoF, especially during the time that the ANC was ruling party in Johannesburg. Various social media platforms were used for advertising public meetings. However, a strategy to ensure that marginalised populace is reached, along with middle-class residents that do not know about the CoF. Moreover, apart from the marketing of the COF, public meetings also must be advertised in an open manner and accessible through different mediums to ensure maximum attendance as stipulated in the Promotion of Access to Information's Act, 2000.

A Megaproject such as the CoF, requires robust marketing not only through social media but on the ground to reach a broader coverage of community members and potential developers to aid in creating a wider buy-in. Almost 50% of the respondents of the questionnaire did not know what the CoF/ Joburg TOD was (see section 6.6). Extensive media coverage through the development of an attention-grabbing 30-second television advertisement, radio station advertisements, songs performed by famous musicians and other events centred around the CoF, such as a CoF marathon, could help to boost awareness of what the CoF among the uninformed. This point was also substantiated by CMs in the open-ended section of the questionnaire. CMs stated that they wanted to see more advertisements, more media coverage where people would see the CoF, and what was going on with it. One CM recommended short video clips about the COF. The more people see and hear about the CoF, the more they will know what it is and how it affects them, then the more they are likely to participate. This point was emphasised by Gregory (2015), who recognised the creative sector as a catalyst for urban regeneration, able to create vibrant communities and create awareness by spreading information through their craft. Extensive media coverage is also present in literature findings; as stated in the National municipal act, Joburg GDS 2040, the department of communication should assume the

responsibility of extensively communicating the CoF in creative ways to the citizens of Joburg city. Marketing strategies should consider disabled persons such as those that are blind, for example. Disabled groups should also have information disseminated in a way that is conveniently accessible for them. This is emphasised in the qualitative interviews and policy. From this recommendation it is evident tha there is the need for improved marketing, understanding and ownership of the CoF strategy.

Ongoing Engagement Training for Cs and CEPs

The ability to engage with all stakeholders is a vital skill for any organisation. Training provides an excellent opportunity for employees to expand their knowledge base. When it comes to community SE, there needs to be CEPs and Cs that are not only very competent in knowledge and understanding of the project(s) to be discussed, but also competent in engaging and communicating with stakeholders effectively. Findings from the qualitative interviews revealed that ongoing stakeholder engagement training for professionals was an aspect that also needed attention. Ongoing engagements training creates improvements in the following areas:

- **Boosts performance** – ongoing training causes employees to perform well in their duties and also boosts confidence and understanding of stakeholder engagement.
- **Boosts employee morale** – investing in training employees creates value and therefore can cause employees to feel appreciated, valued and more satisfied in their jobs.
- **Improves workplace/engagement skills** – ongoing training improves skills of employees and their theoretical knowledge of stakeholder engagement practices, principles and its practical application.
- **Increase public confidence in working professionals–** ongoing training results in informed actions which creates confidence of the public in professionals. It is essential to realise that most members of the public are well-educated and can identify incompetency.
- **Increases innovation** – innovation can emerge from ongoing training by encouraging creativity using what is learned. Formulation of new ideas can be a direct result of ongoing training.
- **Enhances the reputation and image of an organisation** – When employees skills are boosted, their performance is boosted along with their moral and innovative abilities. This results in the enhancement of an organisations image and reputation.

Incentivise participation

Incentivising participation is a great way to get CMs to participate in project planning and implementation. This point is attributed to the findings from the questionnaire survey, which revealed that incentivising participation is necessary due to poor public meeting attendance.

From the CRs it was made clear that some CMs do not like to participate in public meetings for various reasons. It could be a way of increasing attendance of public meetings by community members. Incentives take on many forms and can be purpose-driven, social, status-driven, or material.

Use of Internet Technology & Social Media

This recommendation is linked to the findings from the qualitative data which indicate that there is an absence of the use of stakeholder engagement software in stakeholder engagements by the CoJ municipality and other city powered entities such as JDA.

Moreover, from the literature review findings, it is evident that smart cities make use of technologies in participation activities which make the engagement process stable, reliable and more accessible and manageable.

Use of stakeholder engagement software for public comment record keeping and analysis

This recommendation for the use of stakeholder engagement software in all stages of engagements is based on the findings from the qualitative conclusions which identified that stakeholder engagement software is not used by the CoJ and its state-owned entities. The need for monitoring and evaluating participatory practices to improve on future participatory activities is necessary. Stakeholder engagement software would help to keep public meeting minutes and engagement session outcomes. All the comments received from the public regarding TOD policies, plans and projects must be comprehensively stored for easy access. Appropriate Stakeholder engagement software must be identified, and its use implemented to aid in the policy formulation process.

The public must see how their various comments tangibly shaped the SAF. The comments must be categorised and ranked accordingly from the most frequent related comments to the least frequent related comments. This process is time-consuming. However, the Kaula Lumpur City Development Plan (KCLDP) undertook a similar task with promising results. The Kaula

Lumpur participatory process took nine months to comb through public comments for their city development plan (See the discussion of the KLCDP by Abdullah et al. (2017) on pages 99 and 100 of literature review chapter). The commitment of CEPs and Cs in ensuring this should reflect the commitment to adhering to the NDP, SPLUMA, the GDS 2040, the IDPs and the CoJ public participation policy. This recommendation is also based on finding that community members often do not participate because of their experiences. Their views and opinions are not adequately taken into consideration if stakeholder that form part of a community can see that their views and opinions influence project outcomes, their interest in interacting with the City and Contractors in public forums would increase significantly.

Considering disabled persons in advertisements and engagements

The policies of SE should give clear outlines that take into consideration consulting disabled persons. CR explained that information regarding public participation was going out to newspapers and stated rhetorical questions that SE specialists needed to think about how blind people, for example, access information.

Announcement of Public meetings well-in-advance

From the findings of the questionnaire and the qualitative study, the need for early informing and the regular update was a constant topic. In the literature review it was also evident that in the SAF public meetings, community members felt that they were not given sufficient time to give comments on the draft SAF.

When it comes to public engagements, the public is to be informed well within a reasonable time so that they can plan for the attendance of engagements. This could increase the chances of public attendance. Notification of engagements should occur 4-6 weeks prior.

When it comes to project progress, CEPs and Cs need to keep CRs updated and regularly informed so that they CRs will also update CMs regarding the progress of projects and other occurrences such as delays and setbacks. This point was made in a conversation with the delay in the Louis Botha BRT, which CRs have received no update regarding its progress. The need for stakeholders to receive regular updates regarding what is happening with a project is a point emphasised by Creed et al. (2018) in the theoretical framework.

Use of clear, simple language and creative communication in public advertisements and meetings

From findings in the literature, it is clear that RSA legislation states the importance and the need for simple, clear language when it comes to public engagements. The headings of meeting advertisements for example need to be able to grab the attention of the reader. The use of technical language in public adverts and notices could be simplified to ensure that the broader community understands – this is mostly applicable in marginalised communities.

This recommendation emerges from the findings of literature that the name Corridors of Freedom is an original and context-specific name for a transit-oriented development project and was the name that was initially used when marketing the TOD. The name CoF is authentic, marketable, and personalised to suit the context that the transport development and its associated infrastructure are to play in the convergence of a city that was characterised by segregation. The GDS, NDP, IDP all talk about an inclusive city, a world-class African city, where citizens can participate freely without the restriction of movement, a vibrant city- this relates to the name Corridors of Freedom. The word freedom speaks into what the TOCD aims to achieve and also speaks into the common objective that Johannesburg's GDS, NDP, IDP seeks to achieve. CoF would need to be adapted to suit the South African context, as stated in Bickford (2016) and its name serves as the initial point of that adaptation process. The name Joburg TOD from the marketing perspective is a bit monotonous since most nations refer to their TODs as TODs without a name carrying rich historical significance. The Name CoF also serves as a reference point for stories regarding not only 'freedom' from past injustices, which potentially enriches the cultural significance of the TOCD in Joburg's history. The name CoF is innovative, personalised, and provides excitement and is a highly commercial avenue for storytelling. In Brixton, for example, where there was a water shortage, a water reservoir is a form of freedom from potential water shortages in the future.

8.1.3 Recommendations for Theory

The recommendations for theory are based on the findings obtained from the theoretical framework in Chapter II.

- Although stakeholder engagement and stakeholder management are two equal aspects of stakeholder theory, stakeholder management tends to be more emphasised often to the detriment of stakeholder engagement in practice. Stakeholder engagement needs much theorisation.

8.1.4 Recommendations for Future Studies

This research employed a pragmatic approach to investigate stakeholder engagement in the corridors of freedom using mixed methods to ensure the triangulation of qualitative, quantitative methods and literature.

- There is a need for literature to create detailed comparisons between the corridors of freedom with engagement practices to best TOD engagement practices in the world. Future studies could provide detailed comparisons between COF engagements and Scandinavian TOD engagements.

- The sample population of this study was restricted to community-level engagements and peer-to-peer engagements (engagements between professionals). Future studies dealing with TODs in the African context could incorporate higher-level stakeholder engagements to determine the influence that higher-level stakeholders such as local and international funders, and the influence they may have on TOD developments.

- Since the Soweto corridor is also currently in draft stages, future studies could also look at the nature of stakeholder engagement in the Soweto corridor in great detail.

- There is also a need to create an engagement framework to improve engagements in the CoF, especially at the community-level.

- It is recognised that marginalised are not proportionally represented when compared to the participants most of whose responses to the questionnaire, for example, came from the middle-class citizens. The latter tend not to have ready easy access to electronic questionnaires. This has, however, been supplemented with the triangulation of findings from the literature, which indicates that marginalised and migrant populations were indeed extensively excluded in decision-making processes. Future research could specifically target the marginalised community groups in Johannesburg to determine their experiences of participation in the corridors of freedom and determine the context-specific barriers and conditions that contribute to their exclusion in participation and how lack of their participation translates to their gentrification in the CoF.

8.1.5 Summary of Recommendations

- Amendment of policy to include an acceptable attendance of community members to public meetings in any given area in order for participation to be regarded as acceptable.
- Enforcement of national, provincial and local legislation, plans and policies regarding participation through an independent regulatory body.
- Ongoing stakeholder enagement training for CEPs and Cs.
- Early informing of communities in the mega-project conceptualisation phase
- Extensive robust marketing of CoF using all available platforms such as television, radio billboards, posters, brochures, leaflets, conferences, workshols and all social media platforms, and in person.
- Regular updates and feedback of project progress through social media, text messages, short automated phone calls, and in-person and through radio, elevision, billboards, posters and other available means.
- Feedback to communities regarding how their comments were or taken into consideration in projects.
- The need to capture public comments, inputs using stakeholder engagement and analysis software
- The need to ensure systematic record-keeping of all engagement activities through stakeholder engagement software
- Seamless integration of various departments to focus on service delivery when it comes to projects.
- There is a need to adopt a contemporary urban planning strategy or strategies that elevate and enhance the participatory process.
- Communicative, agnostic and advocative planning approaches to participation in urban planning requires enhancement in practice.
- More theorisation of Stakeholder engagement in TOD project context is needed.
- There is a need for urban planning literature that deal with case studies to demonstrate an understanding of urban planning approaches used in TOD planning which will contextualise the participatory/SE approach used.

8.2 Limitations of Study

The researcher faced difficulties during the studies in initially reaching CEP participants that were involved during the time that the CoF was announced and implemented. Another challenge was that some of the CEPs, Cs CRs that had extensive knowledge regarding the CoF were no longer occupying their previous job position and could not be reached. Another limitation encountered in the quantitative study was that not enough participants from the Soweto corridor (2.5%) and Turffontein (2.5%) corridors managed to partake in the survey. Moreover, there were CEPs that were unwilling to participate in the interviews for their various reasons. The findings of this study cannot be taken as representative of the entire population based on the limitations though the study was successfully completed with professional stakeholders (CEPs, Cs and CRs) who were available and willing to participate during the data collection period.

8.3 Conclusion

The aim of this research was to understand the current stakeholder engagement practices that have unfolded in planning, implementation and operation of some of the projects associated with CoF vision from the experiences of the 4C Stakeholders (City Entity Professionals, Contractors, Community members, Community Representatives); and how stakeholder engagement practices can be improved to contribute to ensuring the sustainability of the Johannesburg CoF with the progression of its development. Obtaining multi-variant recounted engagement experiences of the 3Cs (CEPs, Cs a CRs) and then finally, that of CMs formed an essential part of this study as their recounted experiences shed much insight into the nature of stakeholder engagements that occurred in some of the CoF projects. This study was also based on the use of existing literature, quantitative and qualitative analyses. From the study, it is evident that Transit-Oriented Development (TOD) are a planning tool geared to achieve land-use and transport planning. The reviewed literature indicates that the active involvement of diverse stakeholders is very crucial for the success of the TOD. Moreover, the frequent theme occurring throughout this study is the fact that the success of ToD depends on the perspectives of various stakeholders such as funders, academics, municipalities, private developers, community representatives, community members and other stakeholders. Involving different stakeholder groups in the Johannesburg transit-oriented development is a much-discussed and the desired goal, however, is not always possible. This is because of the various existing complexities that exist when it comes to implementing SE within the CoF planning process. Based on the literature review and quantitative and qualitative

analysis of the 4C stakeholders, it can be concluded that as per strategic urban planning, extensive plans were made to ensure that the CoF within the confines of achieving social transformation, economic growth and environmental sustainability. Many disagreements arose and were most significant in instances where community members were not appropriately informed about the CoF project, and were not included in its initial conceptualisation, and were not given sufficient time to influence the SAF with their view and opinions. Engaging stakeholders in the review process is recognised as a keyex aspect of ensuring transparency and accountability, especially in situations where systematic reviews directly determine policy. In the case of policy formulation of the CoF, the public should have had sufficient time to present their comments regarding the policy circulated for public feedback.

Moreover, regarding participation in strategic urban planning, there was an apparent unwillingness to share decision-making power due to the lack of negotiations in the initial decision-making in the SAF public meetings as demonstrated in literature. The CoF experienced opposition from middle-class communities, from late 2013, and the whole of 2014, influential residents' associations in middle-class areas engaged with city government around the level and extent of densification and were able to moderate some of the initial proposals (Peens 2015). In some instances, communities caused a significant delay in the implementation of projects that were not promising direct benefits. In the case of Auckland Park, Melville and Westdene areas as discussed by CR3, it was evident that participation and involvement of communities occurred after community members expressed dissatisfaction of not being included. The City tried to proceed without consultation of the residents in the area. This caused much opposition from residents. It was then that the City municipality proceeded to ensure that SE took place in a comprehensive manner. The issues with the public participation in some of the project associated with the CoF is that after the participation had been done, the promises made based on finalised agreements did not materialise. Community members that were dissatisfied with community engagement processes stopped attending public meetings because they saw it as a waste of time; they felt that their views and opinions would not influence the projects associated with the CoF. From this study, it is evident that SE did not strictly comply with the legal requirements stipulated in the constitution, which states that we the people shall govern. Protests and litigation were the results of a lack of participation during the initial stages. Another aspect of the CoF that

faced many controversies was the densification aspect which community members feared would alter the value of their real estate and cause social imbalance.

Regarding the CoF planning process, there remains a need for a strategy that would ensure the seamless alignment and integration of various government departments to focus on bringing the CoF vision to full functionality. The CoJ is currently working to achieve this seamless integration with sister departments. The point of integration alignment was discussed by Haber (n.d) in the literature review (see page 105) and confirmed by CEP7 in a face-to-face interview as an issue that needed much attention to ensure the success of the Johannesburg TOCD. Conflict in the CoF arose primarily because of conflicting interests which is a regular occurrence in stakeholder engagement. Apart from the concerted effort of intergovernmental arrangements aligning behind a single overarching spatial vision, there also remains a need for including the views and opinions of community members in CoF attributed development projects. Regarding the aspect of including community views and opinions in projects, it can be concluded that the planning of the CoF was not entirely compliant with the legal requirements for active participation of citizens in their own governance. When it comes to the spatial planning of the CoF, the most significant challenge is balancing the interests of all the various stakeholders. While it remains that not all can be pleased, the government must be willing to share decision-making power with communities as required by the principles of integrative effective stakeholder engagement, strategic urban planning and South African national, provincial and local policy that deals with uncompromising importance of involving communities in their own governance. Buy in communities throughout the participation and involving them in descision making remains crucial.

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Appendix A - Ethical Clearance Certificate

Research Office

HUMAN RESEARCH ETHICS COMMITTEE (NON-MEDICAL)
R14/49 Quartey

CLEARANCE CERTIFICATE	**PROTOCOL NUMBER: H18/08/26**
PROJECT TITLE	Stakeholder engagement in Johannesburgs Corridors of freedom urban regeneration project
INVESTIGATOR(S)	Mr K Quartey
SCHOOL/DEPARTMENT	Construction Economics and Management/
DATE CONSIDERED	17 August 2018
DECISION OF THE COMMITTEE	Approved
EXPIRY DATE	21 February 2022

DATE 22 February 2019 **CHAIRPERSON** J. Knight
(Professor J Knight)

cc: Supervisor : Dr K Ijasan

DECLARATION OF INVESTIGATOR(S)

To be completed in duplicate and **ONE COPY** returned to the Secretary at Room 10004, 10th Floor, Senate House, University. Unreported changes to the application may invalidate the clearance given by the HREC (Non-Medical)

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee. **I agree to completion of a yearly progress report.**

K Quartey
Signature

23 / 08 / 2019
Date

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES

Appendix B - Office of the City Manager Letter of Permission

City of Johannesburg
Department of Corporate & Shared Services
Office of the Group Head: Group Human Capital Management

6th Floor, B Block
Metropolitan Centre
158 Civic Boulevard
Braamfontein

PO Box 1049
Johannesburg
South Africa
2000

Tel +27(0) 11 407 6926
Fax +27(0) 11 339 1678

www.joburg.org.za

Memorandum

TO	:	Kofi Quartey University of the Witwatersrand PhD student
FROM	:	Enoch Mafuyeka Deputy Director: Employee Relations and Development
DATE	:	15 May 2019
SUBJECT	:	**RESPONSE ON THE REQUEST TO CONDUCT A RESEARCH ON TOPIC "STAKEHOLDER ENGAGEMENT IN JOHANNESBURG CORRIDORS OF FREEDOM URBAN REGENERATION PROJECT."**

The above matter refers to the letter received on the 14 May 2019 in which a request was made to conduct a research in the City of Johannesburg.

I, Enoch Mafuyeka, as delegated authority of the City of Johannesburg Municipality (the City), here by give permission to the primary researcher, Kofi Quartey, who is a student at university of Witwaterand the following:

- To collect and publish information about the City is publically not available, for the research project titled: Stakeholder engagement in Johannesburg Corridors of freedom urban regeneration project Municipality;
- This authorization is based on mutual understanding that the City's name can be revealed in her/his project;
- The information provided by the employees or any other means (such as company's archived documents or reports) of the City is purely for academic purposes and cannot be used for any other purpose.

Please note that on completion of the study, a copy of the research report should be submitted to the City of Johannesburg in honour of your commitment.

The City of Johannesburg wishes you the best during the period of research.

Please do not hesitate to contact us if we can be of further assistance.

Kind Regards

Enoch Mafuyeka
Deputy Director: Employee Relations and Development
Tel: (011) 407-7250
Email: Enochm@joburg.org.za

16/05/19

Appendix C - Semi-Structured Interview Questions Sample

Semi Structured Interview - Guiding Questions

Demographic info

Kindly state the following:
Name: .....
Age: .....
Occupation (s) .....
Gender .....
Work Experience .....

Q1: How long have you been involved in the CoF?

Q2: What roles and responsibilities are expected of you regarding CoF projects?

Q3: How long have you been involved in the Johannesburg TOD project?

Q4: What role have you played in the development of Johannesburg TOD project in your area?

Q5: Which of the other Stakeholders do you work with?

Q6: Is there a good attendance of community members at the TOD community meetings?

Q7: How are community members informed about the public meetings/workshops and other community engagement activities of the TOD projects?

Q8: What are some of the things that majority of community members were happy with about the TOD Project.

Q9: What are some of the things that community members disagreed with or were opposed to regarding the TOD projects?

Q10: What were some of the rewarding experiences in community engagements and other stakeholder engagements?

Q11: From your experiences with community participation and engagements with other stakeholders what can be done to improve future community participation?

Appendix D - Questionnaire Survey Sample

Corridors of Freedom Public participation Questionnaire

Dear Sir/Madam.

My name is Kofi Quartey, a student from the University of the Witwatersrand studying towards a Ph.D. in Property Studies in the school of construction economics and management. I am conducting a study investigating the nature of community participation in projects relating to the Corridors of Freedom/ Johannesburg TOD. Participating in this Questionnaire will involve answering a set of questions about your experience with public meetings in any of the development projects associated with the Corridors of Freedom/Joburg TOD that you have attended or encountered.

Kindly note that your participation is voluntary, and you will not receive any direct benefits for participating in this research. There are no disadvantages or penalties for participating. You may withdraw at any time or not answer any questions if you wish to do so. The questionnaire is completely confidential and anonymous. I will not be asking for your name or any other identifying information. Your responses will be held securely and will not be disclosed to anyone else apart from my Supervisor and myself.

If you have any questions about this research, please feel free to contact me on the details provided below. The study will be written up as a research report and will be available on the university library website. If you have any concerns or complaints regarding the ethical procedures of this study, you are welcome to contact the University Human Research Ethics Committee at (Non-Medical) at, Telephone: +27(0) 11 717 1408,
Email: Shaun.Schoeman@wits.ac.za or me, Kofi, at 084 4000 006

Yours Sincerely,

Kofi Quartey

Demographic Information

Please select your age group. *Mark only one oval.*

- 18-22
- 23-27
- 28-32
- 33-38
- 39-43
- 43 and above

Please select your gender.
Mark only one oval.

- Male
- Female
- Other: ____

Please state your highest level of education

Tick all that apply.

- Matric
- Diploma
- Post graduate Diploma
- Bachelor's degree
- Honours Degree
- Master's Degree
- PhD
- Other _____

How many years of work experience do you have?

Tick all that apply.

1-3

4-6

7-9

10-12

above 12

Which Region of Johannesburg do you live or work?

Tick all that apply.

Turffontein (Region F)
Empire Perth (Region B)
Louis Botha (Region E)
Soweto (Region D)

Knowledge about Corridors of freedom/Joburg TOD
Are you familiar with the term 'Densification'?

Mark only one oval.

yes
No

Do you know what the Corridors of freedom/ the Joburg TOD is?

Mark only one oval.

Yes
No

Unsure.
I have not heard about the Corridors of Freedom/Joburg TOD (*Skip to question 27)*

If yes, where did you hear about the Corridors of Freedom/Joburg TOD?

Mark only one oval.

Newspaper

Radio

Public meeting advertisement

Public meeting.

Social media
(i.e., Facebook, Instagram, WhatsApp, Twitter)

Are you in full support of the Corridors of Freedom/Joburg TOD vision?

Mark only one oval.

Yes

No

Neutral

Which of the following have you heard of and/or are knowledgeable about?

Tick all that apply.

National Development Plan (NDP)

Growth Development Strategy (GDS) 2040

Spatial Development Framework (SDF)/ Integrated Development Plan (IDP)

Strategic Area Framework (SAF)

Spatial Land Use Management Act

Precinct Plan

Other: _____

The language used to advertise public meetings simple enough for me to understand what the meeting was about?
Mark only one oval.

Yes

No

I didn't see any public meeting advertisements.

How many Joburg TOD/ Corridors of Freedom public meetings have you attended?

Mark only one oval.

none *(Skip to question 27)*

1-3

4-6

6 and above

Please rank the following from a scale of 1 to 5 with 1 = Strongly Disagree; 2= Disagree; 3=Neutral; 4= Agree; and 5 = Strongly Agree.

The language used in public meeting advertisements made me interested in attending the meetings

Mark only one oval.

	1	2	3	4	5	
Strongly disagree						Strongly agree

The language used in public meeting advertisements made me interested in attending the meetings

Mark only one oval.

	1	2	3	4	5	
Strongly disagree						Strongly Agree

Public meetings helped to provide clarity about misconceptions I had about the Jo'burg ToD/corridors of freedom.

Mark only one oval.

	1	2	3	4	5	
Strongly disagree	◯	◯	◯	◯	◯	Strongly agree

Public meetings and Workshops allowed me to express your views and opinions.

Mark only one oval.

	1	2	3	4	5	
Strongly disagree	◯	◯	◯	◯	◯	Strongly Agree

I feel that my views and opinions influenced the planning and design of the corridors of freedom/Joburg TOD projects that I attended meetings or workshops for.

Mark only one oval.

	1	2	3	4	5	
Strongly disagree	◯	◯	◯	◯	◯	Strongly agree

I feel that my views and opinions influenced the implementation of the corridors of freedom/Joburg ToD projects that I attended meetings/workshops for.

Mark only one oval.

	1	2	3	4	5	
Strongly disagree	◯	◯	◯	◯	◯	Strongly agree

I have submitted comments to the City of Johannesburg before regarding the COF/TOD

Mark only one oval.

	1	2	3	4	5	
strongly disagree	◯	◯	◯	◯	◯	strongly agree

I feel that Joburg TOD Projects address/addressed infrastructure needs in my community/region.

Mark only one oval.

	1	2	3	4	5	
Strongly disagree	◯	◯	◯	◯	◯	Strongly Agree

I was informed about public meetings well before time

Mark only one oval.

1	2	3	4	5
◯	◯	◯	◯	◯

The allocated times for public meetings were convenient for me

Mark only one oval.

	1	2	3	4	5	
Strongly disagree	◯	◯	◯	◯	◯	Strongly Agree

The duration of the public meetings that I attended was acceptable for me

Mark only one oval.

	1	2	3	4	5	
Strongly agree						Strongly disagree

I feel the city of Johannesburg professionals were competent to answer my questions about the ToD projects

Mark only one oval.

	1	2	3	4	5	
Strongly disagree						Strongly agree

I feel that the contractors and city officials were competent enough to answer my questions about the Corridors of freedom/ Johannesburg TOD project(s)

Mark only one oval.

Yes

No

I was satisfied with the way public meetings/workshops were conducted

Mark only one oval.

	1	2	3	4	5	
Strongly agree						Strongly disagree

I am open with being informed of public meetings via social media

Mark only one oval.

Yes

No.

I am open to being informed about public participation meetings via the following means:

Mark only one oval.

WhatsApp Facebook Twitter Phone call Instagram

Text message (SMS)

Open-ended section

In your opinion, what can be done to improve public participation in the Corridors of Freedom/ Johannesburg TOD?

Going forward, what would you like to see happen with the Johannesburg TOD/ Corridors freedom project?

Appendix E - CoJ Stakeholder Engagement Schedule Example

Draft Engagement Schedule for The Affected Parties in the Balfour Park Precinct Upgrade Project Revision 7

1st August 2017

Affected Parties	Type of Engagement	Proposed Dates & Time	Proposed Venue	Resources	Progress/Comments/ Notes
Councillor Fischer	Meeting to: 1) Introduce the project intentions and draft kick off zone designs. 2) Share and get comments on the Public facilitation Process	23rd June 08:30 – 10:00	Region E Offices 137 Daisy Street in Sandton	CPC team & Rep of the Design Team	The project team had a meeting with Cllr Fisher as planned
CRUM	Meeting to: 1) Introduce the project intentions and draft kick off zone designs. 2) Share and get comments on the Public facilitation Process	26th June 11am – 12:30pm	To be Confirmed with CRUM	CPC team & Rep of the Design Team	The meeting with CRUM took place however they proposed that the date be changed to the 28th June.
Public	Public Meeting to: Introduce the project and inform the public that we will be active in their area engaging key focus	27th June 6pm – 8pm	Sports Facility Next to Balfour Mall Or Northview	CPC team & Rep of the Design Team JDA Rep	The public meeting took place on the 5th July at Northview High School from 6pm – 7:45pm. The Governance Office

Affected Parties	Type of Engagement	Proposed Dates & Time	Proposed Venue	Resources	Progress/Comments/ Notes
	groups however we will keep them in the loop to present key milestones like development of the detailed plans etc		High School		requested that the original date be moved to the 5th July to align with the Regions notification policy
Key Focus Groups					
Block 1: East of Athol Street up to Northview High School	Key focus group discussions (1-2 hours)	18th July (9am -11am)	Northview High School	CPC team & Rep of the Design Team	Done
Block 2: Northview Road up to Sasani Studios	Key focus group discussions (1 – 2 hours)	18th July (9am -11am)	Northview High School	CPC team & Rep of the Design Team	Done
Block 3 – Louise Botha up to the Sports field	Key focus group discussions (1 – 2 hours)	18th July (12:00pm -2:00pm)	Northview High School	CPC team & Rep of the Design Team	Done
Block 4 – West of Athol up to St Marys	Key focus group discussions (1 – 2 hours)	19th July (9am -11am)	Northview High School	CPC team & Rep of the Design Team	Done
Taxi Associations For the twotaxi	Key focus group discussions (1 – 2 hours)	19th July (12:00pm -2:00pm)	Northview High School	CPC team & Rep of the Design Team	Done

Affected Parties	Type of Engagement	Proposed Dates & Time	Proposed Venue	Resources	Progress/Comments/ Notes
Ranks: Highlands Mall and Balfour Park Mall					
Meter Taxi Associations for the Meter taxis at Highlands Mall	Key focus group discussions (1 – 2 hours)	20th July (12pm – 2pm)	Northview High School	CPC team & Rep of the Design Team	Done
St Marys High School	Key Focus Group Discussions: (1 – 1.5 hours) 1) Management of School 2) Teachers 3) Students	27th July (7:30am – 9:00am)	St Marys High School	CPC team & Rep of the Design Team	Done
Waverly High School	Key Focus Group Discussions: 1) Management of School 2) Teachers 3) Students	27th July (11:30am – 13:00pm)	Waverly High School	CPC team & Rep of the Design Team	Done
Northview High School	Key Focus Group Discussions: 1) Management of School 2) Teachers 3) Students	27th July (14:00pm – 15:30pm)	Northview High School	CPC team & Rep of the Design Team	Done
Commuters	Surveys at two taxi Ranks	3rd – 5th August (Morning peak, Lunch	At the two Taxi Ranks &	CPC Team	Done

Affected Parties	Type of Engagement	Proposed Dates & Time	Proposed Venue	Resources	Progress/Comments/ Notes
		hour, Afternoon peak)	the Metre Taxi Rank		
Key Property Developers	One on One Meetings with Key Property Developers		Where it is convenient for them. Perhaps at their offices	COJ & JDA	COJ and JDA to coordinate the meetings and invite the rest of the project team
Vendors Association or Representatives	Key focus group discussions (1 - 2 hours)	20th July (9am -11am)	Northview High School	CPC team & Rep of the Design Team	Done

Appendix F - Public Engagement Notice Example

NOTICE OF PUBLIC ENGAGEMENT SESSIONS

Fast-Tracking Development in the Corridors of Freedom!

Revitalising established old areas of the City is one of the main objectives of the Corridors of Freedom. Introducing new high density housing, more social amenities and business opportunities, linked to public transport, will inject new life into well located areas of the City.

The ongoing efforts in realising the City's "Corridors of Freedom" vision are now closer to reaching another milestone within the implementation phase. The City is in the process of establishing Special Development Zones to fast-track development applications within the Louis Botha and Empire Perth Development Corridors. The mechanism will serve as a catalyst for much needed urban development and renewal. Three neighbourhoods, each located along future and current BRT routes, and in close proximity to Johannesburg CBD have been identified for piloting the mechanism:

1. **Orange Grove Precinct**
2. **Brixton Precinct**
3. **Knowledge Precinct (Parts of Westdene and Auckland Park)**

As a key stakeholder, you are invited to come and join us as we unpack this ground-breaking mechanism which promotes sustainable regeneration and renewal through economically feasible development models.

Orange Grove Precinct

Presentation: Monday, 13 February 2017, 18:00-19:00 Exhibition Times:

Date : 14 – 18 February 2017
Time : 3: 00pm – 7:00pm (Tue – Fri)
9:00am – 12:00pm (Sat)
Place : Spark Gallery, 10 Louis Rd, Orange Grove

NB: During exhibition times, members of the public are welcome to walk in to view the proposals and to submit their comments. Officials will be there to respond to questions. There won't be any presentations.

For enquiries contact:
Linah Dube – 011 407 6876 (linahd@joburg.org.za)
David Mathinye – 011 407 6241 (davidmat@joburg.org.za)

a world class African city

Appendix G - RA Comments Regarding SAF

8 November 2013

Report on the Perth Empire Corridor Strategic Framework

The Empire Perth Corridor Working Group Consists of the following Associations who have put together this document as a response to the two presentations made by the City of Johannesburg and Aurecon on the 2nd and 29th October 2013 on the Empire-Perth Strategic Area Framework : Mellville Residents Association Rossmore, Auckland Park Residents Association Westdene Residents Association Brixton Community Forum Crosby Neighbourhood Watch

GENERAL POINTS:
Urbanisation and densification are inevitable for the urban areas of Johannesburg. There are plenty of precedents world-wide that demonstrate the benefits of densification to make high quality public spaces feasible, (2) contribute to higher property values, (3) make multiple modes of transportation feasible, (4) contribute to social cohesion and higher sense of community, (5) better security and lower crime due to "eyes on the street", and (6) allow for greater choice in destinations and services. There is also evidence that indicates that densification, if not carefully planned for, guided, regulated and managed can lead to (1) overcrowding, (2) concentration of social ills, (3) increased crime due to more people moving through, (4) public health risks due to bad sanitation, lack of rubbish removal, (5) over-burdening or under-provision of basic services (water, electricity, storm water and rubbish removal), (6) displacement of poor households where these already inhabit these areas – displacement happens as a result of speculative development, demolition of existing rental housing to maximise on the new opportunities presented by changed zoning parameters. In other words, one of the primary goals of the Corridors of Freedom Project, namely densification, is not inherently good or bad. Densification could be a positive vision for the area, but what is troublesome, is the lack of consideration, planning, and control of the process and lack of understanding of what will be needed to manage densification.
The other primary goal of the Corridors of Freedom Project, namely accessibility to poorer communities, is not automatically achieved by densification; particularly as rezoning to allow for more compact development is intended to unleash speculative development processes.

The Work Group objects to the Strategic Development Framework for the Empire Perth Corridor:
The work group notes that the City of Johannesburg has existing policies and plans to guide densification, in particular the current RSDF 2010/2011 for Region B and the previously approved Precinct Plans (Auckland Park/ Melville Precinct plan; Urban Development Framework for Brixton, Hursthill, Mayfair West, Crosby, Coronationville, Langlaagte North, Bosmont and Rossmore) of 2008. These precinct plans all allow for strategic densification and respond to the BRT routes and the Rea Vaya Urban Design Guidelines. They involved public participation. It must be noted that they have not triggered densification in the carefully selected, suitable areas for densification, a concern we return to below. The objection to the Empire Perth Corridor Strategic Area Framework proposal are based on but not limited to the following:

TIME FRAMES & PARTICIPATION:

In May 2013 the mayor of Johannesburg announced a new concept that would be applied to particularly the BRT routes- namely the Corridors of Freedom. The City had been requested by Resident Associations to provide information on the implementation of the corridors. The first the residents got to hear detail of the framework was at the public meeting on the 2nd October 2013. The public were told that there would be 1 more public meeting and the framework would be put before Council by the end of November for approval next year. This would give the public only 1,5 months to be part of the process which affects entire suburbs – suburbs that have a complex composition of people, many of whom have invested their money and lives in building homes and communities, and others for whom these suburbs provide temporary opportunities for livelihood and residence in relatively close proximity to important economic and educational amenities.

The Corridor of Freedom Project process suffers from a lack of participation early on and throughout the process. The Project consultants indicated that they are mandated in their contract to conduct only two participatory sessions. In reality, these sessions turn out to be information sessions about decisions where completed plans are presented, giving the impression that decisions have already been made, rather than sessions that gain input from the community and stakeholders about how the Corridor of Freedom idea can be translated into workable and inclusive plans, regulations and processes. We note that the tender awarded to the consultants, however, calls for 3 workshops involving stakeholders. It is unclear of this is during the planning phase. However is does state that during the process a forum is to be created for various resident associations to interact and be part of the planning process. This has not been done and the consultants are in violation of their tender. We note this with serious concern. This creation of a forum for community or resident associations to be part of the planning process is stipulated in the Local Government Municipal System Regulations Act. Under chapter 4 Miscellaneous (regs 15-16) 15 (1) (a) 'In the absence of an appropriate municipal wide structure for community participation, a municipality must establish a forum that will enhance community participation'. This forum should have been created at the start of the project prior to any work being undertaken. Further to this, the City has been slow in its uploading of the documents and dissemination of information. Initially only a week was given to comment on the Framework (it was finally uploaded on the 15th October2013 and comments were due on the 29th October 2013). We do not consider this provided a reasonable opportunity for community participation. (It is noted that following the complaints made on public participation that this has been extended to allow for some participation between the 11th and 29th November 2013. This was confirmed at the meeting on the 29th October 2013- These timeframes remain very tight for the scale of the framework proposed).

Apart from communities and resident associations, the University stakeholders, the SABC, Businesses, Country club, heath services, Metro police, Social services, SAPS, CPF's and SCF's were also not included in the planning processes. One presentation was made to interested Wits University staff on 26 July under the Thought Leadership initative, but it involved only a small component of the actual plan and focused on the University to University (Wits-UJ) connections. Input was made at this session which has not been taken on board by Aurecon. For instance, attention was drawn to the complete omission of Metrobus routes that cross the Corridor of Freedom area, indeed the only functional municipal transport in the area at the time of the presentation. The Metrobus routes are still absent on the public transport plans for the Corridor of Freedom as currently proposed. Further, major role players that are able to give security and purpose to this vision are not being adequately consulted. We have also no indication of potential 'social interest' investors, such as social housing associations, being brought on board. They have a critical role to play in ensuring inclusive forms of densification and countering the speculative processes that have driven up rents in the entire area under consideration for the Corridor of Freedom. Of grave concern to existing residents is the fact that there is no indication that public participation will be encouraged if and when private investors start to show interest in developing the area on a speculative basis. The work group is concerned that the Framework proposed on the 29th October 2013 had in essence not changed despite the concerns raised at the meeting on the 2nd October 2013. The participation process cannot be a box ticking exercise and should inform the framework itself. This should be through revision of what has been proposed.

THE SDF AND RSDF and PRECINCT PLANS:

The City of Johannesburg indicated during the meeting on the 2nd of October 2013 that this plan supercedes the current precinct plans that were previously approved. No notification was given to the community that the precinct plans for effected areas were being revised in a manner that would repeat the deeply participatory, statutory process that was conducted around 2008 and in prior precinct planning exercises. The RSDF and SDF documents quite clearly indicate that strategic frameworks should take into consideration existing precinct plans and the RSDF. All the break downs for the sub areas of Region B in the area effected call for the residential cores of the suburbs to be protected. This is not the case in the proposal. Herman Pienaar of the City of Johannesburg indicated in the meeting on the 2 October 2013 that these previous plans did not take into account the BRT route. This is factually incorrect as the precinct plan and RSDF were both approved after the BRT was started and indeed densification was enabled around the BRT routes. Careful concepts were developed for this densification, noting in particular BRT stops (in some cases alternative positions for these stops were

considered). The Precinct Plan for Brixton, Westbury, Crosby was based on the movement corridor and took into consideration the BRT stops. It had extensive community participation and allowed for various areas of mixed use, high density and medium density. We also note the precinct plan that was prepared for the Fietas/Mayfair area, and the importance this gave to the route from Brixton to Braamfontein, via Caroline Street meeting Enoch Sontonga. This route is entirely ignored in the currently proposed Corridor of Freedom Plan. Fietas has a history of medium density and has numerous vacant sites. It too could be an appropriate area for revitalisation.

The SDF sets up principles that have been ignored in the development framework proposed by Aurecon for the Corridor of Freedom:

The highest intensity of land use must be located within the nodes with the highest densities adjacent to public transport stations. Appropriate scaling down of the density and intensity of land uses on the interface and beyond the nodal boundary must be managed and facilitated to protect existing residential areas.
We note that this is a critical principle for success of the Corridor of Freedom. The current proposal does not give priority to such a scaling. With slow uptake of densification, as can be expected, the result will be an arbitrarily located scattering of densification, not resulting in the benefits promised by the idea of Corridors of Freedom.

Our comment on Table 5.17 of the Density Assessment of 5.3 Strategic Densification of the SDF:

Where will increased density be considered?: *The following is important when assessing where in the City increased densities will be considered: What do local planning directives indicate? The RSDF's indicate more specific densities where relevant and where there is a particular Precinct Plan or Development Framework that stipulates a particular density.* These are the precinct plans indicated above that clearly stipulate densification areas. There is no reference to these or how they proposed densification. They have been ignored and all the work, time and money spent on them made redundant. What Density will be considered (locational factors/ density guidelines)?: *The ultimate determination of the density is dependent on a combination of the locational attributes and site specific characteristics including: Critical assessment of adjacent properties (height, orientation, privacy)*

This is not stipulated nor shown in the Spatial Development Plan for the Corridor of Freedom.
Our comment on Table 5.19 of the Corridor of Freedom Plan (Public Transport Density Guidelines):

This table divides densities up into two distances from BRT stations/ mobility routes. These are adjacent and within 200m of a Phase 1 BRT trunk route.
Table 5.18 Nodal Density guidelines uses 500m from a defined regional nodal boundary. In this case the area is not a regional node, but a district node.
The Strategic Framework consistently uses a distance of 800m. This distance conflicts with the SDF guidelines. The distances used by Aurecon are based on "walkability isochrones". These do not take into account the steep topography across the site that would increase the time taken to walk the 400 and 800m distances.
The densities proposed in tables 5.19 and 5.18 of the SDF are drastically lower than those shown in Figure 64 of the strategic Framework which are generally from 120 to 500du/hectare. In 5.19 the highest densities proposed are 50-70du per hectare fronting onto an existing mobility spine. In 5.18 only in a defined Nodal Boundary (CBD/Metropolitan/Regional) may densities be above 100, supported should the infrastructure allow it). Generally densities of 20-90du per hectare are allowed in a district node (where infrastructure, access and design allows)

The RSDF 2010/2011 calls for a variety of objectives all supporting degrees of densification while protecting the suburbs:
Sub area 2:

Objective 1: To improve existing economic and infrastructure (public and private) investment in the Sub Area.

1. Promote the development of the area as viable neighbourhood areas. Support mixed uses around rail stations and residential densification around community facilities as proposed in the Urban Development Framework For Brixton, Hursthill , Mayfair West, Crosby, Coronationville, Kathrada,Slovo Park, Newlands South, Montclare, Newclare, Claremont, Westbury, Waterval, Langlaagte North, Bosmont And Rossmore.

Sub area 3:
To ensure compatibility between the mixed commercial development and the adjacent residential areas and the educational facilities
To protect and enhance the residential area in Auckland Park South
To ensure compatibility between the mixed commercial and residential development along High Street and the adjacent residential areas
To strengthen residential areas within Crosby

21.2 4 To contain business activities within the Mayfair nodal core and protect the residential amenity building stock in Mayfair
61.5. To protect the residential amenity and strengthen the institutional corridor with the provision of associated compatible uses.
Sub Area 5:

To retain the existing residential character and densities of sub area 5.

Sub Area 6:
1. 3. To ensure that the unique character of the Melville, Richmond and Westdene (east of the dam) area is maintained.
The RSDF makes specific reference to where densification is to take place and the proposed densities. All of the objectives very clearly call for the protection of the residential areas within the core of the suburbs. All of these have been ignored with the 'blanket' densification that takes no cognisance of the previous RSDF's that were approved through consultation with the affected community. Densification appears to be purely based on an arbitrary walking distance to BRT stations and sub stations, while ignoring a range of other important contextual characteristics of the neighbourhoods.

STUDENT HOUSING:
Unsubstantiated numbers have been given to justify the extent of densification, especially with reference to the number of students needing to be housed. The number of 28 000 students requiring accommodation was never supported by any concrete market research or needs assessment. In fact, students are already being accommodated in existing communes, and the demand for additional accommodation has not been quantitatively appraised. There are also numerous vacancies in buildings in nearby Braamfontein as confirmed by the property owner Southpoint which provides student housing. The University of Johannesburg also publically announced to the residents of the surrounding area at a meeting in April 2013 that they had no intention of expanding the UJ campus in Auckland Park (which, under different circumstances, could have resulted in growth in student numbers). Wits University has also capped student numbers.
There are already 6000 students living in the suburbs around the university. They are living in houses with up to 10 people in each property, already increasing the densities well beyond the 3.7 people per unit as indicated in the Strategic Framework. The framework does not propose how it will deal with communes. The Aurecon plan proposes a blanket opportunity to rezone, but the consultants have not indicated what will prevent large (and up to 4 storeys) private communes that merely use the FAR and Coverage revision to create much larger and more problematic communes, scattered across large

areas. Will commune owners be able to rezone as a boarding house putting more people than the accepted 10 as per the Cities own Commune Policy? A further concern is the existing slum-lording and unauthorised densification (without plan submission), particularly in areas such as Brixton and Westdene, but also present across the other areas under consideration. It indicates the City's inability to adequately manage densification and enforce regulation, a key concern to residents.

THE DESIGN PROPOSAL AND DESIGN TEAM:
Proposals are set forth and decisions are made based on no feasibility studies or needs assessment, not any detailed analysis of the area. To residents, it appears as if the consultants did not visit the area. So for instance, existing strips of shops and higher density corridors, such as along Thorton Road in Westdene or Caroline Road as it passes through Fitas, are completely ignored. These provided convenience in terms of shops and must therefore be combined into the planned pedestrian networks. It appears that existing pedestrian flows were also not taken into account, for instance the routes taken by impoverished school children from Jan Hofmeyer along Caroline Street

There is a more fundamental problem with the lack of urban design skills and expertise both in the City and in the consulting firm. There is no evidence that qualified urban designers, registered with the Urban Design Institute of South Africa (UDISA), were involved in the development of the plan or framework. This results in unrealistic representations or projections of what will happen if this plan were to be adopted.
Claims are made about the benefits of good urban design of high density developments, which simply are not evident in the current proposals. For example, the "more eyes on the street for safety" can only realise if residents are more likely to walk than to drive (however, most residential types will only be feasible for development if parking is provided). For walking to be encouraged, streets need to be well lit at night, boundary walls and fences see-through, buildings oriented and opening up towards the street, the transportation systems need to be integrated, regular and reliable, and 24-hour on-street security provided. Without these conditions, driving will remain the dominant mode of transportation for residents, and high levels of congestion on the roads. Development of public spaces and street infrastructure (such as sidewalks, cross-walks, street lights, shading and trees, benches, etc.) cannot not be left up to the volition of private developers. First, it is unlikely to be implemented, second, there will be a lack of continuity of these amenities if not implemented in accordance to larger scale systems (properly designed and implemented with the expertise of trained urban designers). The committee members who compiled this report have direct experiences with engaging reputed developers over densification plans for individual properties, where precisely this lack of an interest in public spaces, trees, street interface has been evident.

The 'blanket' rezoning approach, as already suggested above, is unstrategic and represents a very low level of planning engagement with the complex aim of achieving higher densities together with convenience, inclusion, amenity and mobility . There is no strategic rezoning shown, nor any phasing of this urban transformation. The first phase should concentrate more on the BRT route and should optimise on vacant land. There are indeed numerous vacant stands along Kingsway that should form part of a first phase of densification.
The vision proposed by Aurecon is segregated into low income, high income and student housing. This is against the principles set out initially and definitely violates the idea of Corridors of Freedom which are precisely to overcome the segregated legacy of Johannesburg. As is generally known, the categories of low and high income remain predominatly racialised in South Africa. It is only through the conceptualisation and careful planning of mixed income across the Corridor of Freedom, that this legacy can be overcome. We reject the idea of segregated zones with considerable outrage. We also would like to acknowledge that the suburbs subject to this plan/framework are some of the most mixed areas both in terms of income and race. This is not by design. The process through certain areas become 'mixed' is poorly understood and cannot simply be replicated through a label on a map. The danger we foresee is that this mixing of income which is already existent, will be destroyed by speculative pressures to maximise income from rents – inevitably, the poorer tenants are the first to be displaced. Secure stable and mixed communities that exist within the framework have been ignored. There is no reference to the various communities, resident associations and the benefit they provide for the citizens in the suburbs. These stable communities provide support and should not be disrupted.

Any real 'Corridor of Freedom' plan should seek to build on this, to improve these existing areas through increased amenity and convenience, which in turn results in higher demand for residence in this area, which leads to sound investment in higher densities overtime. No new parks are shown. Cemeteries can't be counted as recreational parks and should not be included in the "open space" ratio unless there are plans to reform them into safe and accessible green spaces with picnic and other facilities. The number of proposed parks and public squares need to be positioned upfront and cannot be included on an adhoc basis. The Country Club is also shown as a publicly accessible open space, which it certainly is not: the majority of residents from the area do not have access to it. It is walled in and therefore has no relationship at all with the surrounding residential areas. The positioning of new schools is random-fig 70: in Brixton the new school is positioned on a series of historic houses - many are traditional semi-detached houses. Virtually all are over 60 years and protected. In Crosby an existing park is proposed for a school (when in fact parks will be required even more with densification). In Melville an existing park currently (proposed for retail) is shown as a potential educational facility. It is clear that the correct research has not been done based on these three examples. The proposed densification appears to be a desktop study without any knowledge of the area: eg. 7th Street Melville has been shown with 6 to 8 stories for the new allowed densities.

It is clear this can never occur due to the heritage and the importance of this shopping and restaurant strip to the city. Thornton Street in Westdene is a more likely candidate for infill densification, yet this has been ignored, as mentioned above. There are many existing open blocks with car parks or demolished buildings on Thornton Road. This road could be enhanced with mixed use development. Again, it is evident that the skills of the consultants and their understanding of urban design is clearly lacking. The more detailed plans for Auckland Park do not take any of the large vacant portions of land into consideration for Phase 1. This should be the first point for densification: "infill" is stressed by the SDF densification strategy. There does not appear to be any "strategic" application of the densities nor any guideline as to how they are to be implemented. There is no strategy as to how Kingsway will be dealt with. The proposed subway is controversial at best and does not solve the current issues that Campus square and the narrow pavements create. The current Kingsway street frontage is a huge divison between north and south --- this is not addressed in the framework strategy. It is important to note that based on crime mapping done by the Brixton Sector Crime Forum this stretch on Kingsway is one of the worst areas for street crime. A subway merely takes this crime underground, to include a pun. What is needed is an appropriate strategy to design pedestrian and cycle friendly intersection on the surface, as is common and successful for much larger intersections in many large cities across the globe. The implementation plans are weak in detail. The architecture and urban planning are extremely poor and cannot be considered as the basis for any precinct plans. There are no commitments from the City for public space other than in Westdene – these examples are also poorly resolved and naïve in their suggestions. They should be completely revised. The student precinct as currently conceived will be very disruptive to the suburb of Auckland Park and does not aim to use vacant land that exists along Kingsway. Its appropriateness is questionable.

HERITAGE AND SOCIAL IMPACT:

The requirements of the NHRA are to be met in full, and in particular, since the subject area is greater than 5000sq.m. consideration must be given to the undertaking of a Heritage Impact Assessment (HIA).

The heritage analysis in the report does not recognise that they are high significance areas within the suburbs which are termed low and medium significance. Such places which are for example in Brixton and Industria represent industrial growth within the City which are of high significance as they show the pattern of development of Johannesburg Industries, social and architectural history. Such areas should be identified by the research team and within the precinct plans to avoid generalisation of an area. Melville, Westdene and Brixton have typical working class buildings from the 1920s and 1930s which in some streets have changed very little over the years. High walls which are characteristic of almost every suburb in Johannesburg do not justify the drastic changes in the height and layout of buildings which in itself are over a 100 years old and defines the character and form of the suburbs'. The streetscape itself is of high cultural significance as it shows the general layout of the original suburbs and of the distinguishing features of every suburb. An Heritage Impact Assessment should be prepared for every suburb and addressed on every street where a street density change is proposed. This heritage assessment should not just consider the individual houses

but also the street fabric created. All the suburbs have a unique history in relation to the city's growth and change. Brixton was a key suburb in the 1922 strikes, that would change the course of History in our country. Vrededorp/ Fietas and Sopiatown were suburbs subjected to mass evictions during Apartheid. Melville has symbolised a changing city with its original working class history then gentrifying and changing to a cultural hub in the city. High density streetscape will diminish the significance of heritage buildings and will dwarf buildings which are of high heritage significance, rightly said the heritage buildings in these suburbs are in a mosaic pattern but it must be noted that it is as important to preserve the surrounding area of a historically important building as it is protect the building itself. The report does not make cognisance of that fact. Part of the heritage understanding for the area is to understand the social heritage of the area. This is completely ignored in the framework. There are modernist houses in Streatley Avenue that are ignored. Most of the houses are older than 60 years. Any development over 100sqm needs to have a heritage impact assessment. None of the street-scapes have been considered. There is no social impact study done. There are currently very strong communities that exist within all the suburbs affected. Impacts on them need to be assessed and how this will affect the future of the suburbs. There are many poor people living in these suburbs- they are more likely to be displaced due to the development. Comments made at the meeting on 2 October 2013 by Herman Pienaar of CoJ that phase 2 developments may be allowed prior to phase 1 are inappropriate and potentially destructive. The city cannot be vague in implementation or they can be manipulated and be destructive to communities. There is no mention made of the National Monuments in the area- of particular concern are the Melville Koppies and the potential impact on it and the stone age sites.

TRANSPORT:

The success of densification along the Corridors of Freedom hinges upon successfully integrating various transportation systems, and not only considering the Bus Rapid Transit system as the dominant mode of transportation. Currently the City (and the consultants) assumes that public transport will become the dominant mode of movement throughout the City. However, the lack of integration of the transport systems (Metrobus, Rea Vaya, cars, taxis, walking, bicycles, tuk-tuks, Putco buses) will become more problematic over time. It has become common to see pedestrians walk in the designated bus lanes in the middle of the road, risking their lives by navigating cars, busses, and taxis on both sides. Properly integrating these systems are key to unlocking the 'freedom' that is promised in the idea of Corridors of Freedom. The assumption that residents do not have cars, is flawed. Especially considering the fact that transport is not considered on a multidimensional level (including taxis, busses, bicycles, etc.). To get this right, investment in public infrastructure such as sidewalks, street trees, cross walks, bike lanes, traffic calming etc. is critical, and should be high on the agenda. The planning and design committee agree that the previous RSDF (2010 and 2011) proposed suitable areas of densification and should be followed before implementing densification on such a grand scale. This scale suggests to us desperation on the part of the City to implement a strategy that it hasn't managed to implement in the most sensible areas previously stipulated in the RSDF. The SDP for the City clearly sets out guidelines for densification: these guidelines call for all densification possibilities within the RSDF and precinct plans to be adhered to. This is clearly ignored in the development framework.

INFRASTRUCTURE:

No densification should occur until all necessary infrastructure is planned and budgeted for and the requirements for each phase have been implemented. This includes the schools, clinics, recreation centres etc. It also includes the necessary increase in capacity to the water, sewerage, stormwater and electricity networks as well as the renewal of the 70 year old infrastructure. Electricity supply to these suburbs has been seriously compromised in the past months and power outages have become a virtual daily occurrence. Despite the high number of recent power outages and a major incident of sabotage, which left most of Johannesburg in the dark, the CoJ unrealistically claims a decline in outages over the past three years. Water supply to these areas is only sufficient for residential 1, low-density living. The current water pressure in the supply lines, which at times becomes very low, will not be adequate to sustain medium density developments, let alone high density developments.

An added danger of low water pressure in medium- and high-density living is that fire services rely on a high-pressure water supply to operate effectively. Inadequate water pressure could therefore lead to loss of life and

irreparable damage to property. These current infrastructures are already feeling the pressure of population increases in these suburbs due to the dramatically increased student numbers at UJ and the resultant communes (legal and illegal) in these areas.

In the presentation on 2 October, neither the City, nor the consultants could give any indication that funding will be made available for the infrastructure projects. This remains a concern. The healthcare facilities are shown on Aurecon's plans to be adequate. What they do not acknowledge is that these do not only serve the local areas but huge sections of the city, which the BRT will further exacerbate. The vast number of people proposed in the densification will not be sufficiently catered for by the facilities proposed. Building another reservoir in Brixton will require time and advance budgeting and yet the developments in the student precinct are said to commence in this financial year. It may also require expropriation of land and there is no indication of how this will be done. The sanitation/sewerage infrastructure will also come under huge pressure with the intended developments. The sewerage and storm water infrastructure for these urban areas was not designed to support medium and high density developments and won't be able to cope with the additional pressure of larger numbers of people moving into these suburbs. Currently the overloaded sewerage system in Westdene frequently pushes back into the houses and properties of the residents. Should this happen in the future, the residents can brace themselves for unhygienic circumstances with raw sewerage freely flowing in the streets and storm water systems. In Westbury and Crosby numerous properties get flooded every time it rains because the storm water system is insufficient. The CoJ produces large volumes of waste (approximately 1,8 million tonnes of garbage each year, with 244 200 tonnes in the form of illegal dumping, and 1 779 tonnes collected as litter from the streets). As a result, the City is facing a serious problem in terms of landfill space and the dump sites in Crosby and Brixton only accept a few cars loads a day. Also the road and transport infrastructure in the suburbs was designed for low-density living. However, the majority of public transport users continue to rely on the mini-bus taxi industry. The city-owned Metrobus transports about 80 000 passengers per day. Even though the city plans to reduce the busses and taxis on the road, many of these are circumventing the now narrower Rea Vaya route by forming new routes through the narrow streets of the suburbs such as from Steydler street in Westbury to 4th avenue Westdene. Parktown suffered severely due to the route construction on the Empire Road Section. The loss, without replacement, of many very old and symbolic trees, felled to widen the road, and the inadequate restoration of the Frank Brown Park, used as a construction yard, spoil stock pile and material store, back to public open space suitable for the needs of the surrounding communities, remains as a legacy of that phase.
Social infrastructure that should be addressed, upgraded and expanded to suite densification:
Police stations for each suburb
Crime prevention systems
Schools
Clinics
Parks
Recreational areas and sports facilities
Cemeteries

ENVIRONMENTAL IMPACT:
There is no indication as to how this development with impact on the environment. No Environmental Impact Assessment has been presented. There is no strategy to ensure that developments are sustainable from an energy point of view or how energy efficiency and sustainability will be ensured.
There is no indication how stormwater will be dealt with in the higher densities which will increase the areas of hard surfaces and thus put further strain on stormwater and the river systems into which this discharges, and increase flood lines lower down.

PHASING:
The phasing of the densification must be strictly controlled. There must be time frames stipulated and these should relate directly to the infrastructure provided in advance of that phase.

Herman Pienaar noted that the City could allow for Phase 2 developments to start before Phase 1 as particular land may be more easily developed due to ownership. This is unacceptable – developers will densify arbitrarily far from the stations in the middle of currently low rise residential areas where there is not the amenity promised by this plan, and where instead an existing functional residential areas is disrupted. In our view, this idea of the City is inappropriately biased to certain developers who happen to own properties in areas that currently do not allow for densification, and who might well be asserting pressure on City politicians. We foresee costly legal battles as neighbouring residents resist such ad hoc densification. A proper phasing simply makes sense to everyone other than those wishing to appease individual property owners who made poor investments by buying in the wrong areas. The principles of densification with mixed use have to be "tested". It needs to be concentrated in close proximity to public transport, to ensure the commercial aspect of mixed use in fact flourishes. We note with concern small pockets of shops embedded in areas such as Westdene that have been boarded up because there is insufficient exposure for commerce to thrive. The position for such mixed use densification of the first phase must only be on the BRT nodes. The City should provide incentives to encourage the vacant land on these areas to be developed, and for land with existing low rise development in these areas to be redeveloped. The residents of areas surrounding the BRT cannot be subjected to higher density in "easier" areas purely because the City has not managed to give sufficient incentives that developers develop the higher densities in the correct areas.

INADEQUATE IMPLEMENTATION PLANS:

Public/private partnerships are ill-defined and the main stake holders are not considered or approached. The most likely scenario is for the Universities (UJ and Wits) to build high density student housing and later other mix-use developments to follo. Currently, the land values are too high for private investors to build anything but middle-to higher income accommodation or highly subsidised student housing (noting that the 'subsidies' stem from student loan and bursary systems and the benefits of these guaranteed rents go to developers). It is possible that the City could provide incentives for lower-income/social housing. However, care needs to be taken to ensure these projects are successful and do not overtly affect market prices of the surrounding communities. A mix of income levels could be set and enforced for every development. It is agreed that social housing associations should be allocated opportunities in the corridor and diversify the low cost component from benefitting students only, to benefit a wider range of poorer households who can use the opportunities these areas are endowed with to move out of poverty There also needs to be strict controls over where development can take place, enforcing zoning for high density development in certain areas and capping of upper density limits of these developments. Concentrations of poverty, lack of rental tenure security (i.e. arbitrary evictions), overcrowding, rent hikes, and illegal construction and slumlord scenarios remain concerns; scenarios that currently play themselves out in these areas due to a number of illegal student communes. However, the City does not provide details or demonstrate the capacity to control and prevent these likely scenarios on a bigger scale.

MANAGEMENT AND CITY COMMITMENT:

It was clear, even by Mr Pienaar's own admission at the first meeting on 2 October 2013, that the City can currently not manage high density areas nor the lower density areas. No densification can be allowed until the City has changed its own management structures that will improve service delivery, improve law enforcement, allow for residents to raise their concerns in a structured manner. We would, however, like to acknowledge the Commune Policy initiative as an important step in the right direction. Further to this the City does not give any commitment to the design guidelines it will enforce to ensure that the developments are of the correct mix, create the right social spaces, do not impact the area in an adverse manner, have the right setbacks etc. No Bylaw amendments have been proposed. The city needs to commit to a plan and not continue to revise plans every few years. The City of Johannesburg already has in place Precinct plans that allow for the densification that responds to the BRT and the need to house more people. The constant revision of plans does not assist in improving the areas and achieving the gaols set out and merely creates distrust with the residents in the area. The city should focus on providing incentives to ensure that the areas they originally earmarked for densification are more viable and that densification 'creep' does not occur as is likely from the Strategic framework proposed. The city have not done any assessment as to why they have failed to encourage the densification in these areas and should rather focus on this than huge schemes that become even more difficult to implement and manage.

Agreements reached and commitments made during the process, need to be recorded and incorporated in a suitable form, into the final framework. The community structures need a suitable mechanism of monitoring and reporting to ensure compliance, by the relevant stakeholders, with the undertaking made.

Appendix H - Chi Square Test

Key
frequency *row percentage*

Q1b	Q1d Neutral	No	Yes	Total
No	5	0	1	6
	83.33	0.00	16.67	100.00
Unsure. I have not ..	5	1	1	7
	71.43	14.29	14.29	100.00
Yes	3	3	15	21
	14.29	14.29	71.43	100.00
Total	13	4	17	34
	38.24	11.76	50.00	100.00

Pearson chi2(4) = 14.2637 Pr = 0.006