

**URBAN RENEWAL STRATEGY:  
THE CASE OF KLERKSDORP CITY COUNCIL**

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## DEDICATION

This piece of work is dedicated to my wife Sisi Jeanette Ralekgetho and my sons and daughters for allowing me time off from my family responsibilities in order to complete this project. Without your support and encouragement this piece of work could not have been realised.

*I love you.*

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## ABSTRACT

With the massive urbanisation taking place on a global scale, international interest and concern increasingly center on the ability of local government(s) to be able to manage the ever-increasing urban population.

The unprecedented developments that have taken place within South African towns, cities and metropolitan areas over the past years have served to emphasise the vital necessity for intelligent planning of the country's urban communities. It is in the light of these arguments that urban management and town planning should be practised in such a manner to satisfy both the social and physical well-being of communities.

One of the most pressing challenges for urban managers across the world, particularly in developed and mid-developed countries, is the reduction of social exclusion and the redevelopment of deprived neighbourhoods and communities. Unfortunately, urban planning and management in some towns and cities - particularly with the emphasis on service delivery - has not yet reached its full potential in furthering public planning and developmental policies.

The provision of basic services to urban residents is another of the numerous problems that local governments face. High population density and the concentration of industries (in some municipalities) in the rapidly growing cities of the world are leading to a significant increase in problems, such as air pollution from households, industry, power stations and transportation. Water pollution, inadequate sanitation, overcrowding and poor quality housing, are other concerns for many cities, including Klerksdorp.

Furthermore, it has become increasingly important to address issues at local level in partnership with key stakeholders. A multidimensional approach in solving urban problems is crucial, with some dimension (sector) addressing comprehensive community development initiatives on a city-wide basis, incorporating a planning component (IDP) and others addressing the implementation of more specific community-based projects.

The approach as a whole is purposively political and process-oriented, promoting political commitment and advocating fundamental change in local government and its relationship with communities.

These types of approaches to urban management and planning involve a wide variety of stakeholders. These stakeholders are increasingly becoming involved in all stages of policy-making and implementation, from the initial definition and prioritisation of issues (IDP process), the collection and analysis of information, to the development and implementation of plans (National Key Performance Indicators).

In order to ensure long-standing commitment, it is important that stakeholders are properly involved in the definition of problems as well as in problem solution (community participation and involvement). The concerns, needs and preference of all relevant interested and affected parties, including service users, need to be articulated in the form of IDP priorities.

Partners bring their knowledge, expertise and perceptions of the problem and could also frequently benefit by gaining a better understanding of the technical and financial constraints that might have a bearing on plans that are subsequently developed.

Although the initiatives of urban planning and management should come from local government, all parties must be brought on board so that the whole urban renewal and management process can be seen as a collective effort of multipartners.

## OPSOMMING

Met die grootskaalse verstedeliking wat wêreldwyd aan die gebeur is, het internasionale belangstelling en kommer toenemend begin fokus op die vermoë van plaaslike regering(s) om die immer-groeiende stedelike bevolking te bestuur.

Die ongekende ontwikkelings wat in Suid-Afrikaanse dorpe, stede en metropolitaanse gebiede oor die laaste jare plaasgevind het, het die dringende noodsaaklikheid van intelligente beplanning van die land se gemeenskappe beklemtoon. Dit is in die lig van dié argumente dat stedelike bestuur en stadsbeplanning op so 'n wyse beoefen moet word dat dit beide die sosiale en fisieke welsyn van gemeenskappe sal bevredig.

Een van die dringendste uitdagings vir stedelike bestuurders oor die wêreld, veral in die ontwikkelde en ontwikkelende lande, is die vermindering van sosiale uitsluiting en die herontwikkeling van verwaarloosde omgewings en gemeenskappe. Ongelukkig het beleid ten opsigte van stadsbeplanning en -bestuur in sommige dorpe en stede, veral wat betref diensteverskaffing, nog nie sy volle potensiaal bereik nie.

Die verskaffing van openbare dienste aan stedelike inwoners is een van die vele probleme wat plaaslike regerings in die gesig staar. Hoë bevolkingsdigtheid en konsentrasie van nywerhede (sommige binne munisipaliteite) in die vinnig groeiende stede van die wêreld lei tans tot 'n toename in probleme soos lugbesoedeling vanaf huishoudings, nywerhede, kragstasies en vervoer. Waterbesoedeling, onvoldoende sanitasie, oorbevolking en swak kwaliteit behuising, is verdere vraagstukke vir baie stede, insluitend Klerksdorp.

Dit het verder ook toenemend belangrik geword dat dié probleme op plaaslike vlak aandag moet geniet in samewerking met die sleutelaandeelhouders. 'n Multidimensionele benadering om stedelike probleme op te los, is uiters noodsaaklik. Een sektor behoort die totale gemeenskapsontwikkeling inisiatief op 'n stedelike basis aan te pak, insluitende die beplanningskomponent, terwyl andere weer die implementering van meer spesifieke gemeenskapsgebaseerde projekte aandurf.

Die benadering as geheel is doelbewus polities- en proses-georiënteerd van aard, wat 'n politieke verbintenis bevorder en fundamentele verandering in plaaslike regering en sy verhouding met gemeenskappe voorstaan.

Dié soort benadering tot stedelike bestuur en -beplanning behels 'n wye verskeidenheid aandeelhouders wat toenemend betrokke raak in al die stadiums van beleidmaking en -implementering - van die aanvanklike definisie en prioritisering van probleme (die beplanningsproses), die insameling en ontleding van inligting, tot die ontwikkeling en implementering van planne (Nasionale Sleutel Prestasie-aanwysers).

Ten einde 'n deurlopende verbintenis te verseker, is dit belangrik dat aandeelhouders behoorlik betrokke gemaak moet word in die definisie van probleme sowel as probleemoplossing (gemeenskapsbetrokkenheid en -deelname). Die vrese, behoeftes en voorkeure van al die partye wat betrokke is en beïnvloed word, insluitende die dienstegebruikers, moet verwoord word in die vorm van beplanningsprioriteite.

Vennote bring hul kennis, vaardighede en persepsies van die probleem en kan dikwels ook baat vind deur 'n beter begrip te hê van die tegniese en finansiële beperkings wat 'n invloed mag hê op planne wat vervolgens ontwikkel kan word.

Hoewel die inisiatiewe van stadsbeplanning en -bestuur vanaf die plaaslike regering moet kom, moet alle partye aan boord gebring word sodat die totale stadshernuwings- en bestuursproses as 'n gesamentlike poging van veelvoudige vennote gesien kan word.

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## CHAPTER 1 INTRODUCTION

### 1. ORIENTATION

Like many urbanising communities, successive generations have been faced with the problems of decaying urban areas and unsuccessful and unsustainable previous attempts such as the KOSH Local Government Objectives (LDO) of 1998 to resolve them. The impact of urban renewal on local government policies and strategies has been tremendous in recent years. Municipal institutions and local government agencies should be strengthened in a pro-active and sustainable manner in order to deal with the issues that confront them.

The Local Government Municipal Systems Act 32 of 2000 was promulgated in 2000. This Act is intended to guide and lead the development of a new era in local government as envisaged by the White Paper on Local Government (SA, 1998). The main aim of this Act is to provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities and to ensure equitable access to essential services that are affordable to all (SA, 2000).

Chapter 5 of the Municipal Systems Act 32 of 2000 (SA, 1998) requires a municipality to develop an integrated development plan (IDP) as a guiding framework for the local economic and infrastructural development of the municipality. The IDP is a municipal strategic plan that defines the municipal vision and objectives. It further seeks to link, integrate and co-ordinate other developmental plans as well as to align the municipal resources and capacity with its developmental objectives and implementation.

In order to restructure and improve the inner city as well as levels of urban area service delivery, the municipality must have, as part of its IDP and other municipal management policies, an urban management and renewal strategy.

The realisation of the national and provincial socio-economic policy objectives rely on local government to play a major role in operationalising those policy objectives.

Therefore, urban renewal programmes at different localities at municipal level play a critical role.

It is in the light of the aforementioned orientation that the current policies and strategies of urban renewal and development should be revisited for the purpose of aligning them with current legislation that governs local government. Thus, the aim of this research will be to assess existing urban management and urban renewal policies of the Klerksdorp Municipality against the new legislation, which governs the local sphere of government and to make recommendations on how these policies could be improved.

Since the beginning of urban dwelling over hundred years ago, urban degeneration has been a problem confronting authorities. It is thus not surprising that the urban renewal problem is also confronting emerging cities like Klerksdorp in South Africa and its surrounding towns, viz. Stilfontein, Orkney and Hartbeesfontein, presently known as the KOSH Municipality (Boshoff & Grobbelaar, 1997:1).

The city of Klerksdorp is an appropriate area for this study. The city is one of the largest nodal points in the province with a population of  $\pm 500\ 000$  people, of which  $\pm 89\%$  is urbanised. More than 25% of the North West Province's gross domestic product (GDP) is generated in the KOSH area. It is one of the oldest cities of what was formerly known as the Western Transvaal. The city was made popular by the discovery of gold along the Vaal River banks and the surrounding area in the early 1900s. From a small town to a city of its stature today, it is not unusual that the problem of urban decay and management will continue to be both a public as well as a management problem (LDO, 1998:5). To this effect, the sphere of influence of the KOSH area covers most of the central part of the province, extending into the northern Free State. The North West Settlement Strategy identified the KOSH area, as well as Potchefstroom, as primary axis centres on the development axis, i.e. the N12 between the KOSH area, Potchefstroom/Johannesburg that must be intensified and developed mainly around the:

- Expansion of infrastructure;
- Industrial development;
- Commercial development; and
- Tourism and agriculture.

Stemming from this background, the following questions are raised:

- (a) What is urban renewal and what is the theoretical basis thereof?
- (b) What is the current urban renewal strategy of the Klerksdorp Municipality?
- (c) What can be done to enhance the current urban renewal and development policies vis-à-vis the cities urban regeneration strategy?

## **1.2 AIMS OF THE STUDY**

- (a) To analyse the phenomenon "urban renewal" and to establish the theoretical basis thereof;
- (b) To analyse the current urban renewal and development policies and strategies of the city; and
- (c) To make recommendations on how the old policies can be aligned with the current legislation towards a sustainable urban regeneration.

## **1.3 CENTRAL THEORETICAL STATEMENTS**

From the above orientation the following central theoretical statements can be made:

- (a) An urban renewal strategy is a prerequisite for socio-economic development of any city or municipality and the sustainability thereof.
- (b) In order to restructure and improve the inner city as well as to improve the levels of urban service delivery, the Klerksdorp Municipality must have, as part of its IDP, a separate urban/inner city development strategy.

## **1.4 METHOD OF INVESTIGATION**

### **1.4.1 Literature review**

The theory and background of urban renewal and development have been covered by means of a literature study. The following databases have been consulted to establish the availability of material for this purpose: (i) National Research Foundation Data Base (NRF), Nexus Database (ii) Index to South African Periodicals (ISAP) and (iii) EBSCO's Academic Search Elite University Library.

### **1.4.2 Policy analysis**

The current urban management policies of the City (Klerksdorp) have been evaluated, based on the requirements of the new legislation(s) that govern local government. This is done to ensure that these policies are in line with current legislation(s) and realities as well as international urban trends where there is no alignment to national and provincial legislation to recommend alignment.

## **1.5 DIVISION OF CHAPTERS**

Chapter 1 provided an orientation to the study, the aims of the study (problem statement), research methodology and outline of the structure of the study (division of chapters).

In Chapter 2 the theory of urban management will be unpacked. Firstly, an introduction to the chapter will be given, whereafter the concepts of urban management and development will be discussed. South African urban development between 1994 and 2002 will be put into perspective in the context of legislation and government programmes. Global challenges in terms of urban management facing local government will also be considered, as well as the challenges facing the South African local government.

Urban management and services delivery in terms of growing services delivery implications, provision of infrastructure, urban renewal, as well as the provision of

household infrastructure will be briefly discussed, whereafter the chapter will be concluded.

In Chapter 3 key issues for sustainable urban development will be discussed. The chapter starts with a brief introduction to its contents. Thereafter key issues for sustainable urban development will be briefly mentioned, viz.:

- Trends in urban management;
- Circumstances regarding urban reform;
- Local government and structure of governance;
- The physical factor of urban management;
- Technologies for improving the management of urban management processes; and
- The effective utilisation of human resources.

In Chapter 4 key policies for urban development in the KOSH will be discussed. The chapter starts with a brief introduction; thereafter an orientation of KOSH is briefly outlined. KOSH Development policies, viz.: physical utilities, population employment, housing and management, the strategic development plan (IDC), national key performance indicators (NKPI) and a conclusion follow.

In Chapter 5 the role of community in urban management will be discussed. The chapter starts with an introduction to the topics community and participation. The chapter also gives an outline of the advantages of community participation, the different forms of community involvement stages where community participation could occur, the role of non-governmental organisations (NGOs) and community-based organisations (CBOs) in urban services, and incentives for community participation. Lastly, the preconditions for successful community participation in urban services will be discussed to conclude the chapter.

Chapter 6 concludes the study. Firstly an introduction is given on urban management and the challenges thereof. A brief outline of the current reality and solutions to the problem concludes the chapter.

## CHAPTER 2

### URBAN MANAGEMENT AND DEVELOPMENT: THEORETICAL ORIENTATION

#### 2.1 INTRODUCTION

The concept of urban renewal is perhaps as old as the urban dwellings or cities and towns as it has come to be called. Towns and cities, or any other form of urban dwellings, degenerate over time as a result of continued industrialisation and urban population influence (Johannesburg City, 2003). Thus pro-active infrastructure development and urban regeneration strategies and policies should be maintained to accommodate the ever-increasing urban challenges.

It is evident that the inner cities in many developing countries are run down and can no longer meet the increasing needs of its urban dwellers (Johannesburg City, 2003). This situation is classical to South African cities, as is evident in the degeneration of the Johannesburg inner city, leading to the recent EGOLI 2000 urban regeneration strategy. Local authorities need to come up with policies that are able to address urban needs in order to survive the new challenges. Such policies should provide a framework to generate investment in infrastructure, housing and other municipal services and functions in the area. In an attempt to address these needs and challenges, the urban regeneration strategy has to address the question of how to ensure that these investments are beneficial to the city as a whole and to the low-income inhabitants and users of them in particular (Johannesburg City, 2003). The objective is to create a balanced, coherent socio-economic development strategy to accommodative all city residents.

Effective and efficient urban management and development require management of limited resources for maximum impact. More effective planning for urban renewal and development requires a better understanding of the means available to guide and control city or town development and the management thereof.

South Africa today, according to Bernstein (1991:322), faces three major challenges. The first is the economic challenge to increase its rate of growth and development in such a way as to provide millions of new jobs for a large and growing population and to redistribute access to economic opportunity and power. The second challenge concerns urbanisation and the need for massive socio-economic development. Society must

maximise on the dynamics of the (mainly African) urbanising process so as to make the phenomenon an instrument of national development and personal population betterment (Bernstein, 1991:322). The third challenge is a political one. It is the task of building a democratic political culture that encompasses black and white South Africans where the poor are not excluded from the social contract of the new dispensation.

In this chapter the urban renewal strategy will be discussed from a theoretical point of view. The challenges of urban management and development will first be explained, thereafter the role of government in development will be highlighted.

## **2.2 CONCEPTUALISING URBAN MANAGEMENT AND DEVELOPMENT**

### **2.2.1 Urban management**

Urban management has been defined as “the activity of attempting to mobilise diverse resources to work in a co-operative manner in the fields of planning, programming and budgeting development as well as operation and maintenance of a settlement in order to achieve the development objectives of (city) government (Van der Hoff & Steinberg, 1992:6).

The unprecedented development that has taken place within the country's towns, cities and metropolitan areas over the past years has served to emphasise the vital necessity for intelligent planning of urban communities. It is in light of the above arguments that urban management and town planning should be practised in such a manner to satisfy both the social and physical well-being of communities.

Unfortunately, urban planning and management in some towns and cities, particularly with the emphasis on service delivery, have not yet reached its full potential in furthering public planning and developmental policies. One of the most pressing challenges for urban managers across the world, particularly managers from the developed and mid-developed countries, is the reduction of social exclusion and the redevelopment of deprived neighbourhood and communities (Turner, Holmes & Hodgson, 2000:1).

It is in light of the aforementioned overview that in this chapter a closer look at urban renewal and management will be taken from a theoretical point of view. In Chapter 4 the current urban policies of KOSH will be briefly discussed.

### 2.2.2 Urban renewal

Funk and Wagnall's Standard Desk Dictionary (1980:750) defines urban renewal as the planned upgrading of a deteriorating urban area, usually using public funds and co-ordinated by a local government agency.

The Web glossary (2003) defines urban renewal as the planned upgrading of a deteriorating urban area, involving rebuilding, renovation, or restoration. It frequently refers to programmes of major demolition and rebuilding of blighted areas. According to the Google Web definition, urban renewal is the process of acquiring and redeveloping property for the purposes of increasing its profitability or utility, either conducted by government, private interests or a combination of the two (Web glossary, 2003).

Urban renewal can further be described as an intentional pro-active reaction by the municipality to address the problem of urban degeneration by way of implementing urban management policies and strategies aimed at rejuvenating the city or town with regard to infrastructure and levels of service delivery (Turner, Holmes & Hodgson, 2000:1).

From the definition above, as cited by Funk and Wagnall (1980), it is clear that urban renewal is a reactive process that should be well-outlined or planned and co-ordinated to deal with the deteriorating urban environment. It is also a function that is based in local government or a municipality for operationalisation. However, it is not limited to municipalities or local government authorities in terms of policies and funding. In other words, provincial or national government can come up with urban renewal strategies, policies or approaches to enhance local urban renewal policies. National or provincial government can also make funds available for the purpose of urban renewal.

From the above definition, it stands to reason that urban renewal is the spatial land utilisation framework and policy planning. Such a framework enables a municipality to pro-actively determine its residential and economic/industrial development. It further

confines the municipal infrastructure development within its financial capabilities. Finally, it ensures that the municipality has sufficient control over its land utilisation, accessibility and developmental methodology.

According to the Housing, Planning and Lands Bureau (2001:1) the main objectives of urban renewal are:

- (a) Restructuring and replanning designated target areas;
- (b) Designing more effective and environmentally friendly local transport and road networks,
- (c) Rationalising land uses,
- (d) Redeveloping dilapidated buildings into new buildings of modern standards and environmentally friendly design;
- (e) Promoting sustainable development in urban areas,
- (f) Promoting the sustainability of buildings in need of repairs,
- (g) Preserving buildings, sites and structures of historical, cultural or architectural interest;
- (h) Preserving as far as practicable local characteristics,
- (i) Providing purpose-built housing for groups with special needs, such as the elderly and the disabled,
- (j) Providing more open spaces and community/welfare facilities; and
- (k) Enhancing the townscape with attractive landscape and urban design.

## **2.3 SOUTH AFRICAN DEVELOPMENT IN PERSPECTIVE (1994-2002)**

### **2.3.1 The Reconstruction and Development Programme (RDP)**

The biggest challenge facing the South African Government is to develop the urban management landscape into an integrated framework for the development of a sustainable urban environment. Thus, in its quest to develop this framework, the Government developed the Reconstruction and Development Programme (RDP). During its campaigns before the 1994 general elections, the African National Congress (ANC) proposed the Reconstruction and Development Programme as a solution to South African development (RDP) problems.

The RDP thus became a formal programme of development adopted by the South African Government. One of the many ideals and aims of the RDP was to ensure improved living conditions for the many that had previously been marginalised. Furthermore, the RDP aims to improve living conditions through better access to basic services such as water, transport, housing, primary health-care, education and training (ANC, 1996).

### **2.3.2 Development Facilitation Act 67 of 1995**

The Government needed to consolidate its development effort and to speed up service delivery. Thus the Development Facilitation Act 67 of 1995 was promulgated. This Act was promulgated particularly to act as a catalyst to develop and to facilitate development in general in South Africa. Section 2 of this Act lists nine principles as the cutting edge of development in South Africa (SA, 1995). These principles are to:

- Promote integration with respect to the social, economic, institutional and physical aspects of development;
- Develop an urban and rural renewal development strategy;
- Promote the integrated development of rural and urban areas in support of each other;
- Promote the location of residential and employment opportunities in close proximity to integrate with each other;
- Optimise the use of existing resources;
- Provide for a diverse mix of land uses;
- Discourage urban sprawl;
- Contribute to more compact cities and towns; and
- Contribute to the correction of the historically distorted spatial patterns of South African cities and towns and the better use of oversupplied infrastructure.

Chapter 2 of the Development Facilitation Act, 67 of 1995 also provides for the establishment of Development and Planning Commissions (DPCs) in all nine provinces of South Africa. These commissions have the power to:

- Develop planning frameworks, which include the scope and level of planning as well as the authority;

- Develop policy and legislation relating to the measurement identification, assembling and release of development land for the benefit of low income and disadvantaged communities; and
- Furthermore, to develop policy and legislation relating to land development and land-use control (DFA, 1995).

## **2.4 GLOBAL CHALLENGES FACING LOCAL GOVERNMENT**

Local governments are faced with new and far more complex urban challenges (Report, 2001). In pursuing infrastructural developments that will enable them to attract international capital and investments, local governments will have to tap the global capital market where even the largest city is only a small player. To deliver services while protecting the public interest, they need to develop new forms of partnership with the private sector. To make their cities more liveable, they must forge alliances with civil society. All this requires a new attitude and culture in urban governance as well as new urban management tools and techniques (World Bank Report, 2001).

Other forces at work add to these challenges. Globalisation aided by technological advancement, prompt cities to compete with each other for trade, capital and information. To be competitive, cities need to demonstrate market advantage, not only in terms of better locational and production incentives, but also in terms of good governance, good quality infrastructure, and a more liveable environment. Cities are also growing in influence. Through decentralisation, roles and responsibilities traditionally handled by central governments are now being handed over to local governments. This is because of the need for faster and more focused responses to local as well as global demands. All these forces have started to overwhelm those tasked with managing cities (World Bank Report, 2001).

While the urban transition poses difficult issues, it also offers significant opportunities for more wealth creation in cities. Cities have already become engines of growth, generating as much as four-fifths of GDP in most countries. (Report, 2001) A major challenge is to tap the wealth generated in these areas to finance the many common goods that are essential in sustaining cities' productivity while also providing a good quality of life for their residents.

The neglect of urban issues, or lack of capacity to effectively address these issues, has significant social and environmental costs. The burgeoning slums in several large cities are a testimony to the inability of local governments to cope with the demand for services and the failure of local policies on land and housing. On this account alone, many local governments have lost much of their credibility as "city managers". As a result, urban residents are increasingly avoiding the payment of taxes and turning towards the private sector for services. The consequent decrease in local revenues comes at a time when the extent of urban poverty and environmental degradation is increasing and market forces are overwhelming cities (World Bank Report, 2001).

At the same time, with greater access to information technologies, people are becoming better informed and more vocal in raising their demands. Likewise, investors are closely looking at the quality of infrastructure delivery and governance when deciding on where to locate their investments. To regain their credibility, local governments have to improve the effectiveness and efficiency of their activities, the transparency of their decision-making, and their accountability for their actions (World Bank Report, 2001).

## **2.5 CHALLENGES FACING SOUTH AFRICAN LOCAL GOVERNMENT**

The responsibilities of local authorities can vary within similar constitutional arrangement and yet be alike when the constitutions differ (Tomilson, 1994:92). If one were to venture two assessments of the trends, the first would be that there is an increasing tendency towards decentralisation, including that of the responsibility of development planning. The second would be that in South Africa, the inertia of the transition coupled with the dynamism of the local environment and struggles around "bread and butter" issues have created a setting conducive to development planning (Tomilson, 1994:92).

According to the White Paper on Local Government (SA, 1998:17), it is in the interest of the nation that local government is capacitated and transformed to play a development role. Through this devolution of responsibility, national government is committed to provide support to enable municipalities to utilise the options and tools put forward in the White Paper to make them more developmental. The approaches put forward here create a framework in which municipalities can develop their own strategies for meeting local needs and promoting the social and economic development of communities (SA, 1998:17).

The South African tradition manifests an extraordinary level of interference in spatial affairs, in shaping the form of the apartheid city in trying to control urbanisation and in trying to direct the location of employment creation (Tomilson, 1994:93).

The White Paper on Local Government (SA, 1998:17) is a policy framework that intends to help local government authorities to deal with the following urban management and development challenges that have besieged South Africa since the beginning of apartheid. They are:

- a) Skewed settlement patterns that are functionally inefficient and costly;
- b) Extreme concentrations of taxable economic resources in formerly white areas, demanding redistribution between and within local areas;
- c) Huge backlogs in service infrastructure in historically underdeveloped areas, requiring municipal expenditure far in excess of revenue currently available with the local government system;
- d) Creating viable municipality institutions for dense rural settlements close to the borders of former homeland areas that have large populations with minimal access to services and little or no economic base;
- e) Great spatial separations and disparities between towns and townships and urban sprawl, which increases service provision and transport cost enormously. Most urban areas are racially fragmented with discontinuous land-use and settlement patterns. Municipalities in urban areas will need to develop strategies for spatial integration while managing the consequences of rapid urbanisation and service backlogs;
- f) Creating municipal institutions that recognise the linkages between urban and rural settlements. There are a wide variety of urban settlements, ranging from those that play the roles and local or regional service centres. Importantly, almost all towns are functionally linked for productive, economic activity and providing critical centres for the delivery of social services;
- g) Entrenched modes of decision-making, administration and delivery inherited from municipalities geared for the implementation of urban and rural apartheid;
- h) Inability to leverage private-sector resources for development due to a breakdown in the relationship between capital markets and municipalities, the lack of a municipal bond market and the poor creditworthiness of many municipalities;

- i) Substantial variations in capacity with some municipalities having little or no pre-existing institutional foundations to build on; and
- j) The need to rebuild relations between municipalities and the local communities they serve. Municipalities should be particularly sensitive to the needs of groups within the community that tend to be marginalised and that are responsive and accessible to people with disabilities.

## **2.6 URBAN MANAGEMENT AND SERVICE DELIVERY**

### **2.6.1 Growing service delivery implications**

The rapid growth of urban populations has obvious implications for the infrastructure and service needs of cities (Devas & Rakodi, 1992:9). The failure to expand water supplies, sanitation systems, housing and transportation to match the population growth has been a prime cause of misery in the cities of the developing world. The United Nation's Centre for Human Settlement in its Global Report on Human Settlement (UN: 1996), estimates that around 30% of the developing world's urban population does not have access to safe water supplies – a figure that rises to over 40% for Africa (Devas & Rakodi, 1992:9).

Forty percent of the developing world's urban population does not have access to proper sanitation. The same report (UN: 1996) suggests that in many cities of the developing world 40 – 50% of the population live in slums and informal settlements.

While not all the informal settlements provide unsatisfactory living conditions, they are usually inadequately served with essential infrastructure. Extremely high population densities and room occupancy rates – while not proof of unsatisfactory housing conditions – usually do indicate an inadequate supply of housing (Devar & Rakodi, 1992:9).

Besides housing the urban population, other services too, are generally quite inadequate to meet the rapidly growing needs of the urban population that has started to grow rapidly over the last decades. For most large cities in the developing world, only municipal authorities (Devar & Rakodi, 1992:10) collect a quarter to a half of solid waste.

Whilst some of the rest may be recycled, much of the uncollected waste ends up on open ground or in water supplies with obvious consequences for public health.

Inadequate road networks result in severe congestion as the volume of traffic grows, while public transport systems disintegrate through overcrowding and lack of investment. In addition, provision of social services such as health-care and education lags far behind the needs (Phutiagae, 2001:69). While the health facilities for high-income groups may be very good (primary and secondary) those for the poor are often so inadequate that their health condition is as bad as those of the rural population. For example, 50% of the people living in Ikageng, a black residential area outside Potchefstroom, have no access to a medical facility within walking distance (Phutiagae, 2001:69).

### **2.6.2 Provision of infrastructure and service delivery**

The cost of providing equitable, decent and affordable urban services for all citizens is enormous. Thus, in order to meet the basic infrastructure and service needs of the growing urban population, municipalities need to develop an urban renewal and management strategy that will address the recurring urban service and infrastructure problems. Some strategies that a municipality may deploy in order to counteract these challenges are:

- Innovative projects and urban development policies in the framework of decentralisation, action-oriented planning with political and participatory support (through community participation and public-private partnership);
- Strengthening of institutional capacities and institutional change; reform of legal conditions and administrative procedures; reform of financial management and land management; and
- Supportive human power development through training, information and communication programmes.

Within the context of urban management, the Government's role is perceived by communities as an 'enabler' rather than a 'provider' of all resources and services (Hoff & Steinberg, 1992:7).

With regard to limited resources or capacity, Van der Hoff and Steinberg (1992:7) suggest the following strategic approaches to urban intervention:

- To concentrate on those services that have the greatest strategic impact and those that cannot be organised efficiently by the private sector, community organisations or individuals; and
- To encourage the private sector through deregulation, appropriate pricing and fiscal policies, through land management and guided land developments for instance, or through contracting of tasks such as construction, waste collection and disposal, to contribute to the strengthening of service provision.

The necessary institutional development needs and prospects should be drawn up in a local development objective (LDO) and Integrated Development Plan (IDP), which outline ways to upgrade local institutional and management capabilities (Metroplan, 1998:8).

### **2.6.3 The basis of urban renewal**

According to Van der Hoff and Steinberg (1992:9), three aspects that form the basis of urban renewal programmes are the following: local resource mobilisation, public-private partnerships, community participation and co-operative governance. Each aspect will be discussed briefly below.

#### *2.6.3.1 Local resource mobilisation*

Local resource mobilisation is predominantly an issue of municipal financial management. Potential resources exist, but must be collected more adequately. This also relates to issues of municipal management in revenue administration, tariff setting, tax mapping and tax collection.

Local government's capacities in the mobilisation of resources are being upgraded through a series of operational measures. These include the implementation of property taxes, the improvement of local government, local water enterprise management, and revenue performance. Additional initiatives are oriented towards the introduction of more user charges for urban services.

If local governments were to fully mobilise the necessary local resource management over time, grant policies will have to be devised to motivate local governments by means of appropriate incentives. With such incentives, local governments should strive to improve revenue collection and the efficiency of urban services

#### *2.6.3.2 Public-private partnerships*

The private sector could invest much more in urban services than it has done so far. It could play a role in low-income housing, urban public transportation, water supply, urban sanitation, solid-waste management and guided land development. Some very important experiments of public-private partnerships (PPP) have already been made in various partnership projects and it is hoped that these will help to shape future strategies.

To make these partnerships successful, those actors involved will have to consider a number of important requirements. These include mutual trust and good relations; conveyance of interest; capital and profit sharing, risk of projects borne by all partners involved; commitment, decision-making according to clear procedures, a business-like, market-oriented approach by the local government; and co-ordination of policy actions of different government institutions and levels of government.

#### *2.6.3.3 Community participation*

The non-commercial private sector-communities and non-governmental organisations (NGOs) as well as community-based organisations (CBOs) could participate more effectively than they have done so far. Although the community cannot contribute much cash, it can nevertheless help government to save large amounts of money. Equally, NGOs/CBOs also do not contribute much but they could assist local government in managing urban development of intermediaries between the community and local government (Mehta, 2000).

Experience shows that in order to get good results from community participation, communities, NGOs and CBOs have to be involved in all stages of urban development. These stages include planning, programming, implementing, operating and maintaining,

and not just in the last two stages as has often been the case. This contribution may be in kind, for instance data for planning provided through self-surveys; ideas for local-level planning and local-level mutual aid activities. Contributions may also be financial, for instance fees, taxes, user charges and own investment to achieve the necessary motivation (Mehta, 2000).

For community participation, good support and communication are required. Local customs differ from place to place and therefore participation will be different in each place. This means that each local government has to find its own formula for effective participation (Mehta, 2000).

#### *2.6.3.4 Co-operative governance*

Governance is a term that has been used in development literature only in recent years. The English Oxford Dictionary defines governance as the action or manner of governing. From this narrow meaning of the term it is now being used to describe various processes of participatory development where the government(s) are just one of the many actors (Mehta, 2000).

The rationale of co-operative governance stems largely from the fact that governments by themselves have not been able to fulfil the goals of human development. In the context of urban areas of the developing world, the inability of local governments to cope with the provision of basic services and infrastructure is starkly visible and thus other stakeholders are also important in the provision of service delivery (Mehta, 2000).

With the rapid growth of the urban population in South Africa and other African countries, the limitations of the capacity of the urban local governments have become more pronounced. Local governments have increasingly begun to recognise their limitations and are now inclined to initiate new modes of governance, including partnerships with other stakeholders in their city (Mehta, 2000:1).

## 2.6.4 Pillars of urban renewal

A typical urban renewal programme has a number of pillars. However, for the purpose of this study, only three will be considered. Botha (2002:3) outlines the following pillars of urban renewal.

### 2.6.4.1 Empowerment

It is clear that the success of any urban renewal initiative does not rest solely on the number of services that government provides, but on the active participation of all the people who live there and who are prepared to make a change for the better. There is therefore a need to provide skills training build capacity and empower these people. People need information to be empowered.

### 2.6.4.2 Integration

Local government must, by way of line functions, integrate departments for administrative purposes to ensure the speedy delivery of services and provision of infrastructure. For example, when there is a cholera outbreak in an area, the problem is not only perceived as an infrastructure or a health-care problem. Yet these factors all contribute to dealing with the problem and will require a basket of services to be delivered in an integrated manner.

The same applies to the provision of houses. People sometimes out of desperation demand houses when in fact they require much more than that – they need land, services and certain infrastructure such as roads and so on.

There should therefore be a concrete effort to ensure real integration in planning, budgeting and implementing an urban renewal programme.

### 2.6.4.3 Partnerships

The urban renewal programme calls on the champions - both political and technical - to think creatively about bringing together government, the community, parastatals, NGOs,

CBOs, donor communities, business, labour, and religious communities, to form partnerships that will promote social and economic development.

### **2.6.5 Provision of household infrastructure and services**

Local government is responsible for the provision of household infrastructure and services – an essential component of social and economic development (SA, 1998:23). According to the White Paper on Local Government (1998:23), these services include the following: water, sanitation, local roads, storm-water drainage, refuse collection and electricity. Good basic services, apart from being a constitutional right, are essential to enable people to support family life, find employment, develop their skills or establish their own small businesses. The provision of household infrastructure particularly, could make a difference to the lives of women, who usually play the major role in reproductive (domestic) work that sustains the family and the local society (SA, 1998:23).

### **2.6.6 Municipal role in urban management**

According to Davey (1993:155), the Greek ideal of the self-governing city, the Victorian concepts of civic improvement, and the American “home rule” traditions, have spread world-wide over the last century. These ideas have endowed most countries with the trappings of municipal administration and an assumption that it is the instrument by which citizens manage and foster their own living environment.

The underlying rationale is the belief that enhanced participation by local rather than central government in urban management would:

- Improve the inefficiency of urban investment through the involvement of local knowledge and choice;
- Improve the execution of urban investment through the local accountability of management; and
- Increase the recovery of the cost of urban infrastructure from its beneficiaries through local taxes and charges.

Practically speaking, there are significant variations between countries and between cities in the extent to which municipal government does effectively plan and manage

urban growth (Davey, 1993:153). In some instances local governments' role might be regarded as peripheral. However, there are cases like South Africa where newly established local government institutions are indeed in the driving seat.

Davey (1993:155) cites the following institutional characteristics that are critical to the effectiveness of local government in urban planning and management roles.

#### *2.6.6.1 Size and territorial jurisdiction*

The first characteristic refers to size and territorial jurisdiction. Is a municipality, for example, big enough to employ the staff, plant and other resources to execute its essential basic urban function? Does its borders permit it to plan and manage expansion of the urban settlement, or to cope with tasks such as waste control? If these conditions were absent, what mechanisms could help to mitigate the weakness of the structure? (Davey, 1993:157).

#### *2.6.6.2 Range of functions*

The second characteristic is the issue of functions entrusted to local government. How far does local government, for example, possess the regulatory powers and manage the infrastructure that influences the pattern of urban growth and determine the conditions of urban life? In particular, how far does it control or influence those functions that need some integration in their direction if a strategic approach were to be taken? (Davey, 1993:157).

The functions of a local government vary significantly, even within a single country. In South Africa there are different categories of local government structures with different functions and powers (Davey, 1993:157).

The Constitution of the Republic of South Africa (1996) furthermore defines the function of local government as to:

- (a) Provide democratic and accountable government for local communities;
- (b) Ensure the provision of services to communities in a sustainable manner;
- (c) Promote social and economic development;

- (d) Promote a safe and healthy environment; and
- (e) Encourage the involvement of communities and community organisations in the matters of local government (SA, 1996:152).

## **2.7 CONCLUSION**

Urban management is a crucial element in the development of a new society and settlement patterns in South Africa. Numerous challenges are facing local government today in implementing competitive urban management strategies and policies that could help to improve the communities where people live. Various alternatives have been put forward to enhance urban management and development. Although these are still new in South Africa, the current legislative framework fully supports developmental planning in this country for sustainable urban management.

The next chapter will deal with key issues for sustainable urban development to further operationalise the research objectives of this study.

## CHAPTER 3

### KEY ISSUES FOR SUSTAINABLE URBAN DEVELOPMENT

#### 3.1 INTRODUCTION

The most common factors with regard to the situation in developing countries according to Patel (1996:74) and the most immediate and critical environmental problems in South African cities fall under the so-called "brown agenda". This agenda includes a lack of reliable energy supplies, lack of safe water, inadequate waste management and pollution control, accidents linked to congestion and over-crowding, and the occupation and degradation of sensitive lands. Although these issues are interrelated and should hence be tackled in an integrated manner, there are some issues that must be individually addressed in the interest of sustainable development.

The issues dealt with in this chapter do not by any means form a complete list of urban problems encountered in South African towns and cities. Rather, they are dealt with as merely *some* of the issues and problems that the country's towns and cities face, as in the case of Klerksdorp. As such, these issues do not provide a total reflection of other concerns such as safety and security, gender inequality, forms of governance in local authorities and other issues that have a direct bearing on the quality of people's lives, and hence sustainability in urban areas.

#### 3.2 KEY ISSUES FOR URBAN MANAGEMENT DEVELOPMENT

This chapter will deal primarily with the strategies to improve the present urban management tools and strategies.

##### 3.1.1 Trends in urban management

New management approaches to service delivery are being introduced, often with a good deal of rhetorical commitment, but only slowly in the areas like urban renewal, which are not directly exposed to day-to-day management issues of service delivery. In all areas of service delivery the municipality intends to restructure rather than to make a real change, i.e. develop a clear urban management strategy linked to the IDP.

### 3.1.2 Circumstances with regard to urban reform

Urban renewal and management policy analysis offers an unrivalled opportunity to attempt and introduce new principles of urban renewal and planning, different and opposite from those taught in everything from schools of architecture and planning to the much-favoured segregated township establishments so readily applied by the previous government. It offers the opportunity to rectify the planning inadequacies so often found in the country's cities and so crudely evident in urban areas (NCDC, 2002:5).

The broad aim of the spatial regeneration framework is to:

- Create a coherent, holistic vision with easily understandable principles that could guide the city and its managers when confronted with a broad range of problems facing local residents and investors;
- Correct the distorted spatial patterns of the apartheid city by reversing separation and creating regional benefits from a local area development vision;
- Integrate the urban mix in such a way as to provide social, economic and ecological sustainability. This environment should be balanced in terms of its ability to attract developer finance, provide job opportunities, exchange opportunities, provide public open spaces, green spaces, recreation facilities and a decent living environment;
- Establish a clear understanding and vision of what the public environment could look like and how that could be translated into a sense of identity;
- Create an environment that is both safe and secure;
- Explore regeneration flexibility, ensuring a framework structure that could respond to changing public needs and requirements over time;
- Achieve a high level of consensus by following an inclusive people-driven process;
- Maximise the social exchange of all users through urban reform; and
- Create an environment that promotes ease of movement for both vehicular and pedestrian traffic.

Undoing the old practices, especially in terms of urban renewal strategies, have often meant a profound challenge not only vested in core municipal business, but even the composition of the municipality (i.e. organisational composition) (Damar, 1998:523).

The policies and legislation that govern local government have neglected urban management and renewal strategies to the effect that recent legislation has forced change. These changes have, however, also created stress conditions, which make resistance to change strong, especially since this area has not been taken seriously as a core business but fragmented into segments forming the core business or services of a municipality (Damar, 1998:524).

Local governments have long used a variety of approaches to regulate urban development. Since the beginning of the century, general plans, subdivision controls and zoning ordinances and building regulations have been the traditional methods of guiding growth in world cities (Deakin, 1989:5). Over time, these devices have become more comprehensive and complex as additional concerns, such as transportation and public utilities, were recognised as inextricably related to land development. Additional issues, such as design quality and landscaping, have become accepted as legitimate grounds for public action (Deakin, 1989:5). Nevertheless, the traditional tools have generally been viewed as weak and lacking in a significant ability to shape growth, control its timing, or deal with many of its impacts, particularly financial growth impacts (Deakin, 1989:4).

With the rapid growth of urban environments in towns and cities all over the world, a number of communities have begun to search for additional means of regulating development in their respective areas, i.e. towns and cities.

Concerns over the effects of growth were particularly an issue, where local governments found that the demand for public infrastructure and services was outstripping their budgets for such items and outpacing their ability to deliver them, even with tax increases (Deakin, 1989:4).

### **3.2.3 Local governance and structures of governance**

One of the key issues to the success of implementing sustainable development within urban development and urban renewal programmes of KOSH is the restructuring of structures, i.e. LED, Marketing, Infrastructure, Finance and Corporate Services. In the absence of effective governance in cities, including the institutional means to ensure the provision of infrastructure and services, environmental problems are greatly exacerbated

(Patel, 1996:145). For local government to be effective, it needs to reflect the democratic conception of governance as articulated in the RDP and to move beyond the conception of government as the administration of a bureaucratic machine to a new mode of interactive governance (Patel, 1996:144). An integrated model of governance must create management systems that provide for learning, adapting and changing and hence requires a transparent, accountable and enabling local government (Patel, 1996:144).

In addition, financial systems that could mobilise resources and ensure efficient delivery are necessary. The efficient use of city resources is, on the one hand, affected by urban structures, which could either generate or mitigate opportunities for the poor by the way in which development is managed. However, according to Patel (1996:144), local government faces the problem of how environmental management and urban management could contribute to meeting basic needs and fostering economic development without compromising the natural resource base upon which development depends. Local Agenda 21, which is an international platform for urban greening and management, provides the basis on which to tackle this issue. It recognises the fact that local authorities cannot protect the environment or provide environmental services without the commitment and support of local communities. The importance of participatory planning processes for the success of development cannot be taken as the sole responsibility of local authorities, but should be shared between the community, municipality and the private sector.

#### **3.2.4 The physical factors of urban management**

Municipalities usually do not find serious difficulties in establishing a reasonable level of capacity in terms of equipment and buildings. In situations such as in the case of KOSH Municipality, capital does not involve particular difficulties. This could perhaps be related to two factors, viz.:

- KOSH Municipality has the financial resources.
- Access to material is relatively easy, as there is a procurement policy in place for that purpose.

The current spatial development framework that the City Council uses to a large extent reflects that more resources should be channelled to areas that are future-model settlement(s) where the infrastructure and the physical conditions are critically considered.

To improve physical conditions, the municipality may also facilitate the development facilities for community use, especially in small municipalities like the former Hartbeesfontein Municipality. This could be carried out through different arrangements. This practice, however, does not exist in larger municipalities like KOSH, which contract out most of the project(s) pertaining to urban development to the private sector. This can be justified on the grounds that it is less expensive than using own resources, i.e. time, human power, management and so forth.

### **3.3 TECHNOLOGIES FOR IMPROVING URBAN MANAGEMENT PROCESS**

The previous chapter indicated that although not on a large scale since after the amalgamation, the management process endeavoured to improve the functioning of municipal organisation in KOSH. The use of planning and the execution of municipal projects through IDP and other policies greatly influence management processes. These efforts throughout the size range of the municipality should be commensurate with the municipality's size and resources. The newly amalgamated city of Klerksdorp with its new and expanded responsibilities, make it imperative for the municipality to undertake some type of administrative reforms, such as:

- Changing the structure of the municipal organisation; and
- Establishing the corresponding division of responsibilities and channels of communication.

To be fully effective according to Feisbein (1997:1040), reform must be done in a way that contributes to staff morale. Several organisations have shown initiative and drive in implementing reforms better in this way, others however, appear to be facing performance problems as a result of their failure in this area (Feisbein, 1997:1040).

Since development, especially on the urban front, could be a costly exercise for municipalities, one of the institutional development schemes most frequently used at

local government level is the association of two or more municipalities with a view to take advantage of economies of scale in management and administration and/or to facilitate horizontal transfer of management technologies (Feisbein, 1997:1040). In this regard the Integrated Human Resources Management and the Geographic Information System as well as other numerous management tools can be handy to effect urban development on a regional basis between municipalities.

### **3.4 EFFECTIVE UTILISATION OF HUMAN RESOURCES**

Most local governments today have upgraded the quality of their workforce and increased the number of professionals in their staff considerably. Currently, the Klerksdorp Local Government has professionals in its employ and this has a positive impact on the delivery of services to the community.

According to Feisbein (1997:1036), the change in the skills composition of the municipal labour force has professionalised very sharply. This was done through hiring and training - particularly among the larger municipalities - by adopting personnel policies and reward systems. To this effect the Klerksdorp Municipality is busy developing a reward system for best performance in line with the municipal performance appraisal system. This system will ensure that personnel skills are correctly aligned with the job requirements. It is only through such a system that the correct skills could be deployed to deal with the urban renewal requirements.

### **3.5 CONCLUSION**

Urban management is no longer a priority of government alone, it is also a priority of the society and business at large. The new conventional view is that, where possible, government should enable and regulate the private sector and community sectors rather than directly being responsible for urban renewal programmes on its own. This sort of shift is supposed to have advantages in terms of promoting efficiency, reducing the burden on government and keeping the environment clean and safe.

In the next chapter key policies for urban sustainable development in the KOSH area will be analysed.

## CHAPTER 4

### ANALYSIS OF KEY POLICIES FOR SUSTAINABLE URBAN DEVELOPMENT IN KOSH

#### 4.1 INTRODUCTION

In this chapter the current or existing policy documents relating to urban management will be briefly discussed. The importance of sustainable urban policies cannot be over-emphasised in the quest of developing a sustainable urban environment. Various stakeholders must be engaged in urban management issues, as they can help with strategies and interventions. International trends in urban management and reform provide a platform where local urban management frameworks can be designed. Human resources and other skills and expertise are crucial to the success of any attempt at developing and managing urban renewal programmes.

The city of Klerksdorp is one of the fastest growing urban areas in the far west of formerly Western Transvaal and now North West Province.

The magisterial district of Klerksdorp is between the magisterial district(s) of Wolmaransstad and Potchefstroom. The magisterial district of Klerksdorp includes the following towns: Klerksdorp, Orkney, Stilfontein and Hartbeesfontein, which have become known as the KOSH area.

Due to the number of urban management programmes and policies in the council as well as the limitation of this study, the following documents/policy documents will be discussed in terms of their impact on the urban development framework of KOSH:

- (a) KOSH Local Development Objectives
- (b) Strategic Development for KOSH area
- (c) IDP of KOSH.

## 4.2 URBAN RENEWAL POLICIES OF KLERKSDORP/KOSH

Urban renewal policies in KOSH are based on the following council policies of development:

- (a) Local Development Objectives
- (b) Strategic Development for KOSH
- (c) Integrated Development Plan of KOSH

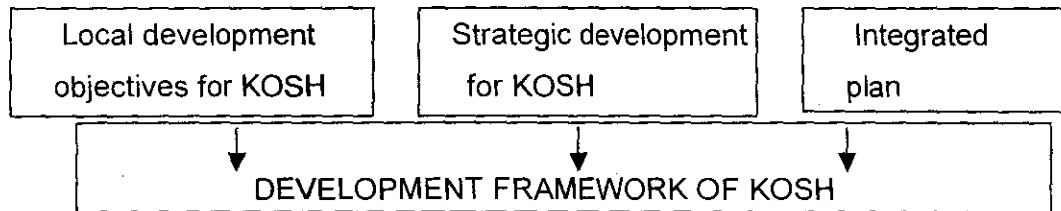


Figure 1.1

## 4.3 BACKGROUND ON KLERKSDORP/ KOSH

Klerksdorp has since 1986 grown from a mining and industrial town to a city of industry and commerce. The population of the area has also grown from 286 065 (Metroplan, 1986:4) to 506 642, of which 485 522 are urban and 21119 rural population (Metroplan, 1998:9).

The average growth rate is estimated at 3,18% per year for the lower-income groups and 0,24% per year for the high-income groups (Metroplan, 1998:11).

Although these projections are for a period of 5 years, the effect of unforeseen political, economical and social changes that might occur could affect the area severely, particularly with regard to urban management and planning in general. According to the recent municipal demarcation, Klerksdorp, Orkney, Stilfontein and Hartbeesfontein form one municipality, which includes a rural area corresponding more or less with the current magisterial district of Klerksdorp. The new municipal area is approximately 3600 km<sup>2</sup> in extent.

In view of this steady growth rate, it is clear that the KOSH municipality will increasingly be faced with the challenges of providing the necessary services to the KOSH area and

its surroundings. In order to carry out this function, the municipality must have a clear urban management plan that outlines a detailed strategy on how to deal with problems affecting the area.

#### **4.4 KOSH LOCAL DEVELOPMENT OBJECTIVES**

Niewoudt and Drewes (1999:18) outline the following factors as the basis from which urban management problems can be approached, viz.:

- (a) Physical characteristics;
- (b) Utilities;
- (c) Population;
- (d) Employment;
- (e) Housing; and
- (f) Management

For the purpose of analysing the present urban management policies of Klerksdorp Municipality, the above factors will be briefly discussed in relation to existing policies or documents with regard to urban management in Klerksdorp.

##### **4.4.1 Physical characteristics**

The nature, scope and form of the environment are the canvas upon which the plan is painted. A knowledge and record of the topography, geology, climate, minerals, areas of special interest, location of rich agricultural land and the sources of pollution are prime requirements of the land-use planner (Niewoudt & Drewes, 1999:18). With this information he/she is able to construct both land-use maps and "sieve" maps, which will indicate the extent of existing development and the potential direction of future development. It is important that these land-use maps are kept up to date. The record of change greatly helps in understanding the nature of urban growth and the pattern of settlements (Niewoudt & Drewes, 1999:18).

The KOSH Municipality has contracted Metroplan Town and Regional Planners to update and design a new map with regard to the land use and urban management of the area. This policy document is in the form of Land Development Objectives (LDO).

#### **4.4.2 Utilities**

One aspect that should not be neglected, but very often is neglected, is the “digestive process” of the urban area. A map of existing sewerage, water, gas, refuse and electricity facilities should be maintained together with a note of their age, condition and capacity (Niewoudt & Dreyer, 1999:19). The availability of utilities has an influence in shopping planning policy and determining the scale of development.

In as far as utilities maps and policies are concerned, there is no formal map or policies that the municipality could base their developmental policies on. The only document (policy document) that tried, although with a general approach that did not provide specified details on each utility, is the structure plan of Klerksdorp. The document is also outdated, since it was prepared in 1986.

#### **4.4.3 Population**

An appreciation of the size, density, characteristics and distribution of the population is nearly always the starting point in the preparation of all plans and policies (Niewoudt & Dreyer, 1999:19). Without an idea of the existing and likely future needs of the community in terms of family size, age and structure, no plan or policy could be realised. The LDO (Metroplan, 1998) provides a detailed study of the population and its size with regard to the city's developmental aspects. Although the document is almost five years old, it can be regarded as a valid and concrete policy document since it represents projections of future population demographics in KOSH.

#### **4.4.4 Employment**

The study of population naturally leads to the need for jobs, demand for labour and the consequent level of unemployment in a local regional and national context (Niewoudt & Dreyer, 1999:19).

These factors must be fully appraised before the problem of attaining a true balance and stability within the area could be dealt with. Decline as well as growth, must be forecast in order to achieve an optimum distribution of land between competing users (Niewoudt

& Dreyer, 1999:19). The different demands of basic employment and service employment must also be identified.

Although one cannot single out a policy document on employment issues, numerous studies have been undertaken by the Municipality to try and get a picture of what the reality concerning employment in the area is. One such document is the LDO. In addition to that, in many initiatives that the Municipality has taken, employment has formed or become an integral part thereof, i.e. KOSH Marketing Company initiative.

#### **4.4.5 Housing**

Naturally, where there is employment there is a need for housing. The Klerksdorp area, popular for its mining and industrial sectors, makes the demand for housing an important issue. The demand for housing in this area far exceeds its capacity to deliver housing. The size, condition, age, tenure, distribution, density, rate of growth and occupancy rates of the existing stock of housing must be ascertained (Niewoudt & Drewes, 1999:18).

There are still no clear-cut new policies with regard to housing in the KOSH area. However, there are guiding principles (or a framework) that the newly established directorate of housing in the city uses. The city is in the process of developing a new housing policy in line with the national housing policy.

#### **4.4.6 Management**

With the growing awareness of the need for better organisation and administration both in planning and in local government, there has recently been an explosion in the development and application of management techniques (Niewoudt & Dreyer, 1999:20). Corporate planning, budgeting, linear programmes, critical path analysis and network analysis all have been attempted in different forms and in varying circumstances (Niewoudt & Drewes, 1999:20).

The Municipal Systems Act 32 of 2000 requires that each municipality must have an integrated development plan (IDP) as a policy document that will be a guiding principle

in all its development initiatives. This will act as a guiding stick for management decisions as far as planning in local government is concerned.

There is still no final IDP with regard to the KOSH Municipality. However, there is a *status quo* report, which forms a base on which the developmental initiatives of the area could be based upon.

#### **4.5 STRATEGIC DEVELOPMENT PLAN FOR THE KOSH AREA**

Urban areas face the challenges of integrating towns and townships (SA, 1998:24). Integration must ensure affordable mobility between work, home and recreation, combat crime, pollution and congestion and structure the built environment to facilitate the participation of disadvantage groups in the social and economic life of the city.

Urban municipalities should promote mixed use and mixed income development (SA, 1998:24). They should plan and invest to meet current and future land use and infrastructural needs for residential, commercial and industrial developments. Apartheid planning has left deep scars on the spatial structures of the country's cities, towns and rural areas, as well as the lives of millions of individuals and households (SA, 1998:25). This scenario makes spatial and urban management planning more critical than ever before if we were to address the legacies left by apartheid.

In order to try and deal with the aforementioned challenges, the KOSH Municipality has tasked Metroplan and the Centre for Regional Studies (2002) to develop a strategic plan that would address among other things the general and economic development of the area. A closer look at the document reveals that it has been well-researched and deals with development aspects(s) that are relevant to the area.

The strategic development plan for the KOSH area discusses amongst other aspects the following:

- (a) Development Facilitation Act 67 of 1995 in relation to the area;
- (b) Sustainable development in the area;
- (c) GEAR (Government Growth, Employment and Redistribution) in relation to KOSH and surroundings; and

- (d) Situational analysis of the strategic development component in relation to the KOSH area.

Although the strategic plan for the area is somewhat outdated, some aspects are still relevant and could be improved on or adjusted in order to suit the present conditions of the area. Basically, the plan is based on the prerequisites of the Development Facilitation Act, 67 of 1995. The aim was to consolidate the different existing procedures for approving development, set a new policy framework for integrated development and to speed up delivery in an integrated manner.

This Act (Act 67 of 1995) requires that:

- i) Each municipality must prepare, implement and manage an integrated management plan in respect of its powers, duties and objectives;
- ii) The development plan must promote overall integrated development in a sustainable manner;
- iii) The development plan must serve to guide the administration of any physical, transport, structure, zoning plan or scheme; and
- iv) Each municipality must prepare a financial plan integrated into the development plan.

In essence the strategic development plan for the KOSH area was a ground level document in that it gave a clear and concise picture of the area in terms of its current development objectives and situation in relation to the region. Although it was conceived as a concept document, it gives direction to the way in which development in the area should be steered based on the prerequisites of the Development Facilitation Act 67 of 1995.

#### **4.6 THE INTEGRATED DEVELOPMENT PLAN (IDP)**

In terms of the Local Government: Municipal Systems Act 32 of 2000, a municipality must undertake developmentally oriented planning so as to ensure that it:

- (a) Strives to achieve the objects of local government set out in Section 152 of the Constitution (Act 108 of 1996);
- (b) Gives effect to its developmental duties as required by Section 153 of the national Constitution; and
- (c) Together with other organs of state contribute to the progressive realisation of the fundamental rights contained in sections 24, 25, 26, 27 and 29 of the Constitution.

The Local Government Municipal Systems Act is very clear on the core components of the IDPs. The following components have been identified by the Act as the core components of the IDP. In brief, the Act stipulates that an integrated development plan must reflect.

- (a) The municipal council's vision for the long-term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;
- (b) An assessment of the existing level of development in the municipality, which must include an identification of communities that do not have access to basic municipal services;
- (c) The Council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- (d) The Council's development strategies, which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of the legislation;
- (e) A spatial development framework, which must include the provision of basic guidelines for a land-use management system for the municipality;
- (f) The Council's operational strategies;
- (g) Applicable disaster management processes;
- (h) A financial plan, which must include a budget projection for at least the next three years; and
- (i) The key performance indicators and performance targets determined in terms of Section 41 of the Municipal Systems Act 32 of 2000.

#### 4.6.1 The Klerksdorp Integrated Development Plan (IDP)

The IDP of the Klerksdorp City Council is a document that will guide the city for a five-year period and supersedes all other plans guiding development at local government level.

The IDP of Klerksdorp Municipality consist of the following core components:

- Preparation phase - which involves the process plan for the compilation of the IDP.
- Analysis phase - which involves the assessment of existing levels of development.
- Strategy phase - which involves the implementation of the best strategy as chosen by the Council to drive the IDP process.
- Project phase - which involves putting the strategy into operation.
- Integration phase - which involves the integration of projects.
- Approval - which is the report phase on how the project is performed.

During one of the most critical steps in compiling the IDP, that is, the second step, which is the analysis phase, an in-depth analysis was conducted to give direction to the priority issues that the Council must address through the IDP process. An in-depth analysis was conducted for the following:

- Socio-economic indicators
- Spatial Land Reform
- Civil Infrastructure
- Electrical Infrastructure
- Health-care, Parks and Recreation
- Emergency Services

Based on municipal-wide community participation as well as the stakeholder in-depth analysis, the following priority issues were identified by the representative forum:

- Declining economy and high poverty rate
- Prevalence of HIV / Aids
- Sterile industrial areas
- Declining central business district (CBD)
- Access to public transport facilities
- Environment problems
- Lack of access to diversified housing
- Roads and storm-water drainage
- Human power
- Land development
- Social facilities
- Financial sustainability
- Land-use management

The above-mentioned priorities, as identified by the Representative Forum of Klerksdorp, were to be addressed through the key performance indicators, which form part of the IDP according to the stipulations of the Municipal Systems Act 32 of 2000. This Act requires each municipality to compile its own key performance indicators, based on its priorities as informed by the IDP.

The newly restructured City Council of Klerksdorp has ten departments, which address areas of priority and are responsible for rendering services to the communities. Each of these departments has key performance indicators with regard to the IDP. Briefly summarised they are:

<b>DEPARTMENT</b>	<b>RESPONSIBILITY</b>
➤ Economic Affairs and Corporate Communication	To oversee the local economic development and to market the area for possible investment.
➤ Community Services	To render basic community services, which include parks and recreation, cemeteries, dumping sites, etc.
➤ Corporate Services	This is the central department that oversees

the whole administration of the city, be it legal or administrative. This department ensures compliance with the relevant legislation.

- Financial Services      It is responsible for all the financial and procurement activities of the city.
  
- Housing Services      It is responsible for the provision of housing to all residents in the area.
  
- Health Services      This department is charged with the rendering of primary health-care services and the maintenance of health and safety standards in the area.
  
- Market      It is the fresh produce market, which provides infrastructure to the larger farming community to sell its products.
  
- Civil Engineering      This department oversees the construction and maintenance of roads, bridges, etc. in the area.
  
- Electrical Engineering      This department is responsible for the provision of electricity to the residents, business etc of the area.
  
- Public Safety      This department is responsible for the provision of public safety, licensing, security, fire and emergency services.

The IDP of the Klerksdorp Municipality is a cumbersome document, which is informed by the priorities of the KOSH community as indicated by the representative forum. Although it is still too early to say whether it will address the priorities of the KOSH community, if well-implemented and monitored, it could yield positive results for both the community and the Council.

The current IDP has been approved by the Council as the Council' official IDP according to government legislation, i.e. the Municipal Systems Act, 32 of 2000 and the Development Facilitation Act, 67 of 1995.

The following are the Klerksdorp Municipality's key performance indicators and IDP priority issues as captured in the City's IDP and Performance Management System. These performance indicators show the level of congruency between IDP goals and performance targets that are a prerequisite for successful planning, taking into account financial affordability. This performance indicator table forms the basis of service delivery targets, which are part of the urban management strategy for KOSH.

4.6.1.1 *Klerksdorp Municipality: key performance indicators and IDP priority issues*

KEY PERFORMANCE	PERFORMANCE OBJECTIVES	PRIORITY AREA	PERFORMANCE INDICATORS
Basic Household Services	To provide basic affordable services to all landless people before the end of 2003.	Water	<p><b>Input Indicator:</b></p> <p>(a) Installation of a water network in Kanana Ext 7 at a cost of R151 000-00.</p> <p>Installation of water meters at communal stands at a cost of R200 000.</p> <p><b>Output Indicator:</b></p> <p>(a) A water network installed in Kanana Ext 7 for a 100 stands.</p> <p>(b) Percentage or number of water meters installed at communal stands within months.</p> <p><b>Outcome:</b></p> <p>(a) Reduction of water-borne diseases amongst landless people.</p>
		Sanitation	<p><b>Input Indicator:</b></p> <p>(a) Installation of a sewerage network toilets in Jouberton Ext 15 at a cost of R1 839 000-00.</p>

			<p><b>Output Indicator:</b> (a) A sewerage network and toilets for 731 erven.</p> <p><b>Outcomes:</b> (a) Improved hygienic conditions amongst landless people.</p>
		Electricity	<p><b>Input Indicator:</b> (a) Electrification of stands in Klerksdorp Local Municipality</p>
	To ensure that payment facilities to pay consumer accounts are available to all residents within reasonable radius.	Building of Pay points	<p><b>Input Indicator:</b> (a) Building a pay point in Kanana Ext 9 at a cost of R500 000-00.</p> <p><b>Output Indicator:</b> (a) One pay-point built in Kanana Ext 9.</p> <p><b>Outcomes:</b> (a) Improved service delivery.</p>
Declining CBD	To establish a development strategy for the revival of the CBD in co-operation with role players by mid-2002	CBD Development Strategy	<p><b>Input Indicator:</b> Development of strategy for CBD development.</p> <p><b>Output Indicator:</b> (a) CBD development strategy developed by June 2002.</p> <p><b>Outcome:</b> (a) Revival of the CBD ensuring economic growth.</p>
Lack of Access to diversified Housing	To ensure that the housing needs of the	Application and establishment	<p><b>Input Indicator:</b> (a) Application for municipal accreditation.</p>

	municipal area are adequately addressed by 2006.	of a social housing association.	(b) Establishment of housing association.  <b>Output Indicator:</b> (a) Access to land confirmed for 2 500 units by 2002.  <b>Outcomes:</b> (a) Enhanced access to diversified housing.
Prevalence of HIV/AIDS	To reduce the rate of HIV/AIDS infection in the municipal area with a percentage before the end of 2006.	Formulate education programmes for HIV/AIDS	<b>Input Indicator:</b> (a) Formulating and developing an HIV/AIDS programme.  <b>Output Indicator:</b> (a) HIV/AIDS programmes developed by 2002.  <b>Outcomes:</b> (a) Reduction of HIV/AIDS infections.
Financial Sustainability / Viability	To ensure that debt is managed sustainably for 2002-2003	Debt management	<b>Input Indicator:</b>  <b>Output Indicator:</b>  <b>Outcomes:</b> (a) Improved debt recovery in KM.
	To ensure that outstanding debt is minimised for the financial year 2002 – 2003	Revenue management	<b>Input Indicator:</b>  <b>Output Indicator:</b>  <b>Outcome:</b> (a) Improved revenue collection to ensure financial sustainability.
	To ensure a	Cash Flow	<b>Input Indicator:</b>

	sustainable cash flow for 2002-3.	Management	<p><b>Output Indicator:</b></p> <p><b>Outcome:</b> (a) Improved cash flow management ensuring financial viability.</p>
	To ensure that payment facilities to pay consumer accounts are available to all residents within reasonable radius	Building of Pay points	<p><b>Input Indicator:</b> (a) Building a pay-point in Kanana Ext 9 at a cost of R500 000-00.</p> <p><b>Output Indicator:</b> (a) One pay-point built in Kanana Ext 9.</p> <p><b>Outcomes:</b> (a) Improved service delivery. (b) Improved participation of citizens of a voting age in local governance.</p>
Employment equity	To ensure that the employment equity plan is implemented and that targets for 2002/3 are met.	Improved representation	<p><b>Input Indicator:</b> (a) Approved Employment Equity plan.</p> <p><b>Output Indicator:</b> (a) Number (?) of people target groups employed in the three highest levels of management.</p>
Institutional Capacity Building	To ensure that KM is improving its capacity to deliver services	Improved service delivery	<p><b>Input Indicator:</b> (a) % (?) of KLM's budget approved to implement its workplace skills plan.</p> <p><b>Output Indicator:</b> (b) Number (?) of people trained by the end of 2003.</p> <p><b>Outcomes:</b></p>

			(a) Increased capacity of KM staff to deliver services effectively and efficiently.
Capacity to plan and implement IDP	To ensure that KM allocates resource to implement 2002 – 2003 IDP	IDP Projects	<p><b>Input indicator:</b></p> <p>(a) R20 million approved to implement IDP projects for 2002 – 2003.</p> <p><b>Output Indicator</b></p> <p>(a) % of approved capital budget spent on capital projects for 2002 – 2003 in terms of KM's IDP.</p> <p><b>Outcomes:</b></p> <p>(a) Improved socio-economic conditions in KM.</p>
Free basic services	To ensure that people earning less than R 1 100/month have access to free basic services by 2003	Access to basic services of poor/indigent people	<p><b>Input Indicator:</b></p> <p>(a) Development of an indigent policy and plan to provide free basic services to the poor.</p> <p><b>Output Indicator:</b></p> <p>(a) Policy document developed by 2003.</p> <p>(b) Percentage of households earning less than R1 100/month to benefit from the plan.</p> <p><b>Outcomes:</b></p> <p>(a) Improvement of the living conditions of people earning less than R1 100/month.</p>
Local economic development	To encourage economic development and job creation and reduce the	Unemployment and poverty reduction	<p><b>Input Indicator:</b></p> <p>(a) Development of the N12 as an economic corridor at a cost of R507 500-00.</p>

	unemployment rate by 25% by 2006		<p><b>Output Indicator:</b></p> <p>(a) Number (?) of jobs created by LED and Capital projects.</p> <p><b>Outcomes:</b></p> <p>(a) Reduction of the level of unemployment and poverty.</p>
Public participation	To ensure that the municipality encourages a culture of citizen and community involvement in local governance.	Public awareness	<p><b>Input Indicator:</b></p> <p>(a) Staff training to liaise with communities to understand the <i>Batho Pele</i> principles.</p> <p>(b) Publication of Council newsletter.</p> <p>(c) Develop a protocol for ward meetings.</p> <p>(d) Develop audio-visual material.</p> <p><b>Output Indicator:</b></p> <p>(a) All staff trained in <i>Batho Pele</i> principles by end of 2003.</p> <p>(b) Council newsletter developed within – months.</p> <p>(c) Ward meetings well-organised.</p> <p>(d) Video/audio tapes produced by ---</p> <p><b>Outcomes:</b></p> <p>(a) Reduction of the level of unemployment and poverty.</p>
Roads and storm-water drainage	To improve the road and storm-water drainage situation within the municipal area in an integrated manner before the end of 2006.	Resealing of roads	<p><b>Input Indicator:</b></p> <p>(a) Resealing of roads in the municipal area at a cost of R3 000 000-00.</p> <p><b>Output Indicator:</b></p> <p>(a) Number (?) roads sealed by .... 2003.</p>

			<b>Outcomes:</b> (a) "Life span" of the roads in the municipal area extended.
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It is from these national key performance indicators and the IDP priority issues that the developmental framework of KOSH is derived from (See Figure 1.1 on page 30).

#### 4.7 CONCLUSION

In this chapter an analysis of key policies for urban sustainable development in the KOSH area was done. It was established that especially the KOSH Local Development Objectives, the Strategic Development Plan, and the Integrated Development Plan have a significant impact on urban renewal policies of KOSH. These three important documents are the base from which an urban development and renewal strategy for KOSH should be developed.

It is clear from the national key performance indicators that basic services, such as water and sanitation as well as roads and electricity, are the corner stone of the city's development strategy. Failure to meet affordable performance targets can affect this city's development strategy and subsequently urban management and urban renewal strategies.

Since local government is seen as an 'enabler' of the community, the community must be involved in any strategy pertaining to urban renewal. In the next chapter the role of the community in urban management and renewal will be highlighted.

## **CHAPTER 5**

### **THE ROLE OF THE COMMUNITY IN URBAN MANAGEMENT**

#### **5.1 INTRODUCTION**

Community participation has created a new dimension in the way that practitioners and academics view "urban management" in today's cities. The purpose of this chapter is to focus on what is meant by community participation, at what stages it may be implemented and its importance in urban services. Community participation is important since it establishes commitment and ownership from the communities themselves. Community participation as an approach could eventually provide urban renewal strategy effectiveness, efficiency and empowerment. Although sustainable community participation and management alone cannot guarantee success, it could play a vital role in creating both an effective and efficient water and/or sanitation project, for instance.

This chapter will address what is meant by community participation (a brief literature review), stages where community participation could occur, the importance of community participation in urban services, incentives and disincentives for community participation, and the preconditions for successful community participation. A summary note on community participation in urban neighbourhood development projects follows.

#### **5.2 CONCEPTUAL CLARIFICATION**

##### **5.2.1 Community**

The word community is used to refer to the idea that there is something that is common to a group or section of the population (Hawtin, Hughes & Percy-Smith, 1995:33). Communities may be based on geographical areas or localities ranging in size from a single street to estates, neighbourhoods, wards, other smaller administrative areas such as school catchment areas and parishes, villages, towns districts countries to nations and even groups of nations (Hawtin, Hughes & Percy-Smith, 1995:33).

Rothman, Erlich and Tropman (1995:241) state that the community may be perceived as a place where a group of people live and conduct various activities of daily living; earn a

living, buy goods and services that they are unable to produce for themselves, school their children, and transact their civic and governmental affairs.

### **5.2.2 Participation**

In simple terms, community participation refers to the involvement of the people in a community in development projects (Snell, 2000:20). Since social, economic, educational and other conditions differ from one community to another, the form and degree of people's involvement in development activities also vary. This makes it difficult to define community participation precisely.

Not everybody agrees as to what participation really means. The fact is that participation has come to mean different things to different people. Mathur (1986:19) identifies six modes of participation:

- The first mode involves only the educated and wealthy people in the community without the participation of the "grass roots" or the beneficiaries.
- The second mode is one in which the people or beneficiaries are asked to legitimise or ratify projects identified as formulated by the government.
- In the third mode of participation the people are consulted about the project, but they do not actually participate in the planning and management of the project.
- In the fourth mode the people or the beneficiaries are represented in the highest policy-making body of the agency.
- In the fifth mode the people are consulted from the start and actively participate in the planning and management of projects.
- In the sixth mode the representatives of the people control the highest policy-making body of the agency or government.

### 5.3 FACILITATING PARTICIPATION

There is a growing awareness among many developing nations that their greatest resources in the development process are their own people. A second reason in the increasing realisation by those responsible for the varied government delivery systems, e.g. housing, health-care and education, that the consumption of delivered entities depend upon actual demand. Thirdly, a centralised pattern of developmental decision-making has generally been unable to accommodate local socio-cultural variations or to mobilise needed local resources (Mathur, 1986:14).

Even more than the people affected, it is the development planners that now favour participation. They want people to participate, not only in sharing the fruits of development, but also in contributing to the process of development at every stage from planning to evaluation through implementation and monitoring (Mathur, 1986:14). Experience suggests that development plans have a greater chance of success with the involvement of target groups. On the contrary, planners are quite certain that without the co-operation of the people there is likelihood of projects not proceeding along a planned course. The reason why planners seek participation are thus purely of a practical kind, as they have made no secret of their real intentions (Mathur, 1986:15).

#### 5.3.1 The eight advantages of community participation

According to Mathur (1986:15), the following are advantages of community participation:

- Firstly, many development projects will just not get off the ground if people do not come forward.
- Secondly, participation at the planning stage provides planners with information that is otherwise hard to come by. People in rural areas and townships especially in developing areas (squatter-camps) may be illiterate and ill-equipped to draw up blueprints for development, but they know more than the outside experts) what their real needs are and also what should be done to meet those needs.
- Thirdly, people accept changes more willingly if they were involved in programmes designed to produce change in their life style (Mathur, 1986:15).

According to Mathur (1986:15), a World Bank paper highlights the point of community participation in the selection, design, construction and implementation of rural development programmes, which have often been the first step in the acceptance of changes leading to the adoption on new techniques of production.

Promoted without a proper understanding of socio-cultural aspects of rural life, many development projects in the past have produced results just the opposite of what was intended (Mathur, 1986:16). It is not uncommon that facilities and services are created and offered to the community, who then fail to use them satisfactorily. This usually happens when decision-making, according to Mathur (1986:16), produces a better "fit" between what people want and what the development agencies or government offers. Audits are thus more effective in accomplishing project goals.

- Fourthly, studies have brought forth data that clearly suggests that participation reduces cost by mobilising unused labour and other local resources (Mathur, 1986:17).
- Fifthly, the involvement of people is known to have led to the timely completion of many projects. Once people accept the projects as their own and willingly come forward to implement it, they naturally become concerned to see that their labour starts bearing fruit as early as possible (Mathur, 1986:17).
- Sixth, a related advantage is that once a project is ready, people willingly come forward to ensure that it operates efficiently and delivers the intended services. On the other hand, projects that are set up by external agencies or even by the government without involving local participation do not enthuse the people. Regardless of their technical soundness, such projects are looked on as more intrusions from outside. As there is no commitment from the local population, problems quickly arise even about its normal maintenance and operation (Mathur, 1986:17).
- Seventh, the monitoring job that requires an on-the-spot presence, could be performed in a more effective manner by involving the local people. In fact, a view that is increasingly gaining ground, is that the best monitoring system is one

where beneficiaries do some checking themselves. Since nobody could be more interested than the concerned people in seeing that projects are executed on time, quality components are used, etc. their involvement is easily the most efficient way to curb waste (Mathur, 1986:17).

- Eighth, people learn how to promote their development by actually participating in the process of planning, implementation, monitoring and evaluation. Thus participation is an educative process. It contributes to human resource development. Participation instils in people a new confidence in their ability to mould their present as well as future through self-help efforts (Mathur, 1986:17).

It is important that people develop a spirit of self-reliability. Government and external agencies could aid the development process only up to a point. Eventually it is the people themselves who have to shoulder the responsibility for their own development.

### **5.3.2 Different forms of community involvement**

The following is a list of different forms of community involvement, which may include certain members or beneficiaries in the community. There is a wide range of types of community participation. At one end of the scale there may be merely some community participation in an agency-designed and executed project. At the other hand there is full community planning, implementation and management of a project with no agency involvement (Snell, 2000:20).

- Community leaders consulted by agency;
- whole community consulted by agency;
- financial contribution;
- material contribution;
- labour and skills contribution;
- operation and maintenance management;
- project management;
- women's representation in decision-making;
- involvement in health education or campaigns; and
- providing specialised community workers such as health educators, etc.

Action by the people to solve their own problems can be understood in terms of activities performed by communities in their own development projects (Snell, 2000:20).

### **5.3.3 Stages where community participation can occur**

According to (Snell, 2000:20), community participation could take place at any one of numerous stages, namely:

#### **5.3.3.1 *Needs assessment***

Expressing opinions about desirable improvement, prioritising goals and negotiating with agencies.

#### **5.3.3.2 *Planning***

Formulating objectives, setting goals, criticising plans.

#### **5.3.3.3 *Mobilising***

Raising awareness in the community about needs, establishing or actuating organisational structures within the community.

#### **5.3.3.4 *Training***

Participating in formal or informal training activities to enhance communication, construction, maintenance and financial management skills.

#### **5.3.3.5 *Implementing***

Engaging in administration, supervision or other management activities, contributing directly to the actual work of construction or maintenance with labour and materials; store-keeping, contributing cash towards costs, paying for services or membership fees of community organisations, deciding on rules.

#### 5.3.3.6 *Monitoring and evaluation*

Participating in the appraisal of work done, recognising improvements that can be made, and redefining needs.

#### **5.3.4 The role of NGOs and CBOs in urban services**

NGOs and CBOs refer to intermediary non-government groups channelling financial, technical, intellectual and further support to other groups within society. They often also provide similar forms of support to government entities. Term 'NGO' refers only to those organisations in society that are involved in development work (Snell, 2000:22).

Experience in many developing countries during and since the International Drinking Water Supply and Sanitation Decade (1981-1990) demonstrate that even the best run water, sanitation or solid-waste management schemes cannot successfully be implemented, operated and maintained without the full involvement and commitment of the users (Snell, 2000:21).

Involvement and commitment of users are usually funnelled through the assistance of non-governmental and community-based organisations. Overall, non-governmental organisations (NGOs) and community-based organisations (CBOs) have a growing importance and a new role as development organisations. One of the main reasons why NGOs have developed is because the public sector has not been able to adequately deliver services to meet the needs of the population. This is especially true for the low-income areas. As a result, NGOs have become major partners of the public sector in an effort to address local needs (Snell, 2000:22).

#### **5.3.5 Incentives for community participation**

In many cases people will have mixed motives regarding their participation in the community. The following are some of the incentives.

The main reasons why people are usually willing to take part in community participation according to (Snell, 2000:22) are the following:

- Community participation motivates people to work together on a development project.
- People within a community are motivated to work towards community participation for a number of reasons, such as their perception of the benefits from the project and/or a number of financial and/or social incentives to continue working on a project.
- People have social, religious or traditional obligations for mutual help.
- Community members may find social, religious and/or traditional reasons to work on community participation in their neighbourhood.

The following is a list of some of the important reasons why community participation is one of the essential criteria for successful development projects:

- More will be accomplished.
- Services can be provided more cheaply.
- There is an intrinsic value in participation.
- There is a catalyst for further development and a sense of responsibility is encouraged.
- There is a guarantee that a felt need is involved.
- It ensures that things are done the right way.
- Valuable indigenous knowledge is used.
- People are freed from dependence on others' skills; and
- People are more conscious of the causes of their poverty and what they could do about it.

Other additional benefits often recognised by other authors are:

- Projects are more likely to be self-sustaining.
- There is increased involvement of women; and
- It is more likely that health benefits will be maximised (Snell, 2000:22)

### **5.3.6 Disincentives for community participation**

The following are some of the main disincentives for individuals and/or community participation. Some of these reasons include:

#### *5.3.6.1 Unfair distribution of work amongst members of the community*

Some members in the community may feel that they are asked to take on extra work tasks that provide them with little financial/social or other incentives.

#### *5.3.6.2 A highly individualistic, movement-oriented society*

Individuals may not feel a sense of communality and therefore question the purpose of their involvement in a development project.

#### *5.3.6.3 The feeling that the government should provide the facilities*

The community may feel that the development project is simply another way of exploiting people.

### **5.3.7 Preconditions for successful community participation in urban services**

According to Snell (2000:22), the following are preconditions for successful community participation in urban services. For community participation to be successful, it is suggested that certain preconditions must be met. The preconditions that are cited below are not exclusive but rather reflect some of the major criteria that could make a development project successful through the use of community participation.

### 5.3.7.1 *Community demand for an improved system*

The people must want to solve 'their' problem.

The information required for individuals or communities to make informed decision must be available.

- Information campaigns will often be necessary to 'market' desirable water supply, sanitation and solid-waste management services.
- Those that are likely to be future 'customers' should build examples into the locality for inspection.
- Technologies and levels of service must be compatible with the community's needs and capacity to finance, manage and maintain them.
- This concept refers to providing appropriate technology that could be sustained by the community.
- The community must understand its options and be willing to take responsibility for the system.
- It must be clear from the start how the community would pay for the system and/or with the assistance of an outside agency.
- The community must be empowered to make decisions to control the system.
- The issue of community leadership training, committee training and skills training is an essential part of 'empowering' the community as a whole.
- The community should have the institutional capacity to manage the development and operation of the system and the solution must be within their means.
- The community should have the human resources to manage these institutions.
- There should be a policy framework to permit and support community management.
- The government must frame its legislation so that community development committees and co-operatives are legal.
- Effective external support services for the community must be available from governments, donors, NGOs or the private sector.
- The people must have faith in these supporting programme personnel. There needs to be good co-ordination between these external groups.

- The challenges of community management must be simple enough at first so that people could participate yet become increasingly complex so that they could grow in their ability to deal with problems and feel an increasing sense of accomplishment.
- This idea refers to the importance of creating early recognisable success so as to create enthusiasm for the rest of the project.

#### **5.4 CONCLUSION**

In this chapter some of the main reasons why community participation has and can continue to work effectively in urban renewal and management were highlighted. As cities continue to grow, there is a need to look at available resources, including residents that could assist in implementing, developing and undertaking neighbourhood development projects.

If local governments want focus on providing both effective and efficient urban services, they have to focus more on community participation for the provision of urban services. Such operations are, however, only successful when they have the co-operation of non-governmental and community-based organisations. These organisations play a key role since they work directly with citizens in neighbourhoods and could assist most effectively in the implementation of the schemes. However, when local governments decide to co-operate with these organisations, they face the dilemma of sharing some of their responsibility and power. This will require that local governments perceive their roles in a more democratic way, so that non-governmental and community-based organisations and citizens could become partners in more effective urban services for the city as a whole.

## **CHAPTER 6**

### **CONCLUSION AND RECOMMENDATIONS**

#### **6.1 INTRODUCTION**

Urban development and management continue to be the developmental challenge facing municipalities of South Africa. The introduction of the Development Facilitation Act 67 of 1995 was another angle at which the post apartheid government of South Africa undertook the introduction of extraordinary measures to facilitate and speed up the implementation of reconstruction and development programmes and projects in relation to land and urban development.

Apart from the Development Facilitation Act 67 of 1995, strength also emanates from legislation that governs local government, in particular, the Local Government Municipal Systems Act 32 of 2000.

This Act (67 of 1995) was specifically promulgated to provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities and ensure essential services that are affordable to all.

Government has introduced the aforementioned legislation and many others in order to ensure that urban management and development become a number-one priority since the majority of the country's population is becoming urbanised on a daily basis. Therefore it is important that municipalities also prioritise urban management and development programmes when dealing with their respective integrated development plans and developmental programmes.

#### **6.2 KOSH URBAN MANAGEMENT IN PERSPECTIVE: CURRENT REALITY AND SOLUTIONS**

From the analysis of the current policies with regard to urban management and land development in the KOSH area, the following comes to the fore in order to deal with challenges facing the city in terms of urban management and development as cited in Chapter 2.

The development of a uniform land, development and urban management system for KOSH within the context of an IDP, the Development Facilitation Act 67 of 1995 as well as the White Paper on Local Government (SA, 1998) with the following objectives, is definitely an imperative:

- Firstly, the development of such a system will provide for the effective utilisation and maintenance of inner city space.
- Secondly, it will protect a continually improving spatial environment, particularly in terms of the quality of the public space.
- Thirdly, it will ensure a continually improving spatial environment, particularly in terms of the quality of public space.
- Fourthly, it will provide a reliable degree of certainty to developers, members of the public and all spheres of government so that there is a shared and consistent understanding of the development scale and the extent and nature of permissible and development land use within a specified time period. All these objectives are essential for the operation of an efficient, effective and responsive urban management strategy for the KOSH Municipality.

The research addressed two sets of interrelated problems, the first being that of dealing with the need to enhance the planning and management capabilities of local governments. The second deals with the need for local government to strengthen local partnerships to guide community development in a desirable direction.

It should also be recognised that this research was an attempt to understand both the reasons for past failures and the more fundamental requirements of local government and urbanisation in South Africa, particularly Klerksdorp, and to relate policy proposals to such basic requirements rather than the manifested forms of problems.

The importance of continuous monitoring of policies and programmes must be emphasised, since even under the best circumstances things cannot be expected to work out exactly as planned.

Governmental policies and programmes could make a major difference in what happens to the country's urban communities, however, only if the individual residents and private business could be induced to invest their time and resources in an urban future.

Programmes aimed at specific urban problems could function with reasonable effectiveness only if they could be aligned with the strategic programmes of the municipality.

The KOSH development and urban management system would fundamentally upgrade the living conditions and human development potential within KOSH by:

- Substantially reducing the levels of unemployment through urban renewal projects throughout the KOSH area;
- Creating a healthy and clean environment by introducing an integrated environmental health and management system for KOSH;
- Providing services at an affordable and sustainable level by embarking on a debt normalisation campaign to encourage communities to pay for their services, thus generating sufficient income to keep the rates stable;
- Reducing the level of crime and violence by installing closed-circuit television in downtown and other "hot spots" around the central business district (CBD) as well as increasing the number of patrol officers throughout the city; and
- Upgrading existing housing environments and creating additional affordable housing opportunities through the establishment of a rental housing system for inner-city dwellers and a low-cost housing process in the townships.

This and many interventions of urban renewal must be undertaken in a manner that encourages high levels of community involvement, civic pride and sustainable local authority administration.

The KOSH development and urban management system is aimed at achieving a new urban form that is reflective of a new South Africa.

Urban management and renewal programmes and projects should not be viewed as the function of local government alone. It is the responsibility of Government in total, whether provincial or national. It is a responsibility that Government cannot abdicate or

delegate to the private sector. However, the private or business sector also has a responsibility to play in fulfilling its social responsibility by contributing to urban renewal projects.

Urban management and renewal should thus be seen as a partnership between the State, community and the private sector.

No level of government must take precedence over any other. The decision-making related to urban management is highly complex and all spheres of government need to be committed to it (Maluleke, 2002:38). It is essential that programme and project managers do not alienate any spheres of government and that they must be able to co-ordinate the efforts of officials from different spheres (Maluleke, 2002:48).

### **6.3 CONCLUSION**

Urban policies and programmes could function well only if operational capabilities at local government level were significantly strengthened. To this effect, it is also necessary to overcome obstacles involving constraints on fiscal resources. Service burdens and backlogs as well as revenue-raising capacities are highly unequal among the various local communities, causing denial of adequate services to those living in lower-income communities, an unfair rates and tax burden and putting the fiscal structure of the city in constant jeopardy.

The long-standing promise of "a decent house and suitable living conditions for every South African family" requires a serious commitment of national and provincial government money and programmes for housing, associated with planning considerations. This could enhance the entire community's living conditions as well as social equity considerations, which could serve to open up new housing and living opportunities for less privileged families.

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