

CHAPTER 5: SUSTAINABLE COMMUNITY DEVELOPMENT

Introduction:

The world is currently overpopulated with the majority of its population living in developing countries. The largest part of the population increase in developing countries will be absorbed by urban areas. Human settlements face an extraordinary array of difficulties, including severe poverty, homelessness, inadequate infrastructure, lack of sanitation, social disintegration and pollution, to name but a few. Because of this the way our communities develop will determine our success or failure in overcoming environmental challenges and achieving sustainability. Roseland (2000: 99) argues that “cities and towns provide enormous, untapped opportunities to solve environmental challenges; they must and can pioneer new approaches to sustainable development and community management”. Even though modern urban settlements are mostly responsible for today’s global threat to sustainability they remain centres of power. They are centres of people, politics, money, science and technology and thus hold the reins to sustainable development.

Figure 5.1 provides a graphical overview of the organization and structuring of this chapter.



Figure 5.1: A concept map of Chapter 5

Source: Own construction

5.1 Definition of sustainable community development

The definition of sustainable community development is similar to the definition of sustainable development (as discussed in **Chapter 2**), the foremost difference involving spatial scope. Where sustainable development is a global concept, sustainable community development is local. Bridger & Luloff (1999:381) state that the “definitions of sustainable community development stress the importance of striking a balance between environmental concerns and development objectives while simultaneously enhancing local social relationships”.

The Institute for Sustainable Communities (ISC) (2012) sees a sustainable community as one that is economically, environmentally and socially healthy and resilient. The ISC (2012) states that a sustainable community “meets challenges through integrated solutions rather than through fragmented approaches that meet one of those goals at the expense of the others”.

Ling, Hanna & Dale (2009:233) state that it might be most useful to define a community as the people living within a municipal boundary. While this approach might be beneficial in an urban setting, it is not always beneficial in a rural locale. It would be more prudent to allow

communities to identify their own areas of demarcation. A sustainable community then meets the needs of its residents, enhances and protects its environment, and promotes a more humane local society within its boundary.

The ideal sustainable community can be defined along five typical dimensions as shown in **Table 5.1** below.

Table 5.1: Five dimensions of sustainable community development.

Dimension	Description
Increases local economic diversity	Economic development strategies should place an emphasis on increasing the local economic diversity.
Self-reliance	This includes the development of local markets and local productions. Products that were previously imported should be locally produced. Cooperation among local economic entities should be encouraged.
Reduces energy consumption and management and recycling of waste.	Ideally the use of energy and materials would be in balance with the earth’s ability to absorb waste. The recycling of waste can also be used as an economic gain if managed correctly.
Protection of biodiversity and careful stewardship of natural resources.	The community should protect and enhance the biological biodiversity of the area in which they function. The careful stewardship of natural resources can also aid in the reduction of energy consumption and management of waste.
Social justice	A sustainable community is a community that provides for the housing and living needs of all its residents without any prejudice. There isn’t any class and race-based spatial separation of households or neighbourhoods and everyone enjoys equality of access to services.

Source: Own construction from Bridger & Luloff, 1999.

A sustainable living environment must support quality of life, healthy ecosystems, effective governance and economic security (Institute for Sustainable Communities, 2012). This includes basic human needs such as food, clothing, shelter, education and health care.

Siemens (2012) is of the opinion that for cities to be sustainable they must first address seven key areas of sustainability. These areas can be seen below in **Figure 5.2**.



Figure 5.2: The seven key areas of sustainable cities

Source: Own construction from Siemens (2012)

5.2 Challenges in realizing sustainable community development

Apart from factors such as poverty, homelessness and environmental issues, bad administration and inadequate community initiatives are also responsible for the current issues threatening human settlements. During the analysis and review of a template for integrated community sustainability planning in Canada (Ling et al, 2009:230-233) a few common challenges in realizing sustainable communities were identified. These challenges are also challenges that we face in South Africa and are thus applicable to this research. These challenges include:

- Integration
- Scale
- Governance
- Inclusion of the community

- Western concepts and methodologies of development

5.2.1 Integration

Cities are often areas of inequality, segregation and exclusion. Despite government's best efforts the housing and service interventions for the poor have continued to perpetuate the apartheid urban form. The result has been the development of large dormitory settlements of low-cost houses on the urban periphery and far from economic opportunities. The consequence is that the people get trapped in poverty and are subject to long-term social costs. The perpetuation of apartheid spatial form is a serious issue and the challenge articulated in 1994 continues.

The South African Cities Network (2006:7) says that in an attempt to address the on-going challenge of integration of the apartheid urban form, municipalities have placed an increased importance on "integrated human settlements". Their efforts are focused on facilitating denser, better located, mixed-income, environmentally sustainable government-assisted housing. Despite this there is still considerable work to be done in developing policies and strategies to be implemented on a meaningful scale.

It is recognized that the policy instruments and frameworks that are required for a coherent and implementable approach to integration are still undeveloped and require attention.

5.2.2 Scale

Projects for sustainable communities often involve individual initiatives that are geographically bounded. This means that they rarely impact municipal systems as a whole. These projects often lack the capacity to link the municipal planning decisions to the wider landscape (Ling et al, 2009:230).

Another challenge is that the scale that is planned for is often too large. It is helpful to plan in terms of neighbourhoods, which is a "residential or mixed use area around which people can conveniently walk". (Smith, 2006) The scale of planning should be driven by pedestrian access to promote sustainability. Community development projects are often planned on a larger scale that does not take walking distance and neighbourhood boundaries into consideration. Campbell (1996:20) says that it is also believed that the inhabitants of small-scale regions will

be more aware of the causes and effects of their environmental actions than residents of larger communities.

According to Monto, Ganesh and Varghese (2005:59) the problems in a settlement's living environment (poverty, shelter, sanitation, etc.) can be addressed at four different levels, as shown below in **Figure 5.3**. These levels are useful in addressing sustainability issues and to develop appropriate strategies. Each level has its own unique issues and obstacles.



Figure 5.3: Human settlement levels

Source: Own construction from Monto, Ganesh and Varghese (2005:59)

Policies are developed at national level that impact upon all other level of human settlements. These policies have to be directly aimed at promoting sustainable community development in order to be effective.

5.2.3 Governance

Government structures often do not embrace sustainable development as a guiding planning principle. This means that the implementations of sustainability objectives often become difficult and that results in ineffectiveness. Even the government sectors that have embraced these principles have had considerable difficulty in translating sustainability strategies into practice.

Local government rarely incorporates a sustainability ethos into their planning until forced to. Ling et al (2009:230) argues that “rather than merely planning for sustainability, as seems common, governments should be planning sustainably”.

Local government often lacks the capacity to implement sustainability initiatives effectively. Building capacity at all levels of government as well as promoting good governance practices within and between spheres of government is crucial.

Political corruption acts as a big deterrent in realizing sustainable communities. The misappropriation of funds results in reduced effectiveness of community development initiatives.

5.2.4 Inclusion of the community

Sustainable community development can only be successful if community engagement is assured. Education and training should be given to the community to educate them on their options; this will also increase public awareness. Government should provide and share information at all stages of development. A community should also be empowered to identify what they see as sustainability and these viewpoints should be included in the decision making process.

Inclusion also means planning for the bigger picture and defining long term goals, rather than a plan that reflects a short term agenda with poor attention to pluralism. The South African Cities Network (2006:16) mentions that “the challenge of urban sustainable development strategies is to successfully create environmentally sustainable cities in the medium- and long-term while addressing current pressing social development needs”.

5.2.5 Western concepts and methodologies of development

Apart from the four challenges to realising sustainable communities pointed out by Canada (Ling et al, 2009:230-233) there are other difficulties that are equally significant. One of which is the use of Western concepts and methodologies of development when developing Third World countries.

Binns & Nel (1999:391) state that the march of human progress has become a retreat for approximately one-sixth of mankind. After decades of steady economic advancement many countries have been thrown back into poverty. Binns & Nel (1999:391) say that “this meant the effective collapse of social services and infrastructure in many parts of Africa, coupled with

hyperinflation, vast debt burdens and the disastrous effects of global trade”. Many foreign aid as well as local programmes have tried to lift communities out of this pit of despair, yet most have been futile. Successive generations of imported, Western development projects and strategies have failed to deliver meaningful reductions in poverty and to achieve basic needs. This led to the questioning of Western development concepts and methodologies.

The needs of communities in developing countries aren’t the same as those of communities in the First world. African communities in particular have a bigger need of basic infrastructure and services than developed communities. Western development plans operate on the premise that the basic infrastructure and services are already in place when implementing their programmes. This leads to failure because the programmes have no solid foundation on which to build. Western development plans have to be adapted and tailored to fit the needs of the particular community and to build upon local knowledge, skills and resources.

5.3 Urban planning structures for sustainable communities

The reality of urban development seldom follows a prescribed pattern. A sustainable community model tends to be based on the main centre function and the road and transport systems. In this type of model the focus is put on the needs of the household and the local community. The scale and layout of a sustainable community unit is based on walking as the primary mode of movement with 2km as the maximum walking distance to essential services. Convenient access is needed to public transport and employment areas. (Eastern Cape Provincial Government, 2007:93)

The spatial structure of sustainable community units may contain certain structural elements that can be seen in **Table 5.2**.

Table 5.2: Structural elements of a sustainable community.

Element	Description
Housing clusters	A housing cluster is a group of units arranged around a communal space, taking a variety of configurations. Clusters should promote a sense of identity and togetherness. This can be achieved through locating them around a common open space, along a short street and by using urban design features and landmarks. A sequence of private, semi-private and public open spaces should be provided.
Neighbourhood units	Function and social integration should be noticeable at neighbourhood level. The structure of neighbourhood units includes different housing categories with a variety of housing types and densities. Housing clusters are connected to the main services centres, employment areas and public transport nodes by pedestrian walkways.

Element	Description
Activity nodes	The daily needs of a household will mostly be met by small commercial centres with more advanced service needs being found in the local centre or in the main commercial centre. These will often be located at the transport node or where different transportation nodes meet. Activity nodes consist of high density housing, commercial and social services and businesses.
Activity corridors	The activity corridor provides the same functions as the central nodes, but is based on a different urban design concept. An attempt is made to promote a more dynamic and flexible use of central areas in the activity corridor.
Public transport corridors	Public transport corridors are required for high capacity and efficient public transport routes that connect different parts of the community and the community with other centres. Movement should be seen as an activity that occurs in social space and not as a separate element. Movement spaces must be flexible to allow them to meet other demands, such as markets and meeting places.
Employment areas and markets	Home-based businesses, on-site urban agriculture and communal gardens should be provided within immediate proximity to the housing clusters. More formal economic businesses are found in local centres and along activity corridors to be within easy access from home and accessibility for consumers. Market areas for locally produced goods will be located near the central nodes or along an activity corridor. Settlements should be planned to ensure sufficient intensity is generated at point in the community to generate local markets.
Urban agriculture	Residents should be encouraged to grow vegetables and other produce on site and provision should be made therefore. Open areas, community gardens or allotment areas will allow for more efficient urban agriculture. This will generate produce that can be sold in shops or at community areas. Space for urban agriculture should generally be provided for on the edge of the settlement as not to disrupt the continuity of the urban fabric.
Pedestrian and cycle paths	Networks of pedestrian walkways and cycle paths will connect housing clusters with main service facilities, employment areas and public transport. The needs of children, the disabled and other vulnerable groups must be catered for in the design of pedestrian and cycle paths. Street lighting should be provided and routes that run through areas that can't be put under surveillance should be avoided.
Public open spaces	Local public open space within a housing cluster should include playgrounds, meeting places and possibly allotments or a communal garden. In neighbourhood units there should be public parks, sport fields, public squares and landscaped urban spaces. On the community area level there should be major sports fields, open areas for community events, community parks and natural open areas available for recreation and sport. Sufficient land should be reserved for cemeteries. Open spaces should be located to ensure a maximum degree of sharing of space.

Source: Own construction from Eastern Cape Provincial Government (2007:93-94), Tonkin (2008:142), CSIR (2005:Chapter 3 p8-11)

5.4 A history of community development in South Africa

Originally cities in South Africa were designed around apartheid principles. The South African Cities Network (2011a) says “this meant keeping race groups separate with preferential access to economic opportunities for whites”. Despite the best intentions of the nation to undo the impacts of apartheid and to integrate settlements along both social and racial lines, the legacy of apartheid remains.

During its peak of international popularity, community development was not popular in South Africa. This was largely due to the scepticism and mistrust the government had in community development, owing to its potential for political change. De Beer & Swanepoel (1998:11) say that “later on the South African Government made an official study of community development as it was perceived and implemented internationally before deciding to introduce it”. Various projects and efforts were made, but these were undertaken on a rather small scale.

The responsibility of community development passed into the hands of many departments through its history in South Africa, as can be seen in **Figure 5.4**.

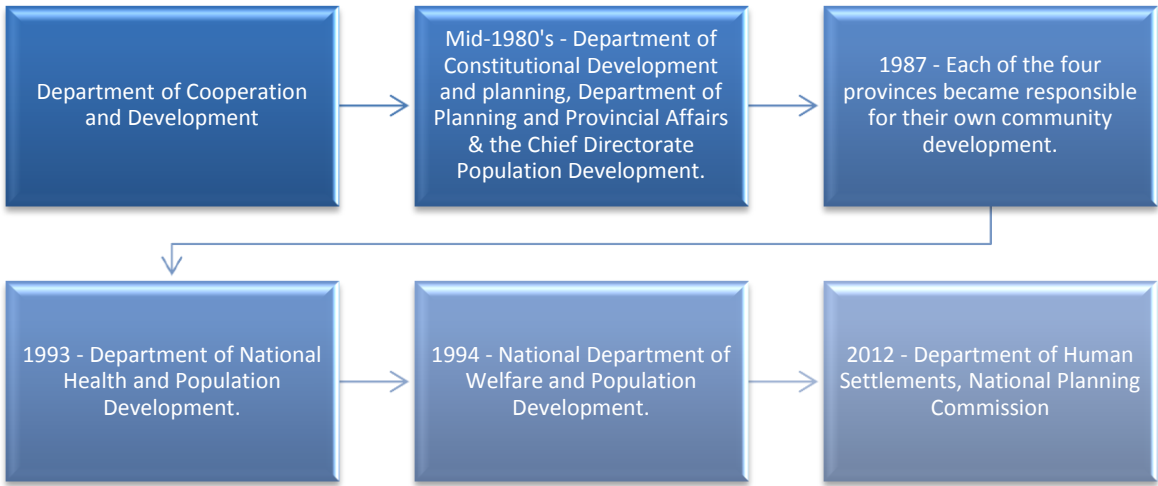


Figure 5.4: Stakeholders in community development in South Africa through its history.

Source: Own construction from De Beer & Swanepoel (1998:11), South African Government Information (2012)

Community development in South Africa was mostly carried out in an isolated, fragmented way, on a small scale, and most often by NGO's. Although it wasn't very popular, community development was acknowledged and pursued in the former homelands. This was done through the help of local self-help groups or by community-based organisations. Many community development principles were recognised in the local self-help groups. De Beer & Swanepoel (1998:13) state that from the beginning this system was a bottom-up activity that addressed a felt need and their actions brought fairly quick results.

5.5 Sustainable community planning in South Africa and the World.

Communities of the developed world (North) are faced with different challenges than the developing world (South) in achieving sustainability. Roseland (2000:100) states that "from the perspective of sustainable development, the basic problem with Northern cities is that they are unsustainable, whereas the basic problem with Southern cities is that they are underdeveloped". While most city-dwellers in Northern cities are adequately housed and fed, they meet their needs by consuming at rates that are not sustainable. In contrast many Southern city-dwellers cannot even meet their basic needs. Though this contrast is not absolute, it helps to illustrate the difference in challenges of urban sustainability by both South and North. (Roseland, 2000:100)

A genuine challenge arises because the cities of the industrial world, "with their inadequate urban policies and technology", set the standard which policy makers in developing countries strive to follow (Roseland, 2000:100). While Northern cities are more concerned with the environmental impact of their cities, Southern governments also have to give attention to social and economic aspects. This is especially true in South Africa where policy makers have to contend not just with environmental factors, but also with the social injustices inherited from Apartheid. A community will not be truly sustainable until all spheres of sustainability are addressed, as can be seen in **Figure 5.5** below. This means that Southern cities cannot use the guidelines used by Northern cities as a blueprint for sustainable community planning and development. Strategies have to be adapted and modified to fit each project's unique circumstance.

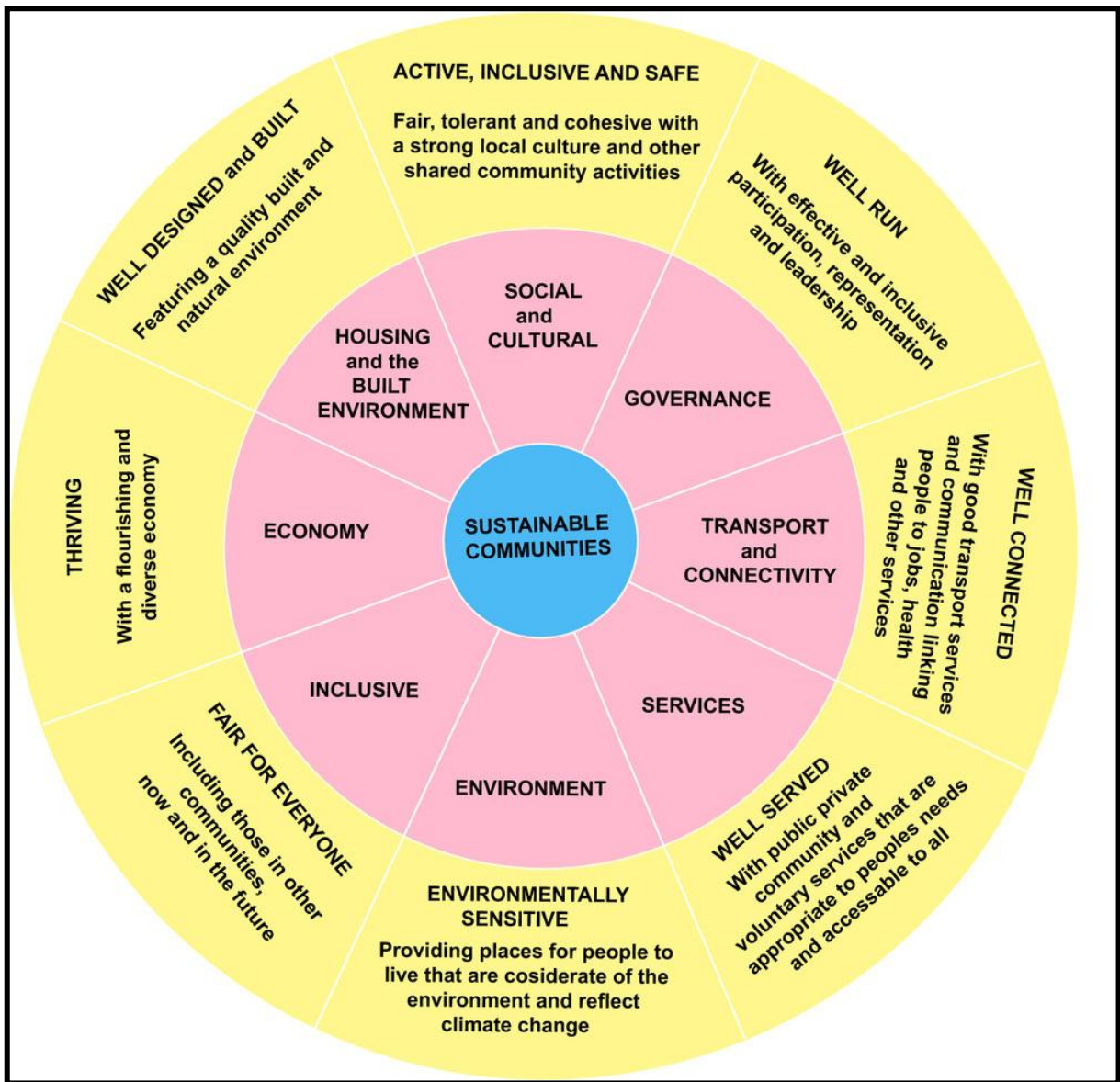


Figure 5.5: Spheres of a sustainable community

Source: North Lincolnshire Council (2011)

Here follows examples of projects to achieve sustainable communities in South Africa and internationally. These case studies illustrate the different obstacles faced by the developed and developing world and the diverse approaches applied by each.

5.5.1. Canada

In Canada the government came to the conclusion that the implementation of sustainable community development is beyond the capacity of any one sector, discipline or level of government. Ling, Hanna and Dale (2009:1) state that “it has also become clear that municipal governments are on the front line of implementing sustainable community development”. Parkinson & Roseland (2002:412) state that the role of local government is twofold in this matter. Firstly they must put their own operations, services and programmes in order and strive to achieve sustainability in their own practices. Secondly, they must work with different community representatives to mobilise their citizens to meet the challenges of sustainable community development. In order to aid the implementation of sustainable community development the Federal Government of Canada introduced a ground-breaking policy instrument in 2005. To receive funds through the Gas Tax Funding Program municipalities had to develop and Integrated Community Sustainability Plan (ICSP).

There are no specific templates provided through the program that outline what such an ICSP should contain, and while this creates uncertainty it also provides an opportunity for developing new ways of planning. The template for ICSPs emphasises community engagement and gives a basic framework for reconciling community ecological, social and economic dynamics. The ICSP template is presented as a series of steps and needs. While this series of steps and needs are informed by the Canadian experience, the tools and techniques have validity and applicability to planning and municipal governance around the world.

An integrated plan engages and challenges communities, thus there is a strong focus on participatory techniques. According to Ling et al (2009:2) “the template should be seen as a map, to be used by communities to help move through an ICSP process”. The ICSP process outline can be seen in **Figure 5.6**.

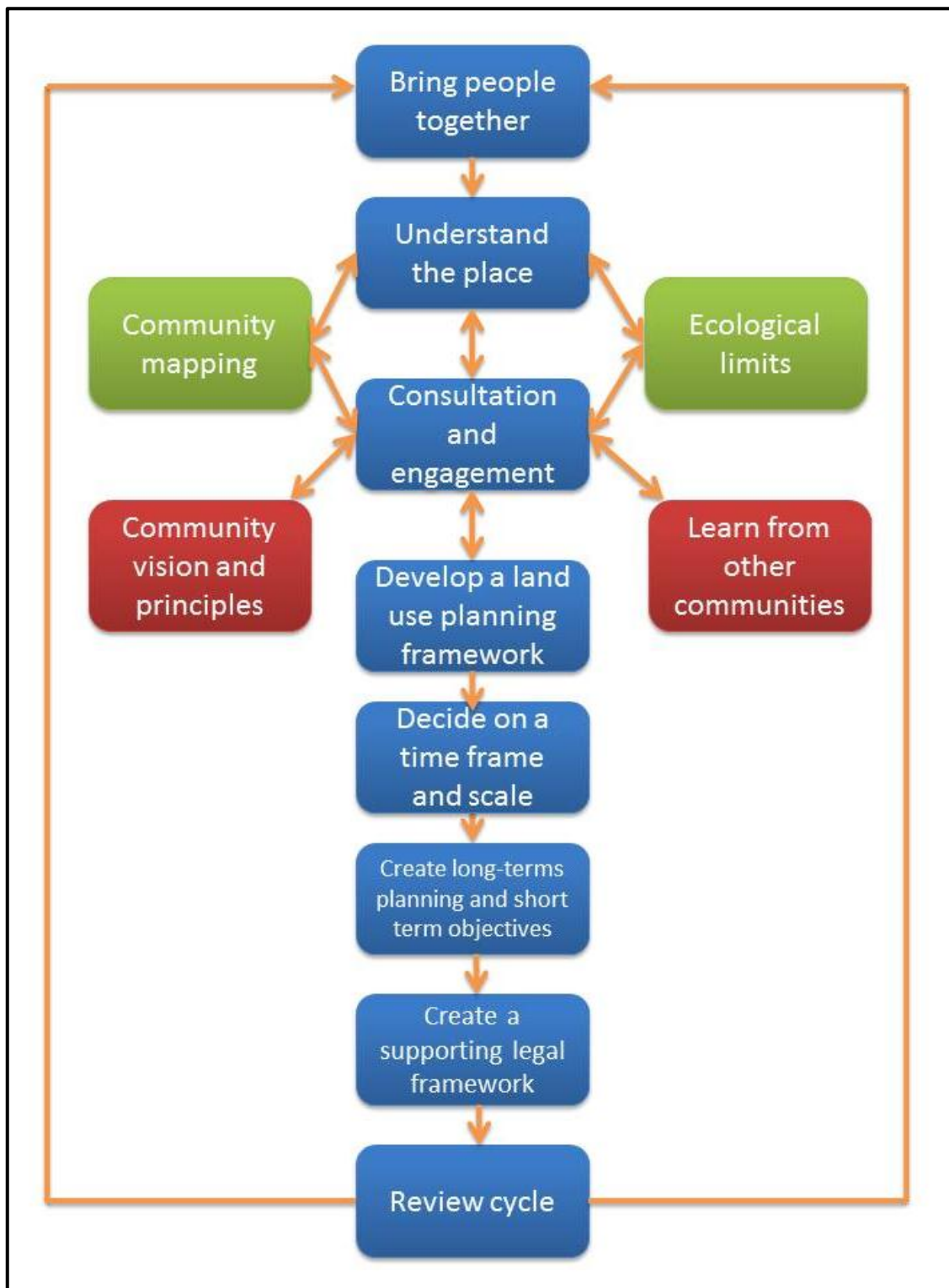


Figure 5.6: Integrated Community Sustainability Plan process outline

Source: Own construction from Ling, Hanna & Dale (2009:2)

There are four steps that can help guide the development of an ICSP as can be seen below in **Table 5.3.**

Table 5.3: Steps for guiding the development of an ICSP.

STEP		STEP CONTENT
1	Engagement	Determine who the community members are, as well as their interests and values. Establish the principles of community engagement. Techniques and tools for community engagement can be learned from others, but some will have to be adapted.
2	Understanding Place	Do a comprehensive audit of the community's current economic, ecological and social capital base line. Develop ideas for approaching land use and landscape.
3	Creating the Plan	Define a community vision and principles. Set goals. Define the terms. Establish a timeframe. Change the planning cycle accordingly. Determine the scale. Identify institutional needs. Identify strategic areas. Determine commitments. Measure progress against desired outcomes.
4	Plan Implementation	Review planning policies, bylaws and regulations. Ensure the plan is legally enforceable.

Source: Own construction from Ling, Hanna & Dale (2009:233-239)

The implementation of an Integrated Community Sustainability Plan can be an important tool for realizing sustainable community development, “but it requires active community engagement processes, political will, and an on-going commitment to accountability and oversight”. (Ling et al, 2009:239) The template provided links to methods and examples of innovative sustainability practice around Canada and the world. The next step will be to evaluate the template approach in practice.

One of the ways in which Canada evaluates the success of its sustainable community initiatives is with the annual Sustainable Community competition. The goal of this competition, sponsored by the Federation of Canadian Municipalities (FCM) and CH2M Hill, is to identify innovation and excellence in municipal services that contribute to a sustainable future (Parkinson & Roseland, 2002:411). The Sustainable Communities competition sees beyond the common misconception that sustainability only refers to environmental concerns and recognises the holistic, integrated approach that is needed. Parkinson & Roseland (2002:412) state that “in this context, the Sustainable Communities competition can be seen as a forum in which municipalities can share their experiences and reflect together on what sustainability means and how it translates into

practice”. The competition also increases the co-operation and communication between municipalities at all levels.

All the FCM members are invited to enter submissions for the competition, detailing a project they had undertaken toward establishing sustainable communities. The first competition in 2000 received 52 submissions from 42 municipalities (Parkinson & Roseland, 2002:412). Entry was voluntary and required a large amount of work which meant that the municipalities that chose to enter showed enthusiasm and leadership. While the submissions all varied, the collection of data submitted to the competition denoted an opportunity to learn more about the best practices in sustainability by Canadian municipalities.

The analysis of the entries suggested several lessons and potential next-steps for municipalities and other levels of government. The suggestions garnered from this competition coupled with the template given by the ISCP have given Canada the tools to become one of the forerunners in the race toward sustainable communities.

5.5.2. England

After years of neglect and under-investment, cities and towns across England were in a poor state. In reaction to this the ‘Communities Plan’ was launched by the English government in 2003. The aim of the plan was to set out a series of actions for delivering sustainable communities in urban and rural areas. The plan defined sustainable communities as “places where people want to live and work, now and in the future” (Smith, 2006). The Communities Plan also asserted that for a community to be sustainable it must:

- Offer decent homes at affordable prices.
- Provide good public transport.
- Provide schools, hospitals and shops.
- Offer a clean and safe environment. (Smith, 2006)

The Plan provides a list of eight focus components for sustainable communities, as is listed in **Table 5.4.**

Table 5.4: Focus components of sustainable communities according to the Communities Plan.

COMPONENT	DESCRIPTION
Governance	Efficiently run communities have effective and inclusive participation, representation and leadership.
Transport and Connectivity	Efficiently connected communities link people to jobs, health and other services through good transport services and communication.
Services	Services (public, private, community and voluntary) should be accessible to all.
Environmental	Communities should provide spaces and places for people to live in an environmentally friendly way.
Equity	Communities should be fair to everyone.
Economy	Communities should provide a thriving and vibrant local economy.
Housing and the Built Environment	Communities should offer high quality buildings to its residents.
Social and Culture	Communities should be “active, inclusive and safe with a strong local culture and other shared community activities”. (Smith: 2006)

Source: Own construction from Smith (2006)

In their ‘Communities Plan’ the British government first identified the obstacles they had to tackle in order to achieve sustainability in their communities. Next they identified the main partners in the development process. The status quo data was collected and interpreted into charts and figures that better show the current situation. In order to deliver sustainable communities the English government had to undergo a step change in their policies, and this was reflected in their action programme (Office of the Deputy Prime Minister, 2003:4). The main elements of this action programme were:

- Sustainable communities:
 - Improve housing and communities
 - Regenerate deprived areas
 - A new regional approach to housing policy
 - Speeding up planning
- Step change in housing supply:
 - More affordable homes
 - Offering key worker housing
 - Supporting people who wish to become home owners
 - Taking action on empty properties

- New growth areas:
 - Identifying new growth areas (such as the Thames Gateway)
 - Establishing a Cabinet Committee to plan for development of the new growth areas.
- Decent homes:
 - Bringing council homes up to a decent standard
 - Tackling low demand and abandonment
 - Tackling homelessness
 - Taking action to tackle bad landlords
- Countryside and local environment:
 - Guaranteeing the protection of the green belt
 - Improving local environment – parks and public spaces
 - Providing affordable homes in villages (Office of the Deputy Prime Minister, 2003:4)

After identifying the key actions to implement they identified the resources available to them and allocated these resources to the actions. The obstacles that had to be faced, the actions plans to be taken, the response to these action plans, the resources available and the outcome can be summarized in **Table 5.5**.

Table 5.5: Summary of the 2003 Communities Plan.

The challenge	The response	The resources	The impact
<p>Decent homes, decent places:</p> <ul style="list-style-type: none"> • To ensure that all social tenants have a decent home by 2010. • To improve conditions for vulnerable people in private accommodation. • To ensure all tenants get an excellent service from their landlord. • To ensure all communities have a clean, safe and attractive environment in which people can take pride. 	<ul style="list-style-type: none"> • Providing for additional investment and reforming the way of delivering targets to make all social housing decent by 2010. • Tenants will be put first. • Establishing a new Single Inspectorate for housing to ensure landlords offer improving standards of service to tenants of social housing. • Providing additional resources to improve conditions for vulnerable people in private sector accommodations. • Supporting local authorities in effective use of their resources to improve quality of the local environment. • Raising the profile of good design to give form and quality to public spaces, housing and other buildings. 	<ul style="list-style-type: none"> • £2.8bn to improve council housing. • £842m allocated to local authorities to fund improvements for both council housing and privately owned homes. • £500m for funding improvements in the management and maintenance of the council stock. • £201m for schemes to improve liveability. 	<ul style="list-style-type: none"> • By 2006, 400 000 fewer households in social homes below the decent homes standard. • High quality local authority service delivery on local environment, public spaces and parks. • Neighbourhood wardens in over 500 communities to improve the local environment and reducing crime and fear of crime. • By 2010 all social housing will have been made decent. • Improved design quality of public buildings and places integrated into all communities, especially new and revitalised communities in growth areas and market renewal pathfinder areas.

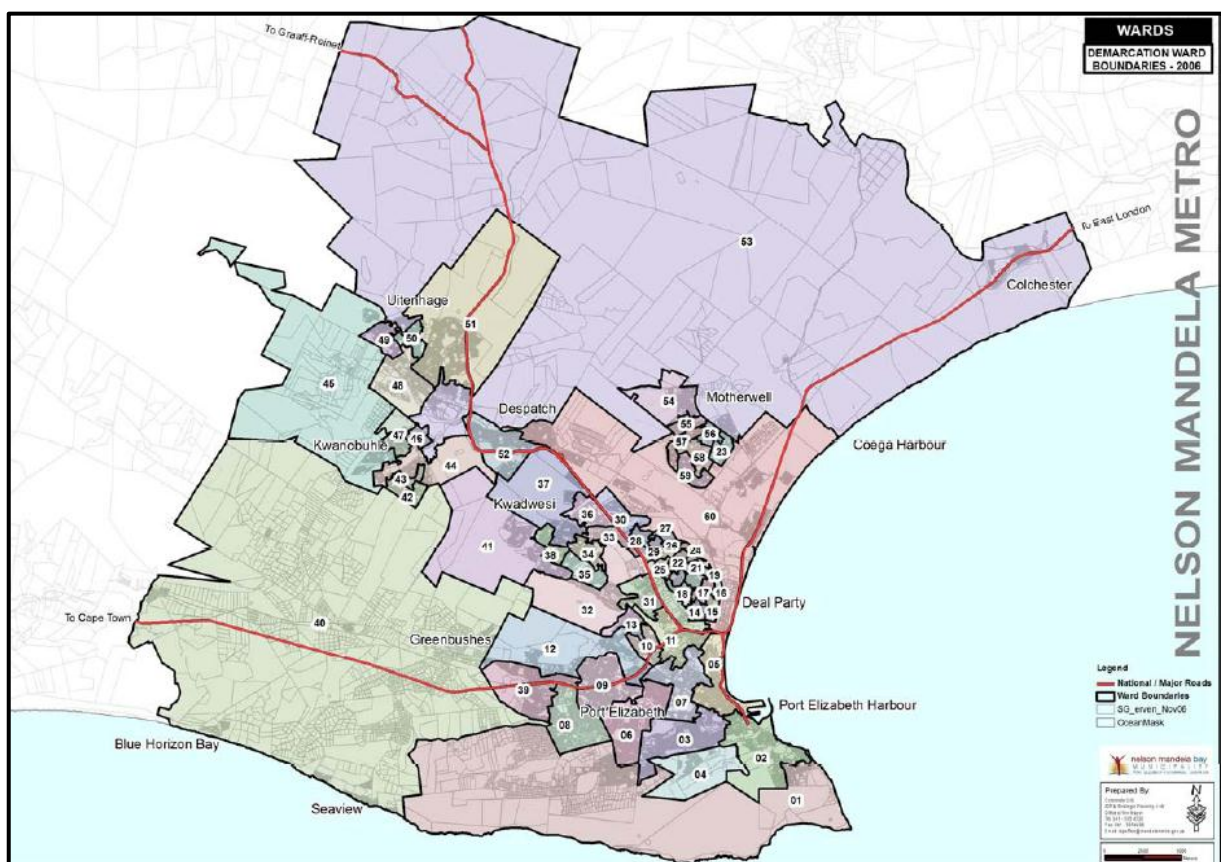
The challenge	The response	The resources	The impact
<p>Low demand and abandonment:</p> <ul style="list-style-type: none"> • Bring back life to areas where there is low demand for housing and where homes have been abandoned. • Recreate sustainable communities. • Prevent the repetition of such problems in the long term. • Support the National Strategy for Neighbourhood Renewal by tackling the deprivation prevalent in low demand areas. 	<ul style="list-style-type: none"> • Promoting a new approach to tackling low demand and abandonment. • Identifying nine pathfinders. • Establishing pathfinder strategic plans that will entail radical and sustained action to replace obsolete housing with modern sustainable accommodation. • Establishing partnerships that will ensure the essential requirements of sustainable communities. • Concentrating market renewal resources on the pathfinders. 	<ul style="list-style-type: none"> • £500m for a market renewal fund for investment in pathfinder areas. • Funding to tackle decent homes and provide affordable housing. 	<ul style="list-style-type: none"> • Have strategic action plans in place by 2005 for all renewal pathfinder projects. • Replacing derelict and obsolete housing with the beginnings of properly planned high quality new developments. • Restructuring of priority areas. • A turn around in declining demand across the country by 2010.
<p>A step change in housing supply:</p> <ul style="list-style-type: none"> • Creating conditions in which private house builders will build more homes of the right type in the right places. • Addressing needs for more affordable housing. • Making best use of the existing housing stock. 	<ul style="list-style-type: none"> • Working with local authorities to ensure that the homes already planned are built and that additional new housing will be concentrated in the four growth areas. • Establish a more pro-active planning system to help the right number of homes to be built with minimum impact on the countryside. • Providing more resources for affordable housing. • Encouraging home ownership. 	<ul style="list-style-type: none"> • 1 586,(?) for the provision of affordable housing by the Housing Corporation. • 1.1bn to boost the supply of affordable housing in growth areas. • 521m for identifying and assembling sites for housing development. 	<ul style="list-style-type: none"> • Establishing a major programme of affordable homes for low cost rent or ownership by 2005. • Producing a sustained reduction in rough spelling. • Putting an end to the use of B7B hotels for homeless families by 2004. • Ensuring a better balance between housing supply and demand through continuing to plan, monitor and manage housing provision.

The challenge	The response	The resources	The impact
<p>Land, countryside and rural communities:</p> <ul style="list-style-type: none"> Ensuring the protection of the countryside and enhancing its quality rather than creating urban sprawl. Addressing the housing needs of rural communities. 	<ul style="list-style-type: none"> Ensuring the majority of additional housing is on previously developed land. Where Greenfield land must be used, it will not be used wastefully. Protecting the countryside for the benefit of all. Increasing the supply of affordable housing in small rural settlements. 	<ul style="list-style-type: none"> £521m to fund land acquisition including site assembly for housing communities. Funding for remediation of brownfield land. 	<ul style="list-style-type: none"> 1500 hectares of brownfield land restored and managed as public green space by 2005. 5000 affordable homes provided in small settlements by 2006. Maintaining and increasing the amount of green belt land. Saving 4000 hectares of land from development by 2016.
<p>Sustainable growth:</p> <ul style="list-style-type: none"> Accommodating the economic success and ensuring that the economic competitiveness is sustained. Alleviating pressured on services and housing. Ensuring new and expanded communities are sustainable, well-designed high quality & attractive. 	<ul style="list-style-type: none"> Major growth is provided in the four growth areas. Bringing together the nest of design and planning to ensure that the built environment in new and expanded communities is of a high quality. Addressing public services and infrastructure needs to enable new communities to function. 	<ul style="list-style-type: none"> £600m for identified growth areas for site assembly and remediation of brownfield land. 	<ul style="list-style-type: none"> Quality new development providing greater prosperity for the region and the country as a whole. Realising the additional growth potential by providing infrastructure and a sustainable growth approach.
<p>Reforming for delivery:</p> <ul style="list-style-type: none"> Ensuring the right framework of laws, structures and decision making processes to support the agenda in the action programme. 	<ul style="list-style-type: none"> Providing legislation to reform the planning system. Strengthening arrangements at regional level with regional housing boards. Reforming local authority housing finance. Taking action to ensure that the right people are available with the right skills and knowledge to deliver. 	<ul style="list-style-type: none"> £350m for local authorities. £6m to undertake improved regional planning. £17m to improve urban design skills. £28m for the neighbourhood Renewal Skills and Knowledge Programme. 	<ul style="list-style-type: none"> Having a new form of regional plans in place to realise the visions for growth and low demand areas by 2005. Putting in place programmes for preparing and updating local plans by all local planning authorities. By 2004 at least 80% of Secretary of State planning decisions will be decided within 16 weeks. Providing local authorities with more planners. Having regional housing strategies in place.

Source: Own construction from Department of the Deputy Prime Minister (2003:14-57)

5.5.3 Nelson Mandela Bay – South Africa

In the mid 1990's the Nelson Mandela Bay Municipality (NMBM) was facing the same challenges of apartheid planning and rapid urbanisation along with other local administrations. The usual response was to build rows and rows of identical, poor quality, standardized housing in a square and grid pattern. The South African Cities Network (2011a) states that the Land Planning and Management Department of the municipality was reluctant to continue in this fashion of planning and set out to find alternatives. The Swedish Government grant agency (SIDA), which had a programme in South African focusing on urban planning, joined the NMBM in their quest. They chose three municipalities, of which NMBM was one, in which to implement. The ward demarcation of the NMBM is illustrated in **Map 5.1**.



Map 5.1: Ward demarcation of the Nelson Mandela Bay Municipality

Source: Nelson Mandela Bay Metropolitan Municipality (2006:2)

With the support of the Executive Mayor the Chief Town planner set out to strive towards a new development paradigm. The NMBM “began in 1998 to develop its own ideas of what a sustainable community is and how to plan for them”. (South African Cities Network, 2001a)

The NMBM is currently at the forefront of sustainable community development in South Africa. The NMBM has developed an urban planning system that, according to the South African Cities Network (2011d), complements the integrated, holistic systems approach that the National Framework for Sustainable Development promotes. Their approach and plan is uniquely based on the South African context and has developed gradually over time, with inputs from many quarters. (South African Cities Network, 2011b)

The programme for community development began with the creation of a Spatial Development Framework (SDF) in 1999. This contributed to the city's requirements for development of an Integrated Development Plan (IDP), as set out in the Municipal Systems Act (32) of 2000 (MSA). According to the South African Cities Network (2011b) the plan grew organically, with inputs from many role players as well as ideas being generated through frequent visits to successfully planned municipalities in Sweden. The plan had however, to be adapted to the South African context which has its own set of planning and development challenges.

Although the MSA set out excellent guides for integrated planning, the NMBM recognised that there was a gap in the planning process at the level of community planning. This level lies between the city plan and the local neighbourhood level and forms a gap that had to be addressed. The NMBM began with a generic planning and development model and applied this model to pilot areas within the municipality. From implementation and by trial and error the Planning Department came up with a system which they felt worked to integrate development in the way the MSA set out.

The NMBM has produced a planning guide called the "Sustainable Community Planning Guide" (2007:1-145) which can be used by many municipalities when implementing community development as it shies away from giving a recipe style approach and instead focuses on how to carry out a process of planning that facilitates integration and sustainability. This guide is continuously being tested, tweaked and expanded based on the results of numerous pilot projects. (Sustainable Cities Network, 2011b)

Planning and development are not the only aspects to the work of the NMBM. According to the South African Cities Network (2011d) other departments in the metro are taking on issues related to this work, "such as the electricity and business energy unit which is developing an ambitious renewable energy and energy efficiency programme". In 2005 the NMBM won the coveted and prestigious World Leadership award for town planning. Clearly the work done by the NMBM is organic and they have a good head start. Perhaps it could be the first sustainable eco-municipality in South-Africa.

5.5.4 Specific case study: Motherwell – Port Elizabeth – South Africa

According to the Nelson Mandela Bay Municipality (2011) “the planning of Motherwell African Township dates back to 1972, when the Greater Algoa Bay Planning Authority, indicated the need to develop a black residential area north of the Swartkops River to cater for squatter families due to be relocated from Zwide and Veeplaas”. It was formally declared that this residential area would be built in 1975 and the master plan was approved in 1981. In 1984 the construction of Neighbourhood Unit 2, the first development, began. The position of the Motherwell community within the greater NMBM is illustrated in **Map 5.2**.

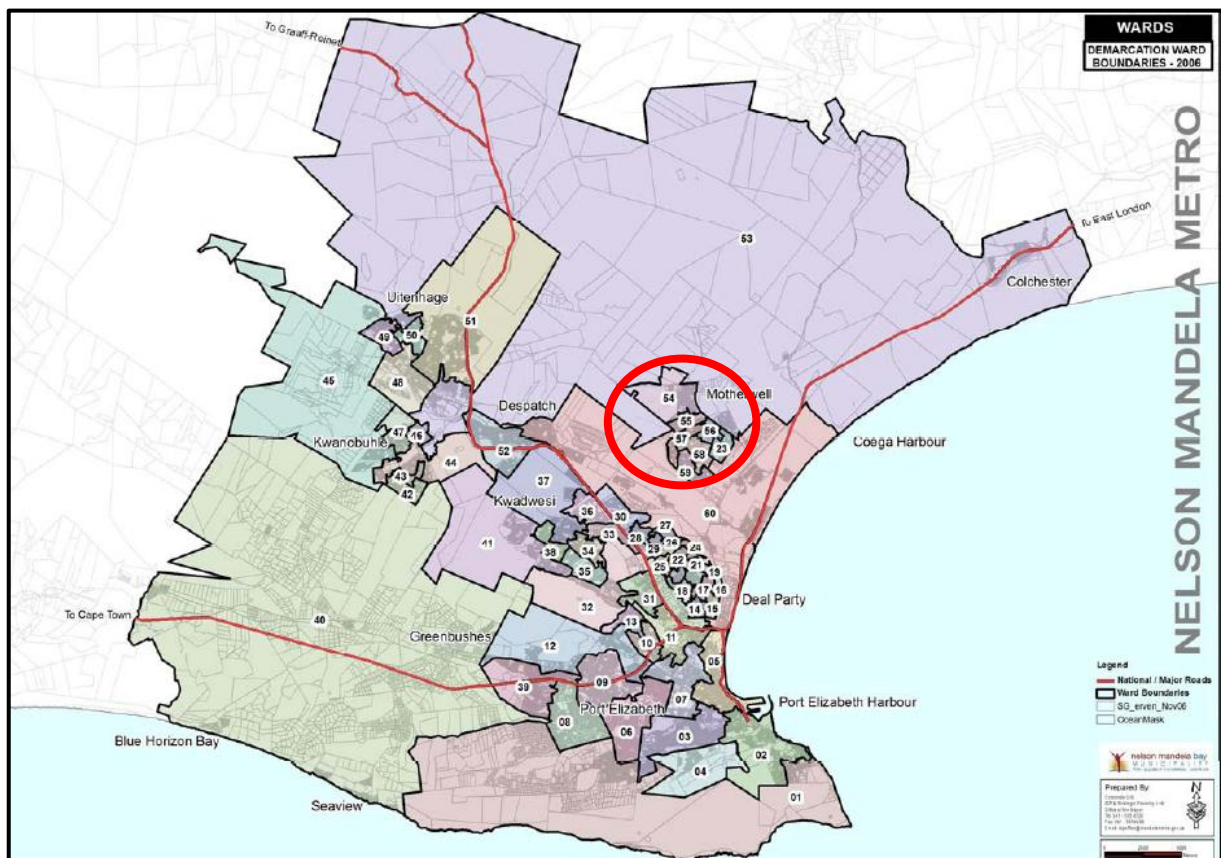


Figure 5.8: Position of Motherwell within the Nelson Mandela Bay Municipality

Source: Own construction from Nelson Mandela Bay Metropolitan Municipality (2006:2)

Previously the community of Motherwell was a poor community of around 200 000 people located in a geographically isolated area from the city of Port Elizabeth. The Swartkop Valley separating Motherwell and Port Elizabeth made it nearly impossible to bridge the geographic divides between the cities. This meant that the community of Motherwell looked set for poverty and hardship for a long time to come. All this was changed when the Motherwell community was chosen to be a Presidential Lead project within the National Urban Development

Programme in 2001. A project manager was appointed by the municipality to oversee the Motherwell Urban Renewal Programme in 2003. €30 million (R 336.006 million) was given to the community as part of a five-year programme by the European Union (EU) which aims to support urban renewal in the Eastern Cape. (South African Cities Network, 2011d) Motherwell is a particularly difficult and challenging area because of the extreme poverty that is exacerbated by the isolation of the community.

The Development Bank of South Africa (DBSA) chose Motherwell as one of six areas in which to implement the NMBM's sustainable communities initiative. The grant from the DBSA aided in the appointment of a full time project manager. According to the South African Cities Network (2011d) the Sustainable Communities concept itself lies in the mist of all this activity.

As the concept of sustainable communities is deeply rooted within democracy and participation, institutional structures to facilitate this participation was established. The three levels of decision making and participation are shown below in **Figure 5.7**.

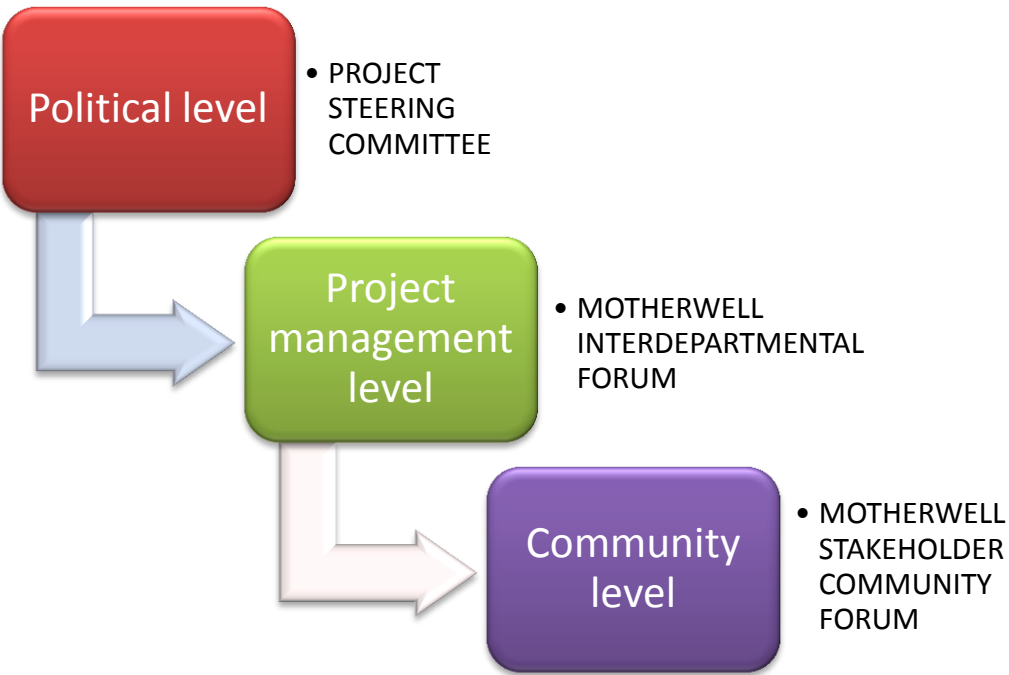


Figure 5.7: Levels of decision making and participation within the Motherwell Pilot Project.

Source: Own construction from South African Cities Network (2001d)

The Project Steering Committee ensures that the decision makers are kept up to date and also ensures their support while the Motherwell Interdepartmental Forum is where the government officials reside and where stakeholders and service providers participate. In the last level the

Community Based Organisations (CBOs), ward committees and officials involved in the community process sit. “It is within these structures that decisions were taken on the implementation of the Motherwell pilot project” (South African Cities Network, 2011d)

To date the pilot project in Motherwell has been working on providing the physical infrastructure required for a Sustainable Community Unit (SCU). This means that there has been planned for libraries, public open spaces, mixed tenure options, crèches, higher density patterns, and pedestrian and non-motorised vehicle mobility. (South African Cities Network, 2011d) These are all components of the SCU design and need to be in place for the project to succeed. The South African Cities Network (2011d) states that “this entire infrastructure has been built and installed and so large parts of Motherwell boast an improved urban planning structure that can support the next layers of the SCU as they are brought in”. The full participation of the community was used in the planning, design and implementation. The Nelson Mandela Bay Municipality (2011) states that the highlights of the community’s involvement for 2005/06 included the following:

- 12 Ward-based general public consultation meetings were held with regard to the project.
- 3 Motherwell Stakeholder Community Forum meetings were held.
- A quarterly magazine, Motherwell News, was distributed door-to-door.

During the financial year 2005-2006 the following projects were completed:

Table 5.6: Projects and project cost within the Motherwell case study

Project	Project cost
Ikamvelihle Housing: 3 500 low-cost houses	R80 million
Tarring Ikamvelihle roads	R17.5 million
Electrification of 1 100 erven in Ikamvelihle	R3.3 million
Addo road fencing, Phase 1	R3 million
Hydroponics project, Phase 2	R2.5 million
Training of ploughing fields beneficiaries	R100 000
Small business incubator / Employment centre	R2.4 million
Junior traffic training facility	R240 000
Motherwell baseline study	R360 000
Total cost	R109.4 million

Source: Own construction from Nelson Mandela Bay Municipality (2011)

The next phase of the pilot project is to overlay the social inclusions, local economic development and the training and capacity building to support the SCU. “After all, an SCU is not just the sum of the buildings and infrastructure but is also created from the vibrant local economy, improved quality of life and greater security that community members will feel as their area becomes a place where they and their neighbours can live and work and socially interact”. (South African Cities Network, 2011d)

If the Motherwell project can succeed it may well be an excellent guideline process for others to replicate.

5.6 Conclusion

Table 5.7, below, is a comparative matrix on the difficulties faced by each case study, the solution they applied and the lessons to be learnt from each.

Although the obstacles faced by developing countries and developed countries in realizing sustainable communities differ, the aims remain the same. Though it will not be possible for South Africa to duplicate the methods followed by developed countries, there is still wisdom to be gained. Sustainable community development might be a fairly new concept to the South African government and policy makers, but if our course holds true there could be untold successes in our future.

Table 5.7 Obstacles, solutions and lessons learnt for each case study.

Case study	Obstacles faced	Solution applied / Focus	Lessons learnt
Canada	<ul style="list-style-type: none"> • Sustainable community planning was beyond the capacity of any one sector 	Municipalities had to develop an Integrated Community Sustainability Plan in order to receive funds through the Gas Tax Funding Program. Municipalities were encouraged to develop new ways of planning and enter the annual Sustainable Community competition.	Sustainable community planning requires active community engagement. Working together municipalities can formulate more innovative solutions for sustainable communities.
England	<ul style="list-style-type: none"> • Neglect • Under-investment in towns and cities 	The Communities Plan was initiated. It set out a series of actions for delivering sustainable communities. Obstacles, main partners in the development process and the status quo were identified. Next the key actions to implement were identified and resources were allocated to them.	It is necessary to approach sustainable community development as a phased approach, first identifying needs then resources, and finally allocating resources to the needs.
Nelson Mandela Bay – South Africa	<ul style="list-style-type: none"> • Legacy of apartheid planning • Rapid urbanisation 	Developed an urban planning system tailored to the unique South African situation. First a SDF was compiled and then subsequently an IDP. A generic planning and development model was created and applied. This model was then adapted through trial and error.	Avoid a recipe style approach and instead focus on how to plan and develop to facilitate integration and sustainability.
Motherwell – Port Elizabeth – South Africa	<ul style="list-style-type: none"> • Urban poverty • Geographic isolation • Legacy of apartheid planning 	The Municipality implemented the Motherwell Urban Renewal Programme. A project manager and project steering committee was appointed. Community involvement was facilitated throughout the process. Initial infrastructure was provided so that a Sustainable Community Unit approach could be followed.	Community participation and inclusion is a vital part of democratic planning and development. The provision of physical infrastructure as a base is essential in order to facilitate the overlaying of social inclusions, local economic development and capacity building.

Source: Own construction