
BY

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SUPERVISOR: DR T.R. MLE

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DECLARATION

I, Ntombizabantu Mhlekude, do hereby declare that the treatise submitted by me for the Master of Public Administration degree at the University of Fort Hare has not been submitted previously for a degree at this or any other institution. It is my own work in design and execution and all reference material contained within has been duly acknowledged.

The selection and arrangement of material, the balancing of emphasis and the precise form of exposition are my own, and I accept responsibility for any error.

________________________  _______________________

N. Mhlekude                      Date
DEDICATION

To my dear son, Vuyo, who was called home to be with the Lord the first week I started this programme.

I thought of you with love today, but that is nothing new.  
I thought about you yesterday and the day before that too.  
I think of you in silence. I often say your name.  
But all I have are memories and your picture in a frame.  

Your memory is my keepsake with which I’ll never part.  
God has you in His keeping. I have you in my heart.  
I shed tears for what might have been. A million times I’ve cried.  
If love alone could have saved you, you never would have died.  
In life I loved you dearly. In death I love you still.  
In my heart you hold a place no one can ever fill.  
It broke my heart to lose you but you didn’t go alone,  
For part of me went with you, the day God took you home.  

(Author Unknown).
ACKNOWLEDGEMENTS

The Almighty God created all of mankind as spiritual beings - in His own image. What we make of our human experience is a matter of personal choice. Some acquire knowledge and wisdom as they progress along the path of life while others choose to pursue it more deliberately, being aware of the fact that life has an eternal dimension. I am particularly grateful to the Almighty God for His abundant grace, strength and guidance, without whom nothing could have been achieved.

The journey of discovering knowledge and wisdom is a challenging path. It takes one through dark valleys of uncertainty and to exhilarating heights of celebration and joy. There are opportunities of rest along the way - stops to question and silently reason, but they are in reality intersections of uncertainty and exit roads to end the journey. It is the solidarity of moments of questioning and reasoning where one discovers that choices are decided by the value judgment of the jury in one’s soul.

My profound gratitude goes to my husband (Khwalo) for moral and material support and for keeping up with my absence during the preparation of this treatise. I am also grateful to my mother (Coco) for whose sweat and toil I would not have attained my present level of education.

I met many people along the way, and made valuable friends. My sincerest gratefulness goes to my supervisor, Dr. T.R. Mle, who meticulously read through the drafts and guided me with valuable criticisms through the various stages of the writing and completion of this dissertation. I really have to acknowledge his patience, abundant knowledge in research, his excellent human relations and his ability to listen to one’s views and offer valuable suggestions.

Another personality who has been a major influence in the preparation and completion of this work is Dr. K. Ayivor. I am thankful to him for having been a constant source of inspiration to me. His vast fund of knowledge was generously shared with me in the development of this work. Certain questions he asked me on this research often set me thinking in new and interesting directions and resulted in certain features of this work which otherwise might not have been there.
It is also my pleasure to acknowledge my indebtedness to Mr. Bheki Mthembu for proof reading and editing my work and the valuable comments he provided. I am thankful to all the respondents of this research for their time and input. I am also appreciative to a host of individuals and friends for their continued interest in my career advancement.

And lastly, a sincere word of gratitude goes to the Buffalo City Metropolitan Municipality for financing my studies.
INTEGRATIVE SUMMARY

A number of concepts are used to describe the renewal of urban environments. These include regeneration, revitalisation, redevelopment and renewal. Often these are used interchangeably: between states and nations, government agencies, academics and even within texts. The term ‘urban renewal’ is predominantly used in this study because it is the key terminology used in South Africa, and in particular, when the Urban Renewal Programme (URP) was launched in 2001. Urban renewal is a worldwide phenomenon and continues to be a growing trend to redress the social and physical consequences of inappropriate planning. Government agencies, sometimes in partnership with the private sector generally initiate this venture with the aim to improve the social and physical fabric of ‘blighted’ areas.

Urban renewal is founded on different social and urban theories. These include competitive city and new managerialism; new urbanism and compact cities; elite theories, etc. These theories are based on different assumptions about the causes of socio-economic problems in urban settings which in turn influence the various strategies developed by governments worldwide. These strategies include social mix, community building, empowerment and generally the physical development of the built area.

Various approaches devised to redress the mistakes of the past tend to encompass and repackage aspects of both past theories and solutions using the benefits of hindsight and a deeper understanding of both the complexities involved and the need to engage the people affected in the process. Theories underpinning contemporary urban renewal involve a blend of physical determinism; cycles of disadvantage and concentrations of poverty together with social exclusion and inclusion (with its renewed emphasis on community building, community participation and community development). Even so, the literature highlights the inadequacy of these approaches to address the broader structural issues which are now more complex and unpredictable as a consequence of the economic, social, cultural and political influence of the globalising world. It, however, always remains crucial to involve the people in all stages of renewal and to provide ample opportunities for them to engage the powers that be in their own development and programmes taking place in their areas.
This study is centred on the Mdantsane Urban Renewal Programme (MURP) and how it has been implemented in the Buffalo City Metropolitan Municipality (BCMM) since inception. The inquiry covers the ten years (2001-2011) during which the Urban Renewal Programme (URP) was piloted in South Africa. This research evaluates the impact of the MURP on the lives and the livelihoods of beneficiaries (Mdantsane residents). Their perceptions and experiences are thus fundamental to determine the extent to which their lives have been affected through the implementation of the MURP. The areas explored through this research are social, economic, physical and community wellbeing of the Mdantsane residents. The study reviews the opinions and views of the various stakeholders and beneficiaries affected by the MURP and based on these, draws some conclusions and provides recommendations on what could possibly be done by the BCMM in its implementation of the MURP.
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<tr>
<th>ACRONYMS</th>
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<tr>
<td>ACDP</td>
<td>African Christian Democratic Party</td>
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<td>ANC</td>
<td>African National Congress</td>
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<tr>
<td>BCMM</td>
<td>Buffalo City Metropolitan Municipality</td>
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<tr>
<td>CBD</td>
<td>Central Business District</td>
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<td>CBO</td>
<td>Community Based Organisation</td>
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<td>CDS</td>
<td>City Development Strategy</td>
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<td>CoGTA</td>
<td>Cooperative Governance and Traditional Affairs</td>
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<td>DA</td>
<td>Democratic Alliance</td>
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<td>DFA</td>
<td>Development Facilitation Act</td>
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<td>Department of Provincial and Local Government</td>
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<td>EC</td>
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<td>GMT</td>
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<td>IDP</td>
<td>Integrated Development Plan[ning]</td>
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<td>ISRDP</td>
<td>Integrated and Sustainable Rural Development Programme</td>
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<td>LED</td>
<td>Local Economic Development</td>
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<td>Mdantsane Urban Renewal Programme</td>
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<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<td>NPM</td>
<td>New Public Management</td>
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<td>Abbreviation</td>
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<td>PAC</td>
<td>Pan African Congress</td>
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<td>Regional Development Framework</td>
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<td>Reconstruction and Development Programme</td>
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<td>Special Integrated Presidential Programmes</td>
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<td>SLF</td>
<td>Sustainable Livelihoods Framework</td>
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<td>Transkei, Bophuthatswana, Venda and Ciskei</td>
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<td>WSED</td>
<td>World Summit on Environment and Development</td>
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<td>WWII</td>
<td>World War II (Second World War)</td>
</tr>
</tbody>
</table>
TABLE OF CONTENTS

Declaration i
Dedication ii
Acknowledgements iii
Integrative Summary v
Acronyms vii
Table of Contents ix
Appendices xii
List of Tables xii
List of Figures xii

CHAPTER ONE : INTRODUCTION AND BACKGROUND TO THE STUDY

1.1. Introduction 1
1.2. Statement of the Problem 1
1.3. Purpose of the Study 1
1.4. Objectives of the Study 2
1.5. Significance of the Study 2
1.6. Literature Review 3
1.7. Research Methodology 5
1.8. Delimitation of the Study 7
1.9. Ethical Considerations 7
1.10. Clarification of Concepts 8
1.11. Outline of the Study 10
CHAPTER TWO: CONCEPTUAL AND THEORECTICAL FRAMEWORK OF THE URBAN RENEWAL DISCOURSE

2.1. Introduction 11
2.2. Theoretical Models of Urban Renewal 11
   2.2.1. Competitive City Theory and New Managerialism 11
   2.2.2. World Cities Theory 12
   2.2.3. New Urbanism and Compact Cities 14
2.3. Theories of Urban Politics and Power Relations 16
   2.3.1. Elite Theory 16
   2.3.2. The Urban Regime Theory 19
   2.3.3. The Growth Machines Thesis: Elite and Regime Theories Applied 22
2.4. The South African 'Marshall Plan' for Development: The Reconstruction and Development Programme 23
   2.4.1. Urban Renewal Programme in South Africa: Intent and Outcomes 25
   2.4.2. URP Design Parameters and Programme Structures 27
2.5. Conclusion 29

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction 31
3.2. Research Methodology 31
   3.2.1. Quantitative and Qualitative Approaches 32
   3.2.2. The Data Gathering Process 33
3.3. The Extent of Interviews 34
3.4. Selection of Samples 35
3.5. Other Sources of Research Data 36
3.6. The Case Study Technique 36
3.7. Data Analysis 37
3.8. Conclusion 38
CHAPTER FOUR : RESEARCH FINDINGS, ANALYSIS AND INTERPRETATION

4.1. Introduction 39

4.2. General Information about the Study and Respondents 39
   4.2.1. Response Rate of the Mdantsane Residents 39
   4.2.2. Response Rate of BCMM Councillors and Officials 40
   4.2.3. Response Rate of Other Stakeholders 41

4.3. Respondents’ Perceptions on BCMM’s Integrated Development Plan 43

4.4. Perceptions on the Mdantsane Urban Renewal Programme 48
   4.4.1. The Meaning and Perceived benefits of the MURP 48
   4.4.2. Development Changes Before and After the Launch of the MURP 51
   4.4.3. Challenges in the Implementation of the MURP 57
      4.4.3.1. Lack of a Strategy to Implement the MURP 57
      4.4.3.2. Non-alignment of the MURP with the Municipal IDP 58
      4.4.3.3. Disintegrated Service Delivery Models 58
      4.4.3.4. High Turnover (Politically and Administratively) 58
      4.4.3.5. Lack of Support and Political Will 59
      4.4.3.6. Lack of a Performance Monitoring and Evaluation Tool 59
   4.4.4. Proposed Solutions 59

4.5. Conclusion 60

CHAPTER FIVE : CONCLUSION AND RECOMMENDATIONS

5.1. Introduction 61

5.2. Summary of Findings 61

5.3. Conclusions 62

5.4. Recommendations 63

5.5. Suggestions for Future Research 64
CHAPTER ONE
INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction

Underdevelopment and urban poverty throughout South Africa reflect the desperate living conditions of many people living in the townships. The government’s launch of the Urban Renewal Programme (URP) in 2001 was an initiative to redress the wrongs of the past which deprived many Black South Africans of their right to property and access to land. The case for the government’s URP was to foster national reconciliation, underpin economic growth, improve household welfare and alleviate poverty.

This research attempts to investigate the perceived benefits of urban renewal on the beneficiaries of Mdantsane Township in the Eastern Cape Province. Perceptions and the attitudes of the beneficiaries of the urban renewal programme will be reviewed in order to determine its impact on their quality of life.

1.2. Statement of the Problem

Mdantsane is a poverty stricken area and not much has changed in the township since 2001. The space economy shows no significant changes in terms of the infrastructure and many people are still unemployed. Overall, Mdantsane is still isolated from the major economic activities taking place in the nearby East London Central Business District (ELCBD) which is approximately 25kilometers (kms) from Mdantsane. It is against this background that the impact of the URP on the peoples’ quality of life will be assessed.

1.3. Purpose of the Study

This study seeks to assess the presumed benefits of the URP on intended beneficiaries. The purpose is to determine whether:
• The URP is beneficial to the affected parties;
• The implementation of the URP has improved the quality of life of Mdantsane residents;
• Peoples’ lives and livelihoods have been impacted by the URP and the extent thereof;
• Mdantsane residents and stakeholders’ attitudes on the URP affect their perceptions on the benefits and the extent thereof.

1.4. Objectives of the Study

• To determine how the beneficiaries understand URP.
• To assess the impact of the MURP on the lives and livelihoods of beneficiaries.

1.5. Significance of the Study

This study presents an urban case study of revitalisation. The Group Areas Act (No 41 of 1950) affected many urban communities and there are no ready solutions cast in stone. Urban Renewal is experimented in trying to fulfill the needs and desires of beneficiaries in a world which is different from the time of forced removals. This study will add to the literature of urban restitution case studies. Assessing the lives and livelihoods of the URP beneficiaries is one of the major streams of reconciliation and equity that have not yet fully influenced mainstream restructuring of the South African population. Monitoring and evaluation have become an important aspect of all policy analysis in South Africa. These provide insight into management and implementation processes as well as the effectiveness of targeting and the provision of support. It is crucial that the lives and livelihoods of beneficiaries is monitored in order to examine whether the implementation of the URP has impacted on them positively or negatively as pertaining to their standard of living. The Mdantsane case study is an extensive and expensive programme which enhances monitoring to determine the effectiveness and ways in which to improve the end result.
1.6. Literature Review

The inception of the Urban Renewal Programme in 2001 laid the policy framework for the development of urban poor communities. The primary focus was on poverty alleviation in urban and rural areas with large service backlogs. According to Bank (2007), the URP was designed to alleviate structural socio-economic problems in the townships which include:

- The marginalisation from the core urban economies;
- The resultant social exclusion hindering development; and
- Crime prevention.

This was deemed crucial in view of the fact that over forty percent of households in South Africa (approximately 4.6 million) are living in townships. Despite this, since South Africa’s democratic elections in 1994, conditions in urban townships have not substantially improved. Incomes of households in townships have in real terms remained static. Moreover, more households in townships live in informal settlements and lack full access to municipal services (CoGTA, 2009). The launch of the URP was the government’s attempt to focus its attention on integrating and addressing the needs of these households within South Africa’s towns and cities. In so doing, townships were positioned centrally in urban policy debates and priority setting processes. According to the South African Government Information (2001), the URP in South Africa was undertaken in eight townships identified as nodal areas as follows:

- Alexandra - (City of Johannesburg, Gauteng)
- Galeshewe - (Sol Plaatjie Municipality, Northern Cape)
- Inanda-Ntuzuma and KwaMashu - (eThekwini Metropolitan Municipality, KwaZulu-Natal)
- Khayelitsha and Mitchelsplain - (City of Cape Town, Western Cape)
- Motherwell - (Nelson Mandela Bay Municipality, Eastern Cape)
- Mdantsane - (Buffalo City Metropolitan Municipality, Eastern Cape).
From inauguration, the programme was aimed at tackling issues of poverty and exclusion in urban areas by coordinating the resources of the three spheres of government to address disparities. Though a relatively new concept in the South African context, it should be noted that many countries throughout the world have, at different times, embarked on urban renewal initiatives and programmes.

The concept of Urban renewal can be traced back to the earliest days of urban development, and often stems from an expansive style of governance. Its potential value as a process was noted during the times of the industrial revolution that led to overcrowded conditions of the 19th century London, New York, Paris, Vienna and other major cities of the developed world (Rauch, 2002; UN-Habitat, 1996). Of note, among many, are the early urban renewal projects such as the design and construction of Central Park, New York and the 1909 plan for Chicago. Gbadegesin and Aluko (2010) perceive urban renewal as an important policy shaping mechanism towards sustainable development. Based on this assertion, it could then be argued that without urban renewal there would be no incentive for developers to tackle the challenges associated with redevelopment, and the deteriorating urban areas would be subject to increased crime and safety problems, while continued growth on the fringes of communities would add to the problem of urban sprawl.

The basic idea behind urban renewal is to secure future tax revenue base for revitalisation efforts. Urban renewal areas usually show evidence of some degree of blight, demonstrated by conditions such as poorly constructed buildings, faulty planning, lacking open spaces, deteriorated properties, an incompatible mix of uses and improper utilisation of land. It is proposed that the best strategy for sustainable urban development and to limit urban decay is care for existing cities. This, however, is a challenge in rapid urbanising countries (Cha, et al, 2002).

Urban Renewal theories were largely influenced by social, economic and historical developments as well as city planning movements immediately after the Second World War (WWII). After the war, many countries embarked on rebuilding efforts, characterised
by demolition of old and dilapidated areas, large-scale clearance of city slums and construction of modern high-rises. Large-scale redevelopment created many social problems, and encouraged many city planners and scholars to question its effects. This type of development was also criticised for neglecting the complexities of the urban fabric; it is not only uneconomical but also damages the city’s heritage and degrades various socio-environmental qualities (Chan, 1996; Poh Im, 2004).

The advent of sustainable development thinking and movements has improved and widened the scope of theories on and implementation of urban renewal. The goals and content of urban renewal are more holistic and encompassing, imparting sensitivity towards the protection of resources and environment, and seeking multi-sector and multi-disciplinary cooperation. Not only has more attention been diverted to economic revival and community participation, but towards overall socio-economic development and integrated planning (Infed, 2003; Tisser, 2008; Rubin, 2007). This approach advocates for continuity by evolving the renewal projects into smaller-scale, more carefully planned and community-oriented efforts. This entails undertaking planning based on human needs.

It should be noted that urban renewal endeavours should all strive to attain sustainable development: social sustainability and sustainable urban design with a view to alleviating urban poverty. Urban renewal should be understood as an interdisciplinary challenge, where social, economic, cultural, aesthetic and ecological demands must be taken into consideration. Consequently urban renewal requires future-oriented and continuing strategic development, which reflects the possibilities for the city as an evolving system.

1.7. Research Methodology

The research methodology will be carried out through the following means:

- Identification of the case study: Mdantsane is acknowledged as a case study on the basis of its accessibility and location in the Eastern Cape Province and because Mdantsane is the second largest township in the country.
• Site visits and observations: Living conditions in the township and the general welfare of the people in the township will be observed and documented; development programmes and projects implemented will also be recorded to determine their impact on the quality of life of Mdantsane residents.

• Target Population: This will comprise 50 beneficiaries residing in Mdantsane and the stakeholders (4 Government Departments, 4 Non-Governmental Organisations - NGOs, 3 Cooperatives and 4 Business entities) that participated in the implementation of the URP since its inception. Mdantsane residents form the core of this research as their quality of life will be assessed to determine the impact of the URP on their lives and livelihoods.

• Sampling: The population will be sampled randomly but age/gender biasness will be minimised. All population age groups will be selected with a view to getting different opinions on the implementation of the URP. Both the economically active and unemployed residents will be sampled. About 15% of the population will be sampled. Payne and Payne (2005) cite that the random sampling method minimises the influence of extraneous factors by matching people on certain characteristics (age, gender, education, occupation, etc) into ‘matched’ pairs thus representing fairly the general population.

• Interviews: Structured interviews will be conducted with the Mdantsane residents and stakeholders (the beneficiaries of the URP) to receive first-hand information on how the URP impacted on their lives. Personal interviews will be conducted for purposes of grappling with the emotions and attitudes of the beneficiaries. This will be done to determine the extent to which they are satisfied or dissatisfied with the URP implementation. Ten (10) Councillors and thirty (30) officials of the Buffalo City Metropolitan Municipality (BCMM) will also be interviewed to examine their perceptions on the URP and its benefits for the beneficiaries. Questionnaires will be provided to guide the process of interviews.

• Data Collection: In addition to data collection by interviews and observations, data for this research will be gathered from secondary sources, that is books, internet sources, journals, documents from government departments, etc.
Data Analysis Techniques: The data will be analysed using the approach of Rubin and Rubin (1995:226), as follows: data analysis begins while the interviews are still underway. This preliminary analysis assists the researcher to redesign the questions to focus on the central theme of the research (Mouton, 2001). This study will use both the quantitative and qualitative approaches in analysing data. Denscombe (2007) supports this by arguing that good research tends to use both approaches, and the difference lies in the extent to which the research is based in one camp or the other.

1.8. Delimitation of the Study

The topic to be covered under this research will be the implementation of the Mdantsane Urban Renewal Programme in the Eastern Cape Buffalo City Metropolitan Municipality.

1.9. Ethical Considerations

Ethics are essential in all aspects of research and all professions are guided by a code of ethics to accommodate the changing ethos, values, needs and expectations of those involved in any research (Kumar, 2005; Goldenberg, 1992). Ethical practice, according to Payne and Payne (2005) is a moral stance that involves conducting research to achieve not just high professional standards of technical procedures, but also respect and protection for the people actively consenting to be studied. In keeping up with these expectations, the research will be conducted such that extreme confidentiality of participants will be maintained by not revealing their identity and the views they expressed on the subject. All participants will be protected from being harmed by the research and the partakers will not be coerced to participate. The data collected through this research will not be utilised for public consumption but will solely be used for academic purposes. Honesty will be maintained throughout the research process and the data gathered will not be distorted but will be presented as it is. While it is acknowledged that any research project involves intersecting interests: those of researchers, of research respondents and of those individuals, groups and institutions with the power to influence research priorities.
through funding, policy making and other processes, it is imperative that researchers have a moral obligation to take into account the impact of their work on others (Letherby and Bywaters, 2007). The researcher will avoid subjectivity and biasness by ensuring technical correctness and accuracy of the data to be collected. All sources of information used will be duly acknowledged.

1.10. Clarification of Concepts

Urban Renewal: is primarily the act of revitalising a failing urban area in order to restore economic vitality and improve the safety of the area. It entails a programme of land development in areas of moderate to high density urban land use. The process may involve relocation of businesses, the demolition of structures, the relocation of people, and the use of eminent domain (government purchase of property for public purpose) as a legal instrument to take private property for city-initiated development projects. Urban Renewal is critical to the success of local communities and long-term prosperity of citizens living in urban areas (SEPP and Guidelines, 2010).

Townships: areas that were designated under Apartheid legislation for exclusive occupation by people classified as Africans, Coloured and Indians. Previously called 'locations' townships have a unique and distinct history, which has had a direct impact on the socio-economic status of these areas and how people perceive and operate within them.

Livelihood: the word livelihood can be defined in many different ways; in its most narrow definition, it is seen as just a source of income but taking human development into account. The definition of livelihoods within the Sustainable Livelihoods Framework (SLF) is much broader: A livelihood comprises the capabilities, assets and activities required for a means of living. Not being poor means that people can sustain and enhance these capabilities and assets, and can cope with and recover from stresses and shocks. And their livelihoods are sustainable if they can do so without undermining the natural resource base (Chambers and Conway, 1992).
**Urban Poverty:** Most countries have their own definitions, based on calorie intake, income, or access to essential goods, services and opportunities. Internationally, the definition of poverty is changing. It started off by defining an income level below which people were considered poor (e.g. $1 per capita per day), but many have pointed out that, in the urban context, such a definition is totally inadequate. It has since been broadened to include measures of health, nutrition, literacy and service provision. And some now extend it to include the lack of voice and choice of the poor (Jones and Nelson, 1999; Schilderman and Lowe, 2002). Urban poverty is multi-dimensional: not just a lack of calories or inability to acquire a package of basic needs, but also a state of mind of people who may have lost hope or are unable to work themselves out of poverty. Because of this, poverty cannot be adequately addressed by single sector projects or programmes: it does require much more holistic or integrated approaches.

**Sustainable Development:** the concept of sustainable development was defined by World Summit on Environment and Development (WSED) as - development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. The three foremost components of sustainability are economy, environment and social equity (Berke and Conroy, 2000).

**Sustainable Urban Design:** a process in which sustainability concept is taken into account when deciding which urban design features should be incorporated into urban (re)development plans. Urban design is defined as the art of making places for people; a process to satisfy their functional and aesthetic needs (Chan and Lee, 2008).

**Social Sustainability:** Gulson (2006) defines social sustainability as maintenance and improvement of well-being of current and future generations by creating harmonious living environment, reducing social inequality and improving the quality of life of the people. Significant factors affecting social sustainability are: provision of social infrastructure, accessibility to opportunities and services, job creation, preservation of local characteristics and the ability to fulfill psychological needs.
1.11. Outline of the Study

This research is structured in five chapters as follows:

**Chapter One**: Introduction and Background to the Study - introduces the research and comprises the background, the problem statement, purpose, objectives and the rationale of the study.

**Chapter Two**: Literature Review: Theoretical and Conceptual Framework of the Urban Renewal Discourse - offers an understanding of the broader context within which this concrete study is set. The literature is organised and presented in relation to the problem statement.

**Chapter Three**: Research Design and Methodology - identifies and outlines the research techniques used and their effectiveness in conducting the research explained. The research methodology outlines and justifies the research designs selected to answer the posed research questions.

**Chapter Four**: Research Findings, Analysis and Interpretation - presents an analysis of the research findings to give context of the quality of life of beneficiaries during the pilot period (2001-2011). The findings are linked to the literature and some conclusions drawn.

**Chapter Five**: Conclusions and Recommendations - provides a synthesis of the main findings and offers recommendations for future research on the subject.
CHAPTER TWO

CONCEPTUAL AND THEORETICAL FRAMEWORK OF THE URBAN RENEWAL DISCOURSE

2.1. Introduction

This chapter reviews the literature on urban renewal in order to provide insights for both international and local contexts. Different meanings and contexts of urban renewal are examined. The exploration looks more closely at the theoretical framework within which the urban renewal conceptualization is based. The various theoretical constructs will disentangle the notion of urban renewal and provide the lenses through which urban renewal can be construed. In broad terms, theoretical strands discussed in this chapter focus on the notions of urban economic growth models, urban politics and power relations.

2.2. Theoretical Models of Urban Renewal

Three models of urban regeneration have evolved through history. These are commonly classified as the Competitive City Theory and New Managerialism; World Cities Theory; and the New Urbanism and Compact Cities Theory.

2.2.1. Competitive City Theory and New Managerialism

This theory is located within the globalisation discourse which emerged in the 1960s and 1970s as the new power of political and intellectual thought. According to Quigley (2011), urban regeneration, viewed from this perspective, promotes the survival of the urban regions with a superior competitive advantage over the less superior ones. The competitive cities theory is linked to the emergence of neo-liberal approaches which dictate the principles of managing the post-industrial city. As new technologies are introduced, some industrial sites become redundant and the rate of unemployment increases. These dynamics have a major impact on the spatial and social relations of many cities. Ngwabi (2009:71) views urban regeneration as an economic and physical intervention the goal of which is to reverse urban decline, create an environment that
better enhances the city’s investment prospects, enables it to compete more effectively for investment, boosts its local economy and harnesses its competitive advantage over others.

Closely linked to the competitive cities approach is the new managerialism practice or New Public Management (NPM). It may be noted, however, that the NPM not only influences the urban regeneration fraternity but also service delivery across a range of public services such as health, social welfare, employment, etc. Similar to the competitive cities concept, the NPM emerged as part of new changes in urban policy, the rise of the neo-liberal approaches to urban management, the introduction of private sector modes of management and ideas of public services, with the use of tools such as performance management, competitive incentives, output control, service delivery partnerships and goal-directed budgeting (Imrie and Thomas, 2000; Healey et al., 1999). Not only has the practice of the NPM influenced managerial modes within the public sector, it also reshaped the relationships between public and private sectors (Newman, 2000; du Gay, 2000).

In South Africa studies point to the influence of NPM on urban planning. Watson (2002) highlights the influence of the practice of the NPM in shaping South Africa’s system of Integrated Development Planning (IDP). Using Cape Town Metropolitan Municipality as a case study, Watson, argues that the NPM practice in South Africa has become intertwined with the view of IDP as a tool for institutional planning and management, rather than just a way of achieving effective spatial planning.

2.2.2. World Cities Theory

Urban renewal can also be understood within the framework of the world cities theory and the world cities hypothesis. The concept ‘world cities hypothesis’ was first invented by the American urban planner, John Friedmann in an article published in the mid 1980s (Gugler, 2004; Friedmann, 1995). It is concerned with exploring how the changing dynamics of the world economy affects cities and how the global system of market relations impact on cities. Based on this theory, cities across the world are seen to occupy a place within the hierarchy of the world cities, and possibly make their way through
various stages of their economies. Urban renewal is seen as part of the broader attempts to position cities in the hierarchy of world cities.

The World Cities phenomenon emerged as part of the post-World War II economic restructuring that came with globalisation. Since the Second World War capitalist institutions indulged in the process of freeing themselves from national constraints and proceeded to organise global production and markets to further their own interests. The restructuring processes entailed the need to develop strategies to locate new markets and to organise world-scale production more profitably. This necessitated the adjustment of the national policies of developed countries to improve their future international competitive position and the national policies of developing countries to attract subsidiaries of the international community (Studz and de Souza, 1998).

The emerging global system of economic relations assumed its material form in urban localities that were entangled within the universal coordination. The specific mode of their integration in this web gave rise to an urban hierarchy of influence and control (Goetz, 2002). At the peak of this ranking were a small number of massive urban regions or cities that were in turn called world cities. These were also intensely intertwined with one another through decision making and finance and constitute a worldwide system of control over production and market expansion.

While the theory has greatly influenced the development discourse worldwide, it may be cited (arguably so) that the theory builds into the idea of hierarchy and status. In this regard the concept of world or global cities is replaying long standing divisions between cities that are seen as successful and achieving and those which are invited to follow suit. It is precisely on the basis of such divisive nature of the world cities theory that Robinson (2003) argues that the theory severely limits the perspective of the possible futures of particular cities. The classification of cities as Global, Third World, Western or African Cities may be problematic because these categories capture cities through a 'rubric of developmentalism and impose substantial limitations on imagining or planning the futures of cities around the world' (Robinson, 2002).
2.2.3. The New Urbanism and Compact Cities

The New Urbanism is primarily concerned with the creation of active and compact space for community life. It involves new ways of thinking and planning about the form of the urban environment and development. Grant (2006) states that the compact development validates a walkable urban development characterised by mixed land-use, relatively self-contained and self-sufficient communities. In South Africa, the New Urbanism is mirrored as part of policies and planning discourse that seek to integrate development spatially and sectorally through mechanisms such as Integrated Development Planning - IDP (Harrison, 2002; Todes, 2000).

These mechanisms seek to deliver sustainable development in the face of spatial limitation, discourage urban decentralisation and sprawling developments, resulting in the adoption of urban compact policies. Proponents of this approach regard sprawling development as dysfunctional, costly and defeating to the notion of sustainable environments. As a result, New Urbanism is inter-twined with the strategies necessary to keep cities competitive and urban areas habitable in an era of globalisation.

The New Urbanism, in its various manifestations, reveals a strong need for order. Policies of New Urbanism embody compaction-integration, and the use of development corridors and nodes to focus development. Advocates of urban compaction often argue that urban decentralisation results largely from disorder in locations and the ‘push factors’ of urban problems. It is generally believed that if, for example, urban (township) economies can be revived, people will stop leaving. Exiles (those who left townships for suburbs) will return and townships will be more competitive (Todes, 2000). It should, however, be noted that these policies are remarkably radical, given the existence of free market ideologies. People are free to lodge anywhere they want and there are no stringent controls to restrict their movement and choice. Policies so developed seek to manage growth by making cities and townships more urban and to restore the kind of vibrant neighbourhoods experienced in the early 20th century (Grant, 2006). This is attained by promoting notions such as urban renewal programmes, the revitalisation of town centres (Central Business District - CBD regeneration), moderation on development in rural areas, higher densities,
mixed-use development, promotion of public transport and the concentration of urban development at public transport nodes.

The New Modernism emerged in the 1970s as a result of a search for appropriate urban strategies and alternative paradigms for urban development (Grant, 2006). It emerged as a criticism of the modernist city model that was premised on historic principles and traditional methods of city building associated with the Garden City model. It developed as a movement responding to the failure of cities and suburbs in the mid-20th century and was concerned with overcoming the inequalities of modern society, as Grant (2006) writes: ‘*New Urbanism takes the failure of the garden city and modernism as its starting point*’. Advocates of the Garden City model believed that building satellite cities could contain sprawl, protect agricultural land, safeguard the family and eliminate the ills of the industrial city. However, during the 1970s, households were getting smaller and families began to age rapidly. The modernist city models and principles lost their relevance. As a solution to placeless suburbs, New Urbanism offered a new prescription for neighbourhoods which advocated urban living in vibrant, connected and diverse places.

Urban renewal is inspired by ideas associated with the New Urbanism Theory (Grant, 2006; Harrison, 2002). Through urban regeneration, and [re]densification, it is theoretically believed that urban sprawl can be opposed and urban compaction strengthened. The revitalisation of dilapidated buildings is consistent with the principle of ‘efficient use of infrastructure’ and that exemplifies New Urbanism. While the South African version of New Urbanism drew from the works of proponents such as Jane Jacobs and Kevin Lynch, Harrison (2002) argues that,

> ‘*it developed in a context where the fundamental principle was the knitting together of fragmented and dysfunctional cityspace produced under Apartheid*’.

This, in essence, meant the reorganisation of the space economy to address spatial disparities, distortions and segregation hence compact city development. Urban renewal is viewed as instrumental in dealing with such ‘anomalies’ in spatial patterns.
2.3. Theories on Urban Politics and Power Relations

Theories on urban politics and power relations will now be explained.

2.3.1. Elite Theory

The origins of the theory can be traced from the Ancient Greece with influential writers such as Plato (1974, cited in Harding 2005) emerging as its major proponents, but has developed into a strong theory in the 19th century. The elite theory was used to explain the distinction between individuals or groups on the basis of possessions, wealth, status and leadership capacity. The society was controlled by elites in leadership positions. In most capitalist societies it was considered important to have well-trained hierarchy of management in the actual determination of business operations, given the increasing dominance of very large, internationally-minded firms. It is argued that the elites have gained acceptance in modern society. Firstly, there is reliance on elite leadership and domination although without believing it to be natural, just, efficient or satisfactory when measured against a range of criteria which might define a good society. Secondly, the rule by the few might be favoured and major problems may only arise when the elite are challenged or are not allowed to rule. Thirdly, elite rule may be viewed by society with concern, but may be generally accepted with reluctance as a necessary evil for the functioning of society.

Moffett and Freund (2004) state that the advocates of the elite theory frequently make reference to the fact that elites operate through coalitions, explaining why the private sector is invoked in urban development processes. For instance, urban renewal projects in the United States of America (USA) in the post-World War era were not always viable. The growth coalitions in the USA in their quest for urban renewal were often aimed against the poor and the preservation of space that they have found most helpful for the survival of sociable living. As a result, urban renewal often meant the disappearance of neighbourhoods, homes and jobs and was regarded as the scourge of progressive urban planners.
These coalitions tended to be dominated by business interests and had to rely on national political forces to provide catalytic influence at local level hence programmes such as urban renewal tended to benefit a few but mainly the private sector (Moffet and Freud, 2004; McCarthy and Pollock, 2007; Stoker and Young, 2003; Loftman and Nevin, 2005). The growth coalitions were also enticed by big concessions to firms in order to boost investment and profit rates. This prompted the growth of private-public-partnerships and thus bolstered the role of the state as essentially being facilitative.

Fanstein and Campbell (1997) applied the elite theory in their analysis of the role of politics in urban redevelopment in the United States (US) and the United Kingdom (UK). They argue that the US and the UK share a typical - though by no means - uniform history of urban redevelopment. Like Moffet and Freund (2004), they argue that in the US urban renewal was driven by business groups, usually in consent with political leaders, promoting their vision of the revitalised city and often forming organisations that provided governments with plans and technical know-how and advice. Consequently, business interests dominated the negotiations among government and community on the content of renewal. This was engineered by the elite and middle class consumers seeking a more exciting downtown and attractive, centrally located housing and access to available opportunities. Fanstein and Campbell (1997) acknowledge that lower income households received some gains in several places from renewal and redevelopment. Generally, however, the urban poor, ethnic communities and small businesses have suffered increased economic and locational marginalisation as a result.

One of the major criticisms of the market-based approach to urban regeneration is poor social compact and the resultant social disparities in urban environments. The elite theory proposes some insight into the question of social equity. It speculates that the nature and structure of urban society and urban developments (such as urban regeneration) cannot ensure benefits to the wider urban population. Based on this theory, Judge, et al. (2005), advocates that societies are ruled by a relatively small number of people with like-minded and mostly business interests. The elite theory argues that the structure of a society resembles pyramids, with a relatively small number of very powerful people at the apex gradually giving way to a large mass of powerless individuals at the base.
It is in this hierarchical arrangement of a society where relations between the rulers and ruled, the powerful and the powerless are decided. The problem is not that the elite are powerful, but rather that the elite tend to determine courses of action with little or no involvement of the rest of the members of society. This has been the case since the early days of modernisation ideology when it was assumed that suitably committed elites would be the agents of modernisation in backward countries once they had their consideration with traditional elites.

The elite theorists explain the world in terms of what they are doing to and/or for the people. They are the elite or groups of individuals whose decisions play an important part in shaping the lives, choices and futures of the mass of the people. This theory sees power as a key element in decision making process and argues that control over crucial resources is in the hands of a few. The theory argument is considered relevant in the context of urban renewal, a process often seen to be largely driven by a few powerful stakeholders with little or no involvement of the poor (Loftman and Nevi, 1995; Stoker and Young, 1993).

The elite theory is often criticised for looking at the world as an entity defined by geographical boundaries. Elite theorists portray the community as comprised of people residing within defined boundaries with no interest shown by those existing outside of those borders. This theory sponsors an unrealistic high degree of local autonomy where the powerful are presumed to be residing within the same boundaries. The problem with this theory is that, it tends to disregard external influences on the extent and nature of power exercised by the local people. The capacity of higher levels of government to influence local structures, processes and outcomes of local government decision-making are largely overlooked. Any change in these factors can affect the level of local political and economic autonomy as it can determine who controls the resources and hence who holds the power, what decisions local government are empowered to make, how they make them, what magnitude they have and therefore what importance they assume for the local interest groups (Ngwabi, 2009).
2.3.2. The Urban Regime Theory

Perhaps, the Urban Regime Theory (URT) holds greater relevance for the process of urban regeneration than the elite theory, particularly where the process shows stronger confidence on the private sector investments. This is a relatively new theoretical force when compared with the elite theory but has become a strong force in understanding the variety of responses to urban change. The portals of the URT can be traced from the earlier work of neo-pluralist on changing dynamics of urban governance in the 1950s.

The Urban Regime Theory came to the fore in the field of politics in the mid 1980s (Harding, 2000). When the term ‘regime’ first appeared in urban studies, it was used simply to describe the cycle of powerful elected officials and top administrators in the US government. Since then, the concept of urban regime expanded considerably and its popularity grew such that major urban journals are now filled with references to regimes. The theory offers a conceptual framework that links together many aspects of urban governance and effectively enjoins researchers to look for evidence of cross-sectoral and intergovernmental coalition-building for urban development and to assess its importance within the wider politics of localities (Harding, 2000).

The theory hypothesises that there could be more to the formulation of development strategies than the formal, bureaucratic processes adopted by individual public institutions. It encourages an inquest into public-private partnerships as both a process and an institution. It is a middle range theory that takes into account central precepts of capital liberal democracy, particularly the basic division of labour and the market. It adopts a neo-pluralism position (Lindblom, 2007) and argues that, in liberal democracies, governments depend on the market to satisfy human needs. It accepts the privileged position of business and is concerned with the limits to effective democratic politics. Consequently, the URT holds - business and business groups effectively shape the agenda and actions of government.

Elected leaders are also compelled to support other powerful interests, especially the business community. This is because, productive assets lie substantially in private hands, therefore state managers lack authority over market decisions. To get business to perform
social responsibilities such as provision of jobs, goods and services, the state must use incentives, not commands (Harding, 2000). The regime theory emphasises the interdependence of governmental forces in meeting economic and social challenges and focuses attention upon the problem of cooperation and coordination between government and non-governmental actors.

Urban governance, regime theorists argue, is characterised by decentralisation and shifting of responsibilities within the state, increased financial constraint and the development of privatised services. The urban governments in turn work through and alongside other interest groups (for instance, the private sector) in advancing a range of policy programmes such as economic development, human capital, crime prevention, etc.

Therefore, business, because of the resources it possesses, is often invoked to aid in solving urban problems. Stone (2003) reflects this thus:

‘...in order for a governing coalition to be viable, it must be able to mobilise resources commensurate with its main policy agenda’ (Stone, 2003).

This illustrates that governing coalitions bring together those who have access to, and can deliver various resources, be they material - such as finance, personnel, land and buildings, or intangible - such as political, regulatory and informational resources. The regimes operate in networks. The network approach sees effective action as flowing from the cooperative efforts of different interest groups and organisations. Cooperation is obtained and sustained through the establishment of relations premised on loyalty, trust, solidarity and mutual support rather than through hierarchy or bargaining (Raco, 2003; Harding, 2000).

The regime formation is justified by those on the political right, who criticise local authorities as slow to act, bureaucratic and lacking in entrepreneurial dynamism whilst those on the left see them as legitimate agencies which are increasingly undermined by central government restriction and growing corporate power. Many studies conducted recently applied the regime theory analysis. For instance, in a study conducted by Raco
(2003) on urban regeneration - focusing on the dynamics of urban governance in England, Raco argues that local politics are increasingly dominated by public sector agencies intent on promoting particular forms of middle class, consumption-based regeneration in an effort to take advantage of service-led investment opportunities and regeneration agencies with prospects to influence and shape regeneration agendas and programmes in a variety of ways.

Similarly, Beall, *et al* (2002), who drew analysis from the formation of the urban regeneration partnerships in the City of Johannesburg, argue that these partnerships are dominated by the private sector which both leads and takes decision. Urban regeneration projects, they contend, remain dominated by powerful interests, and the benefits rarely spread beyond the precinct. As a result, while the city has been able to engage successfully in confined projects with coalitions of interests linked to formal businesses in Johannesburg, its efforts at residential urban regeneration are less notable.

The Urban Regime Theory is condemned for praising agencies over formal structures. This is problematic in a sense that it tends to focus on horizontal modes of coordination between agencies. Although this has some extent of meaning, Raco (2003) argues, ‘*it is often the vertical relations of power and responsibility that underpin the development of local agenda*’. The theory is also seen as ethnocentric in that it assumes not just liberal democracy but the particular institutional, economic and social forms it takes, more so in the US (Harding, 2000).

The Urban Regime Theory is also considered to be methodologically underspecified (arguably due to its recent history). A research on ‘informal arrangements’ and coalition - building is inherently tricky but the regime literature, while underscoring such phenomena, is disapproved for offering few guidelines to empirical researchers (Harding, 2000). Despite the critique, the URT has contributed significantly to the literature on urban studies and has gained resonance among respected writers in urban politics and power relations. This theory is considered particularly relevant in the analysis of urban regeneration where political and business coalitions have been found to interface (Lipietz, 2003; Tomlinson, *et al*, 2003; Beall, *et al*, 2002; Bremner, 2000).
2.3.3. The Growth Machines Thesis: Elite and Regime Theories Applied

The Growth Machines Theory (GMT) originated in the 1980s and attempted to expand on the Elite Theory beyond the community power debate. The theory takes into account aspects of urban change by examining the actions of, and interrelationships between the main human agents that generated them. Like the regime theory, the GMT represented a systematic attempt to develop a political economy of place and represented the application of both regime and elite theory at a city scale (Harding, 2000).

Logan and Molotch (2007) view the GMT as a refined version of the elite theory which focuses largely on urban development not just on what affects local government decisions. This theory underscores the role of individual[s], interest groups and challenges the structuralist reports that made it seem that human actions were immaterial to urban change. Advocates of the growth machine thesis highlight the power of business communities and argue that the activism of entrepreneurs is, and has always been, a decisive vigor in shaping the urban system (Ngwabi, 2009).

Like the elite theory, the GMT agrees that the decision-making system works to the advantage of the most powerful and to the detriment of the least powerful, re-emphasising the concurrence of the growth machine thesis with the pyramid structure of society of the elite theory. However, in the GMT, there is contention that growth is not always good for all. Its cost falls disproportionately on low income communities and marginal local businesses which, in the former case, can rarely compete with new developments. In this context, the intense inter-urban competition for development encouraged by growth machines therefore offers questionable net benefit at a local, regional and national scale.

The GMT has been criticised for being too ‘naïve’ and for making sweeping statements. Clarke (1990; Cox and Mair 1998) argue that, while the theory has relatively considerable strengths, it has limited conceptualisation of the local state and its view of the economic development process is narrow. The Growth Machines Theory is also condemned on the economic development front for assuming that urban development does not benefit local areas and citizens. This can be attributed to the fact that growing property speculation,
often on an international scale, inevitably dictates that fewer assets are locally owned (Harding, 2000).

The view that growth results in a disproportionate spread of cost on low income communities has also been denounced because the needs of corporate investors - indeed of any business in the formation age - are not for low cost sites. Locational costs are affected by many factors such as the availability of local skills, relations between employers and unions/workforces, appropriate local networks of suppliers and business services, access to modern technology, the proximity of supportive higher education institutions and so on (Harding, 2000).

2.4. The South African ‘Marshall Plan’ for Development: The Reconstruction and Development Programme (RDP)

South Africa’s immediate attempts to recover from the Apartheid legacy can be viewed analogically to the European ‘Marshall Plan’ to some extent. Although the Marshall Plan focused on a larger regional area including several countries, which were destroyed during the Second World War (WWII), its philosophy emphasises reconstruction and rebuilding of nations. Whereas the, ‘Marshall Plan’ was introduced to Europe by a foreign county - the United States of America, South Africa had to establish its own plan(s).

Transferring the ideas and underlying philosophy of the Marshall Plan into the South African context, the efforts and concepts of the government turned to the similar direction. The socio-economic, financial and political strategies which have been applied in South Africa aimed, like the Marshall Plan, at the rebuilding and reconstruction of a country as a whole, while at the same time dismantling the legacy of Apartheid (Fallis, 2009).

The Reconstruction and Development Programme (RDP) was developed by the African National Congress (ANC) government led by former President Nelson Mandela and released in September 1994 as, ‘an integrated and coherent growth and development strategy’ (Mandela, 1994; ANC, 2004) with a five year duration as ‘the cornerstone of building a better life of opportunity, freedom and prosperity for all South Africans’. Davids (2005) describes the RDP as the government concept to fundamentally transform the economy, polity and society of South Africa. However, despite the bold aims of the RDP
the perception by South African residents varies significantly. Western (1999) argues that while some thought it to be too socialistic, others found it to be too economic. Mabin and Smith (1997) support this conclusion, but, however, highlight that, while the RDP is viewed by some as an exciting and pragmatic approach to reconstruction after the ravages of Apartheid - others might be more likely to treat it as a political discourse - relatively loosely related to the limited capacities of a haltingly modernist state to effect ‘development’. Notwithstanding these views, however, the government’s efforts were to dismantle Apartheid as well as to address poverty and inequity and moreover to restore the dignity of citizens. Accordingly the ANC (1994) viewed its key objectives as:

- Meeting basic needs
- Building the economy
- Democratising the state and society
- Developing human resources
- Nation building.

Given the immensity of the challenge the government achieved significant improvements within the first years. The progress was often hindered by the prevailing Apartheid planning legislation and the transition of the administrative demarcation units. Based on the early experiences of urban development and in order to fast-track the implementation of government interventions, several departments collaborated on a legislation which, ‘marked a start to a further process for the restructuring of urban and regional planning in South Africa’ (ANC, 1995). Consequently, the Development Facilitation Act (DFA - No 67 of 1995) was developed and it contains general principles for land development and thereby indicated the government’s new approach to planning which Mabin and Smith (1997) consider to be ‘the first major piece of planning legislation of the post-Apartheid era’. The DFA eventually gave impetus for the ‘Integrated Development Plans’ (IDPs).

Contrary to the RDP, which was focusing on South Africa’s development as a whole, the ‘Special Integrated Presidential Projects’ (SIPPs) targeted geographical priority areas on a manageable scale; notwithstanding integrated and according to the RDP’s objectives. In order to accelerate the development process, the SIPPs were designed to kick-start
development in major urban areas (ANC, 1994). The SIPPs focused on 13 specific nodes throughout the country (mostly the former exclusion areas like the townships) equipping them with substantial funds for a five or six year period. Mandela (1994) highlights the SIPPs’ aim thus: ‘to rebuild our townships, restore services in rural and urban areas, while addressing the issue of job creation and training, especially for our unemployed youth’. The programme was compounded by the complexity of the broader processes of reconstructing and rebuilding of capacity in local government at the time (Department of Provincial and Local Government, 2005). The SIPPs had ambitious aims to upgrade the selected nodes. One of the strategies was to mobilise both the public and the private investments in order to implement ‘flagship’ projects. Although the SIPPs did not fully achieve their objectives in terms of project implementation and delivery, it is acknowledged that the role of strengthening the spheres of government was eventually attained. Moreover, the SIPPs are regarded as the first breed of the South African interpretation of the urban renewal (Department of Provincial and Local Government, 2005) focusing on selected nodes. This nodal development approach so proposed became the cornerstone and precursor of the Urban Renewal Programme (URP).

2.4.1 Urban Renewal Programme in South Africa: Intent and Outcomes

The URP was established in February 2001 as a ten year pilot programme with the intention to exemplify how government can join up resources across sectors and spheres to conduct a sustained campaign against poverty and underdevelopment, using selected geographical areas (the nodes) as testing sites. During the 2001 State of the Nation Address by the former President of South Africa - Thabo Mbeki, eight special development zones (nodes), were identified. Linked to the URP was the expectation that it would generate lessons and smart practices that would benefit the whole country. While the designated host municipalities started giving effect to the above intent through various activities, the programme concept received a more structured shape only a few years later after inception, namely through the release of the URP Implementation Framework (Department of Provincial and Local Government, 2006). In the latter the chief outcome of the urban renewal interventions was identified as the need to:
‘...ensure that the majority of South African citizens who are residents of townships are enabled to move from the lock-in of the second economy into the opportunities of the first economy’ (Peter, 2008).

Implied in the above outcome is the notion that urban renewal measures must: (i) acknowledge the potentials, assets, talents and survival strategies of local communities, so as to (ii) provide the enablers for these endogenous efforts to yield tangible results in moving people out of the vicious cycle of poverty. Implied in the above outcome is also the belief that in the long run, area-based initiatives must have a strong bottom up orientation if they are to yield sustainability. Thereby, the success of government action is determined by the extent to which it provides room for community ownership. This, in turn, sets the tone and direction of mainstreaming efforts.

The above outcome was flanked by the following sub-outcomes:

- Intra-area mobility and integration of the areas (townships) into the city - focusing on socio-political integration, economic integration and spatial integration;
- Enhancing the autonomy of nodal areas (townships) by improving intra-area access to services, infrastructure and information;
- Enhancing human and social capital, focusing on crime and violence, education and skills, local economies and capacity of local institutions;
- Greater connectivity - including enhanced intra-area circulation of purchasing power, increased generation and retention of savings. Connectivity also relates to increased access to government services.

In order to achieve these sub-outcomes, the following levers of interventions were identified from evolving practice to guide practitioners in their day to day work in the URP nodes:

- Crowding in of public investment;
- Intergovernmental planning;
- Area-based planning and budgeting;
Partnerships; and
Community participation.

Essentially, the above types of interventions are nothing else than a set of process methodologies and intergovernmental approaches on how to achieve the following:

a) Coordinate plans and budgets vertically, horizontally and geographically;
b) Share a local development perspective and pertaining risks between government, private sector and local communities in a particular geographic space; and
c) Create legitimacy for development choices of a particular geographic area by involving the resident communities across the entire spectrum of development activities (Cooperative Governance and Traditional Affairs, 2009).

2.4.2 URP Design Parameters and Programme Structures

In recognition of the fact that the URPs’ success would rely on its sustained political profile on government’s agenda, a concerted effort was put at establishing the following structures in order to drive its coordination across spheres of government and sector departments:

- Political champions consisting of political office bearers (National Ministers, Provincial Members of Executive Committees - MECs and Local Mayors);
- Technical champions consisting of the highest accounting officers at municipal level (Municipal Managers);
- Dedicated Urban Renewal units at national, provincial and municipal level;
- The municipal units were established to operate side by side with the line departments or they were established as sub-units within the Municipal Managers’ offices;
- Each host municipality was left to choose its mode of governance with the nodal communities; most of them, however, went to establish joint steering committees, nodal development forums and stakeholder committees. The task of these structures was to monitor and guide planning, decision-making and implementation in the nodes (South African Cities Network, 2012).
With regard to the functional design of the programme, the following assumptions and macro arrangements were opted for:

- The selected nodes were utterly former areas of exclusion by design (Apartheid townships) from within the municipal jurisdiction, with their unique challenges as dormitory labour reservoirs for the main city, with huge service backlogs as well as limited (or dilapidated) infrastructure and socio-economic amenities. Accordingly, the geographical scope of these ‘testing sites’ only covers a fraction of the entire municipal area.

- The omission of dedicated funding for the programme, with the supposition that the nodal coordinators would use statutory planning processes such as IDPs to lobby relevant government departments at national, provincial and local level to leverage the necessary political, financial and operational support.

- The stipulation that organs of states (vertically and horizontally), via the mere coordination efforts of dedicated units, will wholeheartedly commit funding and support to the selected urban renewal nodes.

- The programme was established as a ten year pilot aimed at generating lessons and smart practice (both in coordination and delivery of impacts) that would benefit the rest of the country, taking into account that townships constitute areas where most of the South Africans live.

Although associated with many urban renewal discourses, the South African Urban Renewal Programme is mostly founded on the attributes of the new urbanism and compact cities which not only promotes the creation of active and coherent space for community life but also facilitates new ways of thinking and planning about the form of urban environment and development. Based on this impression, urban renewal in South Africa aspires to deliver sustainable development in the face of spatial fragmentation, distortion and limitation. The South African space economy is faced with challenges linked to the legacy of Apartheid. The dysfunctional urban environment with skewed settlement patterns and huge service delivery backlogs in historically underdeveloped areas inherited by the South African cities created large spatial separations and disparities between towns and townships (Republic of South Africa, 1998; South African Cities
Network, 2003). The global trends and local circumstances hold profound implications for the physical structure, economic efficiency, social equity and environmental sustainability of cities, towns and townships. Solutions cannot be left to chance or time but require active intervention and management. Increasingly, cities seek to address the challenges of transformation and change in an integrated manner through the development of overall City Development Strategies (CDS) earmarked to address the multi-faceted nature and impacts of change within a multi-sectoral and long-term framework. Notwithstanding these aspirations, urban renewal interventions seek to address area-specific decline in identified nodal areas and/or urban centres, informal settlements and exclusion areas.

These, however, should, accordingly not be undertaken as stand-alone activities, but must be located within the context of broader City Development Strategies and Regional Development Frameworks (RDFs).

2.5. Conclusion

The theoretical models of urban renewal reveal that the theory has evolved overtime and is vast both in terms of content and context. Not only has the evolution of the concept been influenced by industrial revolution but its progression has also been attributed to historical developments and political discourses that shaped the development agenda of most countries, cities, towns and townships in space and time. The concept of urban renewal is not a neutral ideology but constitutes a fundamental intervention in the physical, economic, social and institutional space of cities to achieve particular policy objectives. Power in the cities resides in the hands of those who have the authority to ‘impose a vision on space’ and, therefore, both urban politics and power relations, in one way or the other, exert an influence on the urban renewal dialogue.

In South Africa, urban renewal has its origin from various policy trajectories, among which are the RDP and the White Paper on Local Government emphasising on social transformation, basic needs and economic development. This reflects the policy complexities arising out of the South African concern for the maintenance of a balance between the mutually reinforcing processes of growth and development. Chapter three deals with the research design and methodology.
CHAPTER THREE
RESEARCH DESIGN AND METHODOLOGY

3.1. Introduction

This chapter delineates the research design and methodology that was used to collect the research data for undertaking this study. Various methods and techniques applied by the researcher in assessing the impact of the MURP on the lives and livelihoods of beneficiaries are discussed. In this chapter an attempt is made at explaining why particular research methodologies were chosen and their benefits are highlighted. The main sources of primary data used are covered in detail, as well as how the qualitative data was collected including how samples were selected. It provides a detailed description of how the design and method, sampling technique, data analysis approach, scope of the study and the ethical considerations underpinning the research were utilised. Finally, it discusses how the qualitative data was analysed and interpreted.

3.2. Research Methodology

Mouton (2003:102) defines research as a scientific and systematic search for pertinent information on a specific subject the purpose of which is to discover answers to questions through the application of scientific procedures. The main aim of research is to acquire new information and knowledge through a series of systematic and orderly machinery such as study, observation, comparison or experiment.

Each research study has its own specific purpose but overall research objectives fall into one or more of the following broad categories:

- **Formulative or exploratory research studies**: undertaken to gain familiarity with a phenomenon or to achieve new insights into it;
- **Descriptive research studies**: embarked on to portray accurately the characteristics of a particular individual, situation or a group;
- **Hypothesis-testing research studies**: carried out to test a hypothesis of a causal relationship between variables (New Age Publishers, 2013:2).
The study being undertaken is exploratory, analytical and descriptive. Not only does it seek to understand explicitly the concept of urban renewal and how the implementation of the MURP has impacted on the lives and livelihoods of beneficiaries in Mdantsane but also attempts to expose the traits of the subjects being assessed. Various research methodologies were employed in an attempt to realise the objectives of this study and these will be detailed hereunder.

3.2.1. Quantitative and Qualitative Approaches

This study used both the quantitative and qualitative research methods. However, the use of the quantitative approach was limited only to those variables that could be quantified. For example, the quantity of development programmes and projects undertaken in Mdantsane since 2001: number of houses built, kilometres of roads constructed, number of social amenities and entertainment facilities constructed, etc. Quantifying the development programmes and projects is critical to determine the extent to which the lives and livelihoods of beneficiaries have been influenced. Henning, et al (2004:3) state that the quantitative inquiry looks into social reality using a prepared questionnaire with specific items to which people must respond by choosing a predetermined set of scaled responses. The responses are counted and the outcomes calculated, discussed, analysed and interpreted. Quantitative investigation consists of the study of the variation in variables and of the co-variation between them. Generalisations are made from the patterns in the data. Mukherjee and Wuyts (2007:234) argue that the fact that generalisations across cases are made does not necessarily mean that case-specificity is ignored. In a quantitative enquiry the focus is on control of all the components in the actions and representations of the participants - the variables. This means that the variables are controlled and the study is guided with the acute focus on how variables are related. This type of enquiry usually limits the freedom of the research subjects or respondents to data that can only be captured by predetermined instruments. Due to such limitations and the social nature of the research variables, this research study used mostly the qualitative technique.
The qualitative practice was considered more appropriate because the study is dealing with subjective phenomenon (that is the beneficiaries’ perceptions of the urban renewal) which could not be measured effectively through quantitative research methods (Leedy and Ormrod, 2005; McBurney, 2001). Qualitative investigation entails non-geometric enquiry and interpretation of observations to uncover the contributory meanings and patterns of relationships. In qualitative studies, various investigative techniques which employ qualifying words and descriptions to document data of social certainty are used (Babbie, 2004:370; Bless and Higson-Smith, 2000:156; Woodhouse, 2007:161). The qualitative enquiry necessitates engaging with data that is primarily oral. Data collected in this fashion demands engagement by both the researcher and the research subjects. In this study, structured interviews were conducted by means of open-ended questions which enabled the respondents to freely express themselves on the subject being investigated. The collected data had to provide sufficient detail to make it easy for the researcher to draw appropriate conclusions. The broad conceptualisation of the study also meant that the researcher would require specific type of data that would reflect the beneficiaries’ perspectives and perceptions on the impact of the MURP on their quality of life - hence in-depth interviews were conducted. Moreover, the qualitative research is generally considered to be participatory and thus empowering (Mayoux and Johnson, 2007:180).

3.2.2. The Data Gathering Process

The data for this research was collected by means of structured interviews with beneficiaries, and various stakeholders in Mdanseysane. All interviews were conducted by the researcher in the respondents’ offices and also in their homes. On average interviews conducted were completed in 30 minutes. In some instances, the maximum time taken was approximately 1 hour. This was mostly effected where and when participants were passionate about the subject being investigated and went beyond just providing thoughts based on the questionnaires but expressed views derived from either experience or lessons learnt elsewhere. Face to face interviews were carried out mostly with the respondents. This was beneficial in gathering first-hand information on the beneficiaries’ interpretations of the impact of the MURP on their lives and livelihoods. The face to face
contact also enabled the researcher to grapple with the emotions and attitudes of the beneficiaries. This was useful to determine the extent to which beneficiaries are satisfied or dissatisfied with the implementation of the MURP. Responses were recorded using shorthand and a tape recording device where the participants’ permission was granted.

The questionnaires used contained mostly open-ended questions to allow respondents to air their own views freely without restrictions. Although interviews were conducted by face to face contact, in some cases questionnaires were sent to the respondents ahead to allow them time to be familiar with the questions. This was quite beneficial particularly with regards to saving the time by both the interviewer and the interviewees. The researcher undertook to personally administer all questionnaires and avoided conducting interviews telephonically. McBurney (2001) and Henning, et al (2007:3) commend the personal administration of questionnaires as the only technique that promotes understanding between the researcher and the respondents. Moreover, the physical presence of the interviewer enables quick facilitation of the interview process. The self-administered questionnaires and open-ended questionnaires exposed new and unexpected inventions through probing further clarity seeking questions and provided more insight into the subject.

3.3. The Extent of Interviews

The interviews were conducted by making use of two diverse but generic questionnaires to gather data. The questionnaires were designed for beneficiaries (Mdantsane residents) and various stakeholders implementing programmes and projects in Mdantsane and BCMM Councillors (both those residing at Mdantsane and those serving at BCMM and not necessarily residing at Mdantsane) and BCMM Officials. The questions mostly focused on the relationship between the implementation of the MURP and the municipal Integrated Development Plan (IDP). This was important in view of the fact that the IDP is the single vital plan through which the municipality executes all development programmes and projects within its area of jurisdiction. Respondents were asked to give their views on various aspects, ranging from how the MURP is being implemented and whether it has achieved the original mandate of the Urban Renewal Programme (URP) since the 2001
launch. For both the Councilors and officials of the Buffalo City Metropolitan Municipality, the questionnaires focused on whether there are any existing policies to enhance active participation in the implementation of the IDP and the MURP by all stakeholders (Councillors, officials and residents). The beneficiaries’ questions were largely designed in such a way as to get their views on how the implementation of the MURP has benefited them. Diverse views were expressed, the findings of which will be analysed and presented in the next chapter.

3.4. Selection of Samples

Although the study primarily focused on the residents (the intended beneficiaries for which the programme was launched), samples were also drawn from BCMM officials and Councillors driving the implementation of the MURP. This was considered important in order to obtain an almost holistic presentation of the implementation of the MURP. The samples were selected in relation to the objectives and aims of the research and on the basis of the relevance of the identified research subjects in providing answers to the research questions. From the randomly selected 50 beneficiaries identified, only 38 participated, 22 of whom were young people and 16 the elderly. None of the identified NGOs participated while only two of the four government departments participated. All four identified from the business fraternity cooperated and provided valuable input.

In addition, 10 Councillors representative of various political organisations - some of whom are also residents of Mdantsane, were selected. The selection criterion was also random and made use of both current and previous Councillors particularly those who were deployed in the Office of the Chief Operating Officer, where the MURP is located within the municipal structure.

Although a total of 30 municipal employees was identified, only 12 were interviewed. Attempts to secure appointments with the entire BCMM’s Senior Management were unsuccessful.

Both the random and purposive sampling techniques were considered appropriate for gathering data through the scheduled interviews with participants. The random sampling
was mostly used on beneficiaries (people residing in the nodal area - Mdantsane). Payne and Payne (2005:23) cite that random sampling method minimises the influence of unrelated factors by matching people on certain characteristics (age, gender, education, occupation, etc.) into 'matched' pairs thus representing fairly the general population. For government departments, Councillors and officials the sampling method was purposive. According to Blackmore and Ison (2007: 53) the purposive sampling technique is characterised by identifying access points where the research subjects are more easily reached. This technique was selected because of the involvement of the identified participants in the implementation of the MURP. They were thus a fundamental resource in gathering the required data for this research project.

3.5. Other Sources of Research Data

To supplement the data collected through questionnaires, interviews and on-site observations, information was gathered from brochures and publications on Urban Renewal. Other secondary sources of data used included books, various documents available on the internet, government websites, the Buffalo City Metropolitan Municipality, a variety of academic journals and papers presented in conferences on the subject, newspaper reports and published and unpublished research work. The literature relevant to the study was reviewed in line with the set objectives.

3.6. The Case Study Technique

Case study research excels at bringing out a clear understanding of a complex issue and can extend experience or add strength to what is already known through previous research. Case studies emphasise detailed contextual analysis of a limited number of events or conditions and their relationships. (Bak, 2004: 59; Hofstee, 2010: 54). The case study is a qualitative research method used to examine contemporary real-life situations and provides the basis for the application of ideas and extension of methods. This involves an empirical inquiry that investigates a contemporary phenomenon within its real-life context and in which multiple sources of evidence are used (Yin, 2013:10; Gerring, 2004: 342). Case studies offer insights that might not be achieved with other approaches. In most cases, case studies have often been viewed as a useful tool for the preliminary,
exploratory stage of research project and as a basis for the development of the more structured tools that are necessary in surveys and experiments (Rowley, 2013: 16).

To support this statement, Shrestha (2003:17) asserts that case studies are particularly well suited to new research areas or research areas for which existing theory seems inadequate. This type of work is highly complementary to incremental theory building from normal science research. The former is useful in early stages of research on a topic or when a fresh perspective is needed, whilst the latter is useful in later stages of knowledge (Thomas, 2007:301). In essence, case studies are useful in providing answers to ‘how’ and ‘why’ questions and in this case can be used for exploratory or descriptive research. The Mdantsane study is no different as the research enquiry seeks to document peoples’ views and perceptions about the impact of the Urban Renewal Programme on their lives and livelihoods.

3.7. Data Analysis

In line with the objectives of this research, several techniques were used to analyse data obtained in order to address the objectives set. From the analysis, maps and statistical relationships were employed to illustrate growth patterns, impacts and challenges of the programme as they affect Buffalo City Metropolitan Municipality’s residents. Identification of key changes and development impact was the criteria for data collection and analysis.

In addition, data analysis included transcripts of personal interviews, political documents and minutes of meetings where necessary. The interview processes were tape recorded subject to prior consent from the interviewees. The data collected was recorded by the researcher in order to conduct a content analysis of the transcriptions. In the case of a respondent unwilling to grant permission for data to be tape recorded, the researcher documented notes by hand and the analysis was based on these.

The data collected was broken down into themes to simplify the analysis and interpretation process. Because this inquiry is empirical in design, this study used inductive analysis to draw conclusions about the observations. Inductive reasoning begins with an observation to draw conclusions about the events and/or research
subjects. When analysing qualitative data particularly from structured interviews and open-ended questionnaires, the study used a quantifying technique. Data was informally quantified according to the frequency of responses occurring and was categorised into subsets of conceptual phrases or abstracts. These conceptual phrases were then allocated numerical values and percentages according to the frequency of responses and entered into scoring matrices. Data coding, however, is time consuming. In presenting qualitative data the study used graphs and tables and constructed ‘interpretative narratives’ which captured emerging trends, themes and perspectives on the urban renewal discourse.

3.8. Conclusion

This chapter discussed the methodology that was used to gather research data from both primary and secondary sources. An outline of the criteria used in selecting samples, collecting qualitative data and how the data was analysed and presented was also discussed. The qualitative approach was most relevant to the study as it provides detail to enable the researcher to make informed conclusions. The rationale for using the case study method was also presented.

The next chapter outlines the graphical and tabular analysis of the data collected for this research study.
CHAPTER FOUR

RESEARCH FINDINGS, ANALYSIS AND INTERPRETATION

4.1. Introduction

This chapter deals with the central problem statement and presents the findings of this research in three sections comprised of the following parts - the findings based on the views of the: (a) Beneficiaries; (b) BCMM Councillors and officials, particularly the Senior Management, and (c) other structures of society (other spheres of government; NGOs and CBOs, the private and business sector). It presents an analysis of these findings and investigates the up-and-coming urban renewal arguments and trends based on the perceptions held by the various respondents. Not only does the analysis of data uncover interesting perspectives about the implementation of the urban renewal programme but it also specifies the supposed outcomes and the direction that the programme should take for effectiveness and positive impact.

4.2. General Information about the Study and Respondents

This study draws analysis from both the interviews conducted randomly over a period of one year (2012) and purposely since January until May 2013. Although the inquiry was intended to focus only on the beneficiaries, interviews were conducted also with BCMM Councillors, BCMM officials (comprised of Senior Management, middle management and staff randomly picked from various directorates) and other stakeholders (government departments, NGOs, business sector and cooperatives) involved in the implementation of programmes and projects in the nodal area (Mdantsane).

4.2.1. Response Rate of the Mdantsane Residents

From the 50 target population randomly selected, 38 individuals were interviewed. They willingly accepted an invitation to participate in the study. Overall the response rate was satisfactory (76%) with only 12 individuals refusing to participate. Those who refused to participate associated the study with government programmes often accompanied by promises that are unfulfilled despite the fact that the purpose and intent of the research
was explained. Of the 38 research respondents, 22 were young people, 14 of whom were males and 8 females. Generally the youth - (58%) embraced the study with warmth and enthusiasm. The other 42% (made up of 16 respondents) comprised of the elderly people, 6 of whom were females and 10 males.

The reasons captured for non-participation, particularly by the females, ranged from being in a hurry to attend to house chores, children and taking care of the elderly and the young ones often left to the care of older children or neighbours. Other reasons included an urgency to attend to church activities and/or social activities such as (weddings, funerals, stokvels, etc).

The youth associated their availability with slackness resulting from unemployment and in them not having activities (such as sport, entertainment, etc) to engage in.

4.2.2. Response Rate of BCMM Councillors and Officials

Overall, the response rate from BCMM Councillors was amazingly outstanding. All the ten identified to participate did contribute. It should be noted that Councillors interviewed were representative of various political parties active at the Buffalo City Metropolitan Municipality. While it is true that the councilors were drawn from different political parties, cognisance should be taken of the fact that most of the Councillors interviewed are those actively involved in the implementation of the Mdantsane Urban Renewal Programme, many of whom are also residing at Mdantsane. 70% of the Councillors interviewed were representatives of the African National Congress (ANC) due to it being the ruling party and with the majority of members in the BCMM. The minority parties, Democratic Alliance (DA), Pan African Congress (PAC) and African Christian Democratic Party (ACDP) constituted 30%.

From the 30 officials approached to participate in the research, only 12 responded. These were employees occupying the lower levels in BCMM. Attempts to get hold of the City Manager and Senior Managers - Directors, General Managers and some Programme Managers were unsuccessful. These officials were either forever in meetings or some perceived the study with suspicion as they asserted that the researcher knows about the
programme and need not ask questions from them. Overall the participation rate of BCMM officials was 40%.

4.2.3. Response Rate of Other Stakeholders

Other stakeholders considered to be of significance in the implementation of the Urban Renewal Programme (URP) at BCMM include the government, the NGOs and the private/business sector. Their role is quite vital in view of the mandate of the URP and therefore the views of these sectors and spheres were imperative to complete the study. Scheduling interviews with government departments has not been easy due to senior officials not being available most of the times. Out of four government departments identified and approached for interview, only two were responsive, that is, the Department of Health and the Department of Arts and Culture. The Department of Health is responsible for the upgrading of the Cecilia Makhawane Hospital, a project that started in 2008. The Department of Arts and Culture is responsible for the construction of the state of the Art Library at NU 14, a project that commenced in 2010.

None of the 4 NGOs and the 3 cooperatives operating at Mdantsane participated in the study. They declined to participate as there were no benefits for them. They indicated that if their programmes were to be funded they would have participated. The purpose and intent of the study was clearly explained to them and they were thus not coerced or misled into participating. Their views and contribution would have brought different ideas on the implementation of the MURP which would have formed part of the recommendations of this study.

All the four identified owners of businesses operating in Mdantsane participated in the study. The views expressed by the private/business sector were quite different and interesting. These will form part of the broader analysis from which conclusions will be drawn and recommendations provided.

Although some of the identified parties were non-responsive, on the whole the response rate was reasonably satisfactory.
In summary, the overall participation rate of all the identified parties is presented as follows:

<table>
<thead>
<tr>
<th>Respondents to the Study</th>
<th>Total Number Identified</th>
<th>Total Number Participated</th>
<th>Percentage Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Mdantsane Residents</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Youth</td>
<td>50</td>
<td>22</td>
<td>58%</td>
</tr>
<tr>
<td>Elderly</td>
<td>16</td>
<td>16</td>
<td>42%</td>
</tr>
<tr>
<td><strong>The Host Municipality - BCMM</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>BCMM Councillors</td>
<td>10</td>
<td>10</td>
<td>100%</td>
</tr>
<tr>
<td>BCMM Officials</td>
<td>30</td>
<td>12</td>
<td>40%</td>
</tr>
<tr>
<td><strong>Other Stakeholders Operating in Mdantsane</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Government Spheres (e.g. National or Provincial)</td>
<td>4</td>
<td>2</td>
<td>50%</td>
</tr>
<tr>
<td>NGOs</td>
<td>4</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Cooperatives</td>
<td>3</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Private/Business Sector</td>
<td>4</td>
<td>4</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table 4.1: Response Rate of all Participants - Summarised

4.3. Respondents’ Perceptions on BCMM’s Integrated Development Plan (IDP)

The implementation of the Mdantsane Urban Renewal Programme (MURP) should be understood and construed within the broader context of the Integrated Development Plan
(IDP) of the Buffalo City Metropolitan Municipality (BCMM). Based on this impression, it was vital that the respondents’ views be sought on the IDP and their perceptions recorded. This was not only significant in as far as providing opinions on the IDP process but to ascertain whether the research respondents, and in particular the beneficiaries, play a meaningful role in the compilation of the IDP and whether the IDP reflects the MURP programmes and projects.

Out of 38 beneficiaries interviewed, only 12 (32%) indicated that they understand what the IDP is all about. The majority of respondents, (68%) indicated that they know nothing about the IDP. The general view expressed is that the municipality has done nothing to ensure that the residents are empowered through the IDP process but only that the IDP public hearings are for legislative compliance by the BCMM. The beneficiaries articulated that the only time they see municipal Councillors and Officials is around April/May each year when they come to present a complete IDP to them. In most cases, the IDP being presented does not even reflect ward specific needs and issues but the general municipal programmes and projects implemented throughout the BCMM. As a result of this, the beneficiaries pronounced that they are unable to identify the budget allocated to their specific wards and this has been a concern they expressed to BCMM overtime to no avail. Consequently, many people have resorted to not participating in municipal programmes.

Conversely, 60% of the Councillors interviewed concurred that the municipality does not have a capacity building policy to enhance the participation of beneficiaries in the IDP process. The other 40% were uncertain as to whether or not the municipality has such a policy. All Councillors interviewed agreed that the municipality does not have clear programmes to empower beneficiaries in the IDP process. They indicated that beneficiaries are only invited to attend IDP hearings and that such sessions are not empowering but rather informative. However, mention was made that workshops were organised from time to time through the Speaker’s Office to empower Councillors on the IDP process. Councillors were not as satisfied with the quality of the workshops as they expressed that generally these workshops lack detail and they perceived them as a mere compliance measure. They agreed that the municipality should develop a capacity
building policy on the IDP to afford beneficiaries an opportunity to play a meaningful role in their own development.

All the officials interviewed were unsure as to whether the BCMM has a capacity building policy to empower beneficiaries and workers on the IDP process. They indicated that the IDP is compiled by the Senior Management and is not necessarily their function. Mention was made of institutional strategic planning sessions that are only confined to Senior Management for attendance and contribution. The only time the general staff get involved in the IDP process is when the IDP is taken to communities for compliance by the municipality. They indicated that the input provided in the IDP is usually not reflective of the departmental issues and/or community needs.

Other sectors, that is other spheres of government and the business sector operating at Mdantsane expressed the view that their programmes are not reflected in the BCMM IDP. This was perceived to be as a result of a lack of strong intergovernmental relations forum not only between the three spheres of government (National, Provincial and Local) but also among other sectors (private and community organisations - NGOs, CBOs, etc). Consequently, the programmes of the different spheres and sectors are not aligned and thus not included in the municipal IDP. Other reasons provided were that, for the private sector and community organisations, there are no formal representative structures and therefore each entity operates independently of the entirety. This results in their plans and programmes not being included in the IDP, and in particular, for nodal development.
The graphic presentation above shows that a generally expressed view by all respondents is that no capacity building and/or empowerment take place through the IDP process. Very few of the respondents, overall, seem to have knowledge about the IDP. Councillors gave an impression that they know what the IDP is all about. By and large, there seems to have been minimal impact of the IDP implementation in the development of the nodal area. This, in part, is based on the fact that the respondents are not well informed of the IDP process, its meaning, purpose and use.

Different views were expressed by the respondents when asked what they perceive the positive outcomes attained through the IDP to be. Graphically their perceptions are captured as follows:
Both the Councillors and officials were confident that the municipality has improved conditions in the nodal area through the implementation of the IDP. They cited notable programmes and projects relating to housing development, roads construction, electrification and construction of community facilities such as halls, sports-fields, eco-parks, etc. They, however, acknowledged that much still needs to be done as the impact on nodal development is still not glaring since the democratic rule. Moreover, it was indicated that the projects have been scarcely implemented hence minimal impact in the node.

Beneficiaries viewed the impact of development in Mdantsane as invisible. They expressed disappointment with the municipality and government at the pace of development in Mdantsane. In their view, not much has been achieved as the outlook of the township has not changed and the quality of their lives has not improved. The beneficiaries are of the view that many people still live in shacks and sharing houses and they conveyed displeasure with how housing beneficiary registration and allocation has been conducted. Discrepancies and manipulation were cited to have been rampant resulting in recently registered beneficiaries occupying houses which ought to have been
allocated to the early registered recipients. They also alleged corrupt practices among
officials and Councillors to have perpetuated the trend. Beneficiaries were also concerned
about the shoddy workmanship on completed projects which, in most instances, results
in such projects being rundown even before they are deemed complete.

Overall, the beneficiaries’ impressions about the quality of housing projects are
summarised in the following illustration:

*Figure 4.3: Summary of Beneficiaries’ Impressions about the Quality of Housing
Projects*

It was interesting to note that the beneficiaries were mostly interested in housing projects
and they commonly expressed frustration with the overall structural integrity, size and
plan of houses built. They associated these with the matchbox-sized houses of the
Apartheid regime and pointed out that there is no significant difference between the
democratic and the previous systems of government. Their contention was that only a
few benefit from the government depending on the associations they have. Moreover, the
residents articulated that jobs created from the projects did not cater for the majority of
people but few individuals and groups mostly associated with Councillors in the wards.
Many people in Mdantsane are still impoverished as they are unemployed and their general standard of living seems to be deteriorating further. Even the few employed on projects are temporary as their employment is project-based.

While it may be generalised, that there is no improvement in the quality of life of the people living in Mdantsane, it should be acknowledged that the most pressing priority need of the people of Mdantsane is decent housing. This, however, does not demean the necessity to provide other services to afford the people in the nodal area a decent living.

4.4. Perceptions on the Mdantsane Urban Renewal Programme

The research respondents conveyed different views and provided interesting insights into the discourse of the urban renewal. This section captures the various perceptions as presented by the interviewees.

4.4.1. The Meaning and Perceived Benefits of Urban Renewal

The findings of the research revealed that the urban renewal programme means different things to different people. The diverse interpretations were mostly based on what respondents had hoped to gain through the programme. Overall, however, particularly with respect to the beneficiaries, URP was construed as a worthless government programme designed to only benefit municipal Councillors and officials.

Sixty eight (68) percent (%) of beneficiaries indicated that they do not know anything about the Mdantsane Urban Renewal Programme nor have they heard about it. They could not, therefore, speculate about the benefits of the MURP. They, however, mentioned that they see the name only in billboards but could not say what the purpose or mandate of the MURP is. Twenty seven (27%) expressed that the MURP is a programme intended to develop the youth and improve their conditions of living by offering employment opportunities and entertainment programmes. Five (5%) understood the MURP to be a government agenda to reverse past imbalances by supporting societies through infrastructure upgrading.
All the interviewed BCMM Councillors (100%) and 67% of officials expressed similar views on what they perceive the urban renewal to mean. These views were mostly based on how the urban renewal programme has been interpreted to mean in municipal and government documents. This suggestively implies that the interviewed Councillors and officials did not give their own individual understanding of what they perceive the urban renewal programme to mean. Conversely, 33% of officials indicated that they know nothing about the MURP and consequently could thus not cite what the perceived benefits of the programme are.

Other stakeholders, for instance 100% of the private sector expressed the view that urban renewal is a programme that should look into the reorganisation of the space economy of the township to reflect diverse land use. To them spatial and property development including rezoning should be the key guiding factors for the successful implementation of the MURP.

Largely, 75% of the respondents perceived urban renewal as a government programme to speed up service delivery, while 15% viewed it as an empowerment programme for the
residents and 10% saw it as a spatial reorganisation programme in terms of property development.

Based on the ideas presented, the following figure captures the fundamental interpretations of urban renewal by various stakeholders:

![Other Stakeholders' Perceptions of the MURP]

*Figure 4.5: The Meaning of Urban Renewal - Councillors, Officials and Other Stakeholders*

It can be deduced that urban renewal means different things to different people and it is thus suggested that for BCMM to make a significant impact in the implementation of the MURP all stakeholders should engage and reach consensus on, not only the meaning but also, the benefits that are to be acquired through the execution of the MURP. It would be helpful that the stakeholders take cognisance of the original mandate and objectives that were intended to be achieved when the URP was launched in 2001 in their attempt to discover the meaning of urban renewal. Equally important in this exercise will be the consideration of the relevance of the municipal vision as provided in the IDP. This will aid in ensuring alignment of key strategic plans for the effective and efficient use of the limited resources.
4.4.2. Development Changes Before and After the Launch of MURP

Prior to the Constitution of the Republic of South Africa (RSA) of 1996 and preceding the transition to democratic local government authorities, the Apartheid government fostered the agenda of separate development. The Apartheid Policy of Separate Development divided the country into the so-called homelands, Transkei, Bophuthatswana, Venda and Ciskei (TBVC states), Self-Governing Territories (Gazankulu, KaNgwane, KwaNdebele, Lebowa and Qwaqwa) and Development Regions (Old Republic). Mdantsane was demarcated as the largest township within the Ciskei homeland and was never part of the greater East London. This meant that all development programmes and plans for the township were channelled through the systems applicable in the Ciskei administration. Consequently, Mdantsane was comparatively poorer and less developed than the surrounding areas of the RSA like East London. The realisation of a democratic government, following the 1994 elections in South Africa, ushered in a new and interesting era in the administration of South Africa and provided an impetus for the integration of diverse systems applicable in various parts of the country. This was necessary to expedite the delivery of services to the previously neglected and marginalised regions, predominantly inhabited by the Black people throughout South Africa. The initiation of the URP and the ISRDP in 2001 was a decisive and bold step by government to address disparities in the country’s townships and the rural areas.

The following sections explore the notable development changes in Mdantsane before and after the introduction of the URP to assess whether the MURP has had any significant impact on the lives and livelihoods of people in the nodal area. It should be noted that the views of the respondents will be analysed and interpreted to provide the fundamental basis on which the conclusions for this study will be drawn.

Ninety five (95%) of the beneficiaries pointed out that there are no major development changes in Mdantsane that could be attributed to the MURP. The residents believe that Mdantsane still reflects the old spatial patterns and the major development contributions prevalent are the ones attained during the Ciskei government. These respondents stated that the MURP is a disastrous and failed programme which ought to be phased out. The
remaining five (5%) mentioned that there are a few development programmes and projects but which have not necessarily contributed immensely to changing the face of the township. They, however, mentioned that they are not certain as to whether the identified programmes and projects were executed by the MURP.

100% of Councillors communicated that there are development programmes at Mdantsane but these are not the ‘flagship’ programmes and projects they had anticipated to be implemented in view of the township being a Presidential node. They authenticated that the programmes and projects are not implemented by the MURP but by the various municipal service delivery departments, other spheres of government and the private sector. Some of the projects identified are tabulated thus:

<table>
<thead>
<tr>
<th>Project</th>
<th>Implementing Agent</th>
<th>Year</th>
<th>Impact</th>
</tr>
</thead>
<tbody>
<tr>
<td>Roads Construction</td>
<td>BCMM Engineering Services</td>
<td>On going</td>
<td>Minimal - the general condition of roads in the township is poor</td>
</tr>
<tr>
<td>Electrification</td>
<td>-</td>
<td>-</td>
<td>Minimal - most houses are still without electricity; area not wholly electrified especially shacks, crime prevalent at night due to gross darkness</td>
</tr>
<tr>
<td>Sanitation</td>
<td>Some areas, and especially shacks are not provided for</td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------</td>
<td>-------------------------------------------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boxing Gymnasium</td>
<td>BCMM jointly with Amathole District Municipality and Department of Sport and Recreation</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2009</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>The structure is unused though complete and is currently dilapidating</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| - Amenities        | BCMM - Community Services                             |
|                    | Ongoing                                               |
|                    | Sports facilities not fully developed even the 2010 legacy projects (Sisa Dukashe Stadium) in a state of decay. Township generally filthy - grass cutting programme inexistent; waste removal generally a challenge |

<p>| Hydroponics        | BCMM and Province - (Planning and Economic Development and the Department of |
|                    | 2009                                                  |
|                    | Out of three hydroponics constructed in 2009 only one is currently operational. Other structures are turning into white |</p>
<table>
<thead>
<tr>
<th>Project Description</th>
<th>Responsibility</th>
<th>Start Date</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social development</td>
<td>Office of the Premier (Eastern Cape)</td>
<td>2003</td>
<td>Functional and effective for community development and administered by BCMM</td>
</tr>
<tr>
<td>Housing development - Potsdam, Manyano - Thembelihle, etc</td>
<td>Human Settlements (BCMM and Province)</td>
<td>Ongoing</td>
<td>Housing still inadequate, some completed housing projects are with structural defects and unoccupied. Pace of housing delivery very slow</td>
</tr>
<tr>
<td>Mdantsane City Mall</td>
<td>Private Developer</td>
<td>2008</td>
<td>Businesses relocating - loss of jobs</td>
</tr>
<tr>
<td>NU 1 Police Station</td>
<td>Department of Safety and Liaison</td>
<td>2006</td>
<td>Functional, effective and responsive for community safety in and around Mdantsane</td>
</tr>
<tr>
<td>State of the Art Library</td>
<td>Department of Arts and Culture</td>
<td>Ongoing since 2010</td>
<td>Not completed yet</td>
</tr>
</tbody>
</table>
Upgrading of the Cecilila Makhiwane Hospital
Department of Health
Ongoing since 2008
Not completed yet

<table>
<thead>
<tr>
<th>Table 4.2: Notable Development Projects in Mdantsane</th>
</tr>
</thead>
</table>

Thirty (30%) of BCMM’s officials concurred with the Councillors that the development programmes and projects implemented at Mdantsane were not a product of the MURP but rather of other departments and the various municipal departments. There was acknowledgement that these programmes have no major development impact. This may be attributed to a piecemeal development approach employed in the nodal area rather than an integrated service delivery model. Moreover, there is generally lack of a proper facilitation tool to coordinate the activities of the various stakeholders when it comes to the development of Mdantsane - a special programme identified through the URP. An interesting discovery revealed through this study was that 70% of the interviewed BCMM’s officials were not sure as to whether there are any development programmes and projects implemented by the MURP in the nodal area. This may be interpreted to mean that BCMM’s implementation of programmes and projects is not well coordinated, fragmented and indistinct.

In summary and based on the views of the respondents, it could be argued that the implementation of the MURP has not brought any significant development impact as the outcome is perceived as either non-existent or minimal. The views of respondents on the major development in Mdantsane through the MURP are presented in the illustration below:
The conclusion drawn from the analysis of results is that there is no significant development in Mdantsane, particularly through the MURP that the township can boast of. An undisputed sentiment expressed was that the MURP has failed to deliver on its mandate and has not benefitted the beneficiaries. The programmes and projects of other spheres of government and the private sector are not properly coordinated. This is the function that the BCMM should actively perform as the custodian of the MURP. It is also crucial that the BCMM should facilitate inclusion of all MURP plans and alignment with the IDP. This is in view of the fact that the IDP remains the key strategic tool for the execution of municipal plans. Moreover, funders only consider plans, programmes and projects contained in the IDP. Not only is the IDP significant in outlining municipal development plans but it also has vital budgetary imperatives. It is therefore critical that the MURP is aligned to the IDP for budgeting, execution and ownership by the host municipality, that is, BCMM.

The contributions of the various research respondents of this study revealed that the implementation of the BCMM’s MURP has not been smooth-sailing since inception.
The section that follows highlights some of the difficulties (as articulated by the respondents) experienced in the implementation of the MURP. Proposed solutions to these challenges by the interviewees are also captured.

4.4.3. Challenges in the Implementation of the MURP

The invisible development impact of the MURP could be attributed to varied complexities experienced during the execution of the programme. The respondents highlighted a myriad of the factors to have had an effect on the non-performance of the MURP as follows:

- Lack of a strategy to implement the MURP
- Non-alignment of the MURP with the municipal IDP
- Disintegrated service delivery models
- High turnover (political and administrative)
- Lack of support and political will
- Lack of a monitoring and evaluation tool to measure the performance of the programme

4.4.3.1. Lack of a strategy to implement the MURP

Both the Councillors and officials identified lack of a strategy for the implementation of the MURP as the major challenge. Other stakeholders indicated that the municipality seems not to have a plan or programme by which to coordinate the activities of the MURP. This was based on their experiences with the Senior Management of the institution who, in their view, would give different responses as to the mandate of the MURP. Respondents generally felt that the municipality should develop and adopt a strategy with a clear vision, aligned to the IDP in order to realise the URP goals and objectives. This was as well considered to be of prime importance also in view of how the programmes of the other sectors can be coordinated for nodal development to improve the lives and livelihoods of the beneficiaries.
4.4.3.2. Non-alignment of the MURP with the municipal IDP

That the MURP and the IDP are not aligned was a concern for most respondents. This problem was seen to have perpetuated disintegration and the perception that the MURP is independent of the BCMM. The implementation of the MURP, it was indicated, should have been construed within the IDP of the institution as the host municipality. The Councillors expressed the view that this ‘anomaly’ should be addressed and promised that they will include this for discussion on the Council agenda.

4.4.3.3. Disintegrated service delivery models

The respondents expressed the view that the implementation of programmes and projects by the various spheres of government and sectors is generally uncoordinated and spontaneous. Not only are these plans reflected in the IDP but there is no alignment with the MURP mandate. Consequently, the various sectors have adopted disintegrated models in the delivery of services to Mdantsane. The models so employed perpetuate the piecemeal type of development hence the minimal impact. It was also observed that generally the programmes and projects implemented are not synergised and are thus not linked. It is hoped that the development of the implementation strategy for the MURP will address this mismatch.

4.4.3.4. High turnover (politically and administratively)

Another observation by the respondents was that of turnover of both politicians and officials responsible for the execution of the MURP programmes. Since inception, the programme has been administered by more than eight managers. There are no policies in place to retain staff and this was viewed to have been a problem that the municipality should address. Of note has been a trend to reallocate staff to other departments and relieve them of their duties from the MURP on claims that the programme is political and that the MURP staff should therefore be deployed though recruited through the normal processes. Political meddling on the execution of the MURP was cited to have been one of the challenges experienced in the 11 years of the existence of the programme.
Moreover, the reshuffling of Councillors, even before their political term expires has somehow thwarted the programme.

4.4.3.5. **Lack of support and political will**

Political instability and infighting within BCMM overtime was cited to have affected the implementation of the MURP. Factionalism and perceived associations of staff with certain factions of the political and administrative components contributed to making the MURP ineffective in its operations. Most Councillors expressed the view that the unproductiveness of the MURP could be traced as far back as 2005. In their opinion political support to the programme was deliberately restrained due to political associations and dissociations. As a result, the MURP programmes were sabotaged in view of the differences held between Councillors within the same party and those of the opposition.

4.4.3.6. **Lack of a performance monitoring and evaluation tool**

Respondents from within BCMM indicated that the municipality does not have a monitoring and evaluation tool to measure the performance of the MURP. This is attributed to the non-alignment of the MURP with the municipal IDP. To date, the monitoring and evaluation tool has not been developed.

4.4.4. **Proposed Solutions**

The research respondents articulated that the municipality should have concentrated on people empowerment and development so as to play meaningful roles for the successful implementation of the MURP. Other proposals included the following:

- Form strategic partnerships with the private sector to learn best practices;
- Create space for the MURP to be a directorate, not a subsidiary, within the BCMM’s organogram;
- Explore a possibility of implementing the MURP through the agency model or tie to an existing agency linked to BCMM;
- Develop a clear strategy by which to implement the MURP;
- Align MURP to BCMM’s IDP.
It was also proposed that the institution should empower communities and educate them as to their expected role not only for the MURP but also in the IDP processes. Other proposals included holding a session to look into the MURP operations, objectives and mandate in detail and review these, if need be, in line with the vision of the institution.

4.5. Conclusion

This chapter presented the findings of the research in three sections capturing: the views of the beneficiaries, BCMM Councillors and Officials and other stakeholders implementing programmes and projects at Mdantsane. It was crucial that the findings be analysed in the context of the implementation of the MURP and its alignment to the institutional IDP. The views expressed by the respondents uncovered interesting insights upon which conclusions are based.

The next chapter outlines the conclusions drawn from the findings and provides recommendations and areas for future research on the subject.
CHAPTER FIVE
CONCLUSION AND RECOMMENDATIONS

5.1. Introduction

The prospect of exploring the extent to which the implementation of the Urban Renewal Programme (URP) has generally improved the living conditions of the people residing in the township of Mdantsane was the cornerstone of this research. The research also sought to ascertain whether the execution of the Mdantsane URP was aligned to the implementation of the BCMM’s IDP and whether the tools and techniques employed would render the programme sustainable, principally beyond the pilot period.

This chapter presents conclusions drawn from the findings of the research study conducted and also discusses recommendations and suggestions for future research.

5.2. Summary of Findings

The findings presented thus far suggest that only a few people understand the IDP process and the role they have to play. The study revealed that the municipality does not have a capacity building policy to enhance the participation of workers and beneficiaries in both the IDP process and the implementation of the MURP. There are no programmes offered by the municipality to empower officials, councilors and residents regarding the IDP and the MURP. Respondents unanimously agreed that the municipality conducts workshops for Councillors from time to time but these have no real value in terms of empowerment other than just compliance with various pieces of legislation. It was also discovered that there is no alignment between the municipality’s IDP and MURP. The BCMM’s IDP and the annual reports do not contain MURP’s activities with the result that most respondents interviewed, particularly the residents, have been of the view that the MURP is separate from the BCMM and therefore never had concerns about the non-inclusion of the MURP on the municipal IDP. Overall, the residents are disappointed with the level of development in Mdantsane through the IDP process as they cite rampant and outstanding service delivery backlogs which are never prioritised by the municipality in their wards despite numerous appeals.
With regards to the implementation of the MURP, very few respondents seem to have an understanding of what the programme is all about. Different interpretations and viewpoints expressed could be cited as the reasons behind the poor performance of the MURP as the impact of the programme is still ‘invisible’. Since its inception, the municipality has failed to develop a single all-inclusive strategy to execute the MURP. The implementation of the MURP has been carried out chiefly through adhoc and haphazard means involving trial and error techniques. There are no major and notable development changes in Mdantsane that could be attributed to the MURP. For many people, Mdantsane is still the same as before with the greatest extent of blight, neglect and deterioration. To the residents, the MURP has not brought any significant improvement to the quality of their life. Instead, they perceive the programme to have been a channel through which donor funding is misused by officials and Councillors. It appears that the beneficiaries were never empowered or provided with adequate information with regards to the MURP, its purpose, mandate and the role the residents have to play. Overall, the Mdantsane residents expressed dissatisfaction with how the MURP has been implemented and are despondent about the foreseeable future of the programme. Many suggested that the MURP office must close-down as the programme has failed to deliver on its mandate during the pilot period.

5.3. Conclusions

The central theme of this research is how the MURP has influenced peoples’ lives and livelihoods over the period of ten years, that is, from 2001 until 2011. Despite the diverse interpretations given to the concept of Urban Renewal, the broader perspective is to enhance the quality of life of the people, especially the poorest in the society while ensuring that culture and the environment are not destroyed. Sustainable development in the Buffalo City Metropolitan Municipality should imply that the locals secure access to flows of resources and income-earning activities to meet their own basic needs. Considering the needs of the environment, all stakeholders should be accorded equal opportunities so as to strike a balance between the local communities and community organisations (NGOs and CBOs, providers of services - public and private, government - the three spheres). The question then was whether the MURP of the Buffalo City
Metropolitan Municipality had played a significant role to improve the lives of the Mdantsane community from 2001 to 2011 and the extent thereof. The inquiry also sought to determine whether the MURP could be sustained post the pilot period. The findings of the research revealed a weak link between the BCMM’s IDP, the MURP, the local economy and the general living conditions of the local people. Although some programmes and projects implemented at Mdantsane generated employment for the local people, the jobs generated were mostly servile, poor paying and seasonal depending on the duration of the projects and/or programmes. The workers were thus, unlikely to attain economic stability. Therefore, the economic impact of the MURP in the area has been limited. Notwithstanding this, MURP can still play a vital role in the development of the area. This development objective can be attained, in part, if a development strategy for the nodal area is instituted and endorsed by the BCMM’s Council. Not only should this strategy be integrated and aligned to the municipal IDP and the local economy but should also reflect development plans and programmes of other spheres of government, the private sector, community organisations and the international community. Not only will this enhance intergovernmental relations among the various stakeholders but will also ensure mobilisation of resources from the different sectors towards a common goal to improve the peoples’ lives. It is believed that an integrated policy will drive BCMM’s Urban Renewal Programme to take its rightful place in improving the standard of living of the people residing in Mdantsane and thereby address some of the ubiquitous ills of the Apartheid government.

5.4. Recommendations

The potential of the MURP in the Buffalo City Metropolitan Municipality is so enormous that with the changing political and economic landscape certain plans and programmes should be put in place to ensure the sustainability of the industry in the region. The local community should be motivated to participate in the development of their area through the IDP processes. They should identify areas where they need proper skills training to aid them to contribute meaningfully in the development of their areas. Well thought of and implementable policies to enhance the empowerment of BCMM’s officials, Councillors and residents on IDP processes and the MURP should be developed. A single all-
inclusive strategy for the implementation of the MURP aligned to the municipal IDP should be developed and adhered to. The strategy should also support the original mandate of the URP. Various devices to augment strategic partnerships for the implementation of the MURP should be explored and strengthened. This should entail study tours to successful URPs in the country and beyond. Competent personnel with the much needed skills, technical knowhow, expertise and experience for the implementation of the MURP should be recruited, retained and compensated accordingly. This will not only ensure continuity for the sustainability of the programme but will discourage the turnover of staff. BCMM's political and administrative leaders should play their role meaningfully in providing strategic leadership for the successful execution of the MURP. They should champion and pioneer strategic partnerships and coordination of the various stakeholders including other spheres of government. This, among others, should entail setting aside budget for the implementation of the MURP and not rely on outside funding as has been the norm since the inception of the programme. Moreover, the municipality should reassess the significance of the MURP and place it accordingly on the institution’s organogram if the MURP is to achieve its intended goal.

5.5. Suggestions for Future Research

One of the limitations of this study is that it drew inferences mostly and only from the sampled Mdantsane residents' perceptions of the impact of the MURP on their lives and livelihoods. Other beneficiaries within the same township could not be reached while others refused to be interviewed. The research therefore only reflects the views of only the respondents who participated in the study. Moreover, perceptions of beneficiaries from other URPs across the country were not considered in this study due to the nature of the research conducted - the case-study approach.

Further research in the future focusing more on each of the above cited measures may likely uncover interesting findings or provide genuine analysis that could not be done on the basis of the research data collected in this study. For instance, one study may specifically seek to conduct an in-depth research on the role of the private sector in the implementation of the MURP. Another may seek to investigate the effects of intergovernmental relations and partnerships in enhancing the delivery of services
through the Urban Renewal Programme. Equally interesting could be the comparative study of Mdantsane and other nodes across the country and the various implementation models employed to attain the URP goals and objectives.
REFERENCES


APPENDICES

APPENDIX A: LETTER OF INTRODUCTION

TO WHOM IT MAY CONCERN

My name is Ntombizabantu Mhlekude, a student currently registered and studying towards a Masters Degree in Public Administration, in the Department of Public Administration - University of Fort Hare. As part of the requirements of this programme, I am expected to conduct a research study, entitled:

“Assessing the impact of the Mdantsane Urban Renewal Programme (MURP) on the lives and livelihoods of beneficiaries: The case of the Eastern Cape Buffalo City Metropolitan Municipality”.

I, therefore, kindly request your cooperation in completing this questionnaire. Your contribution to this academic endeavor is greatly appreciated in anticipation.

Please be advised that the information and/or data which you will provide will ONLY be used for academic purposes. Your ethical right to anonymity, privacy and confidentiality is guaranteed and will be strictly adhered to. You are not expected to reveal your names or any personal information which might identify you as a respondent in this study.

You are kindly urged to please answer all questions as objectively and honestly as possible.

Thank you in anticipation.

_________________

N. Mhlekude (Student)
APPENDIX B: QUESTIONNAIRE FOR MDANTSANE RESIDENTS AND STAKEHOLDERS OPERATING AT MDANTSANE

This study assesses the impact of the Mdantsane Urban Renewal Programme (MURP) on the lives and livelihoods of beneficiaries since inception (2001-2011). You are not required to identify yourself and all information will be handled with strict confidentiality. The time needed to complete this questionnaire will be approximately 30 minutes.

INSTRUCTIONS:

Please answer the questions below by marking a cross (X) in the applicable box, using a black pen.

Mark only ONE option per question, except where otherwise stated.

Dotted lines mean that you need to EXPLAIN your answer.

SECTION A: Biographical information

1. Gender

1 2

Female Male

2. Age

1 2 3 4 5 6

18-30 31-40 41-50 51-60 61-70 71+

3. Level of Education

1 2 3 4 5 6

No Schooling Primary School High School Tertiary Diploma Tertiary Degree Other

4. Marital Status
### SECTION B: Socio-economic information

7. How long have you been staying/operating at Mdantsane?

| 1-12 months | 1-5 years | 6-10 years | 11-20 years | 21 + |

8. Number of people living in your household

| 1-3 people | 4-6 people | 7-10 people | 11 and above |

9. Employment Status

| Self-employed | Unemployed | Permanently Employed | Contract/temporarily | Casual employment |

10. Monthly Income
11. Dwelling type

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<tbody>
<tr>
<td></td>
<td>R0-R500</td>
<td>R501-R1500</td>
<td>R1501-R3000</td>
<td>R3001-R5000</td>
<td>R5001+</td>
</tr>
</tbody>
</table>

12. Toilet facility

<table>
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<tr>
<th></th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Flush inside toilet</td>
<td>Flush outside toilet</td>
<td>Outside bucket toilet</td>
<td>Outside pit toilet</td>
<td>Communal toilet</td>
<td>Other (specify)</td>
</tr>
</tbody>
</table>

13. Main water source

<table>
<thead>
<tr>
<th></th>
<th>1</th>
<th>2</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Piped tap water inside</td>
<td>Tap water inside yard</td>
<td>Community Tap</td>
</tr>
</tbody>
</table>

**SECTION C: Perceptions regarding IDP**

Please indicate to what extent you agree or disagree with each statement by placing an “X” in the appropriate box.

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<thead>
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<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Strongly disagree</td>
<td>Disagree</td>
<td>Undecided</td>
<td>Agree</td>
<td>Strongly agree</td>
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</table>

**My Understanding of the term “Integrated Development Planning” or “IDP”**

<table>
<thead>
<tr>
<th></th>
<th>14</th>
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<th>3</th>
<th>4</th>
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<tbody>
<tr>
<td></td>
<td>I know what IDP is about</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>15</td>
<td>IDP offers a better quality of life for disadvantaged residents</td>
<td>1 2 3 4 5</td>
<td></td>
<td></td>
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<td></td>
<td></td>
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<tr>
<td>16</td>
<td>IDP is a vehicle for development and enhancement of better socio-economic development</td>
<td>1 2 3 4 5</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>The IDP of BCMM delivers on its mandate</td>
<td>1 2 3 4 5</td>
<td></td>
<td></td>
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**Community Participation**

| 18 | The municipality listens to the voices at grass root level | 1 2 3 4 5 |
| 19 | Municipality does not consult enough with the community | 1 2 3 4 5 |
| 20 | The ward committee system is not actively encouraging public participation | 1 2 3 4 5 |
| 21 | The community is made aware of planned development projects | 1 2 3 4 5 |
| 22 | Proper communication, transparency and consultation take place during the planning and implementation process | 1 2 3 4 5 |
| 23 | Access to and dissemination of information is adequate | 1 2 3 4 5 |
| 24 | People are given an opportunity to participate in the IDP process and budgeting | 1 2 3 4 5 |
| 25 | The municipality style is top-down and does not allow enough public participation, or the municipality does not listen to public concerns even when public participation meetings are held | 1 2 3 4 5 |
### The Impact of IDP

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<tbody>
<tr>
<td>26</td>
<td>The municipality has improved your life as from 2003 to date through IDP projects</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>27</td>
<td>You are satisfied with the way in which these projects are implemented</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>28</td>
<td>Public participation in the IDP Projects brings sustainable income</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td></td>
<td></td>
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<tr>
<td>29</td>
<td>The BCMM IDP potentially alleviates poverty</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td></td>
<td></td>
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<tr>
<td>30</td>
<td>There are developmental backlogs in your area that the IDP has not addressed</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>31</td>
<td>Things have improved in our community compared to 2003</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>32</td>
<td>IDP projects will bring more changes in the next 5 years</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
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### SECTION D: Perceptions on MURP

Please indicate to what extent do you agree or disagree with each statement by placing an “X” in the appropriate box

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<td>2</td>
<td>Disagree</td>
<td>3</td>
<td>Undecided</td>
<td>4</td>
<td>Agree</td>
<td>5</td>
</tr>
</tbody>
</table>

**My Understanding of the term “Mdantsane Urban Renewal Programme” or “MURP”**

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</thead>
<tbody>
<tr>
<td>34</td>
<td>I know what MURP is about</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td></td>
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<tr>
<td>35</td>
<td>MURP offers a better quality of life for disadvantaged residents</td>
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<td>2</td>
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<tr>
<td>36</td>
<td>MURP is a vehicle for development and enhancement of better socio-economic development</td>
<td>1</td>
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<tr>
<td>37</td>
<td>The MURP delivers on the URP’s mandate</td>
<td>1</td>
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**Community Participation**

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<tbody>
<tr>
<td>38</td>
<td>The community participates in the implementation of MURP programmes</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>39</td>
<td>MURP programmes are informed by community needs</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>40</td>
<td>The ward committee system is actively encouraging public participation where people voice their democratic rights</td>
<td>1</td>
<td>2</td>
<td>3</td>
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</tr>
<tr>
<td>41</td>
<td>The community planned development projects are prioritised in the budget process</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>42</td>
<td>Proper communication, transparency and consultation take place during the planning and implementation process of MURP programmes</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>43</td>
<td>Access to and dissemination of information on MURP programmes and projects is adequate</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>44</td>
<td>People are given an opportunity to participate in the MURP process and budgeting</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>45</td>
<td>The municipality style is bottom up and allows enough public participation</td>
<td>1</td>
<td>2</td>
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**The Impact of MURP**

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<tbody>
<tr>
<td>46</td>
<td>Policies, procedures and structures are in place but not in practice</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>47</td>
<td>The MURP has improved your life as from 2001 to date</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>48</td>
<td>You are satisfied with the way in which these projects are implemented</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>49</td>
<td>Public participation in the MURP programmes brings sustainable income</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>50</td>
<td>The MURP has a potential to alleviate poverty in Mdantsane</td>
<td>1</td>
<td>2</td>
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<tr>
<td><strong>51</strong></td>
<td>There are developmental backlogs in your area that the MURP has not addressed</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td><strong>52</strong></td>
<td>Mdantsane has improved compared to 2003 in terms of infrastructural projects</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td><strong>53</strong></td>
<td>I see things changing for the better in the next 5 years</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
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</table>

**SECTION E: Observations on nodal development through the MURP**

54. What, in your view, is the Mdantsane Urban Renewal Programme and its benefits?

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55. What noticeable development changes in Mdantsane can you note comparing the era before and after the launch of the MURP?

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56. Which major development do you think mostly benefited the residents under the MURP and why?

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57. What development programmes do you think were neglected by the MURP and why?

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58. What, in your own view, was the reason behind the launch of the MURP?

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59. Eleven years (2001 -2012) down the line, would you say the MURP managed to achieve its intended goals in line with nodal development? Please explain your answer.
60. How has the MURP benefitted local residents in terms of opportunities for jobs and poverty reduction?

61. What, in your opinion, would you cite as the successes of the MURP since inception (2001 - 2011)?

62. What, in your opinion, would you cite as the challenges of the MURP since inception (2001 - 2011)?

63. What can you suggest as solutions to the challenges identified above?

SECTION F: General Comments and Impressions about the MURP

64. What are your impressions generally about the implementation of the MURP?

65. What, in your view, should have been done differently?
66. Any other comment which you would like to make in relation to the effectiveness of the MURP in reference to the development of infrastructure?

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Thank you very much for your time and patience in completing the questionnaire!
APPENDIX C: QUESTIONNAIRE FOR BCMM COUNCILLORS AND OFFICIALS

This study assesses the impact of the Mdantsane Urban Renewal Programme (MURP) on the lives and livelihoods of beneficiaries since inception (2001-2011). You are not required to identify yourself and all information will be handled with strict confidentiality. The time needed to complete this questionnaire will be approximately 30 minutes.

**INSTRUCTIONS:**

Please answer the questions below by marking a cross (X) in the applicable box, using a black pen.

Mark only **ONE** option per question, except where otherwise stated.

Dotted lines mean that you need to **EXPLAIN** your answer.

### SECTION A: Biographical information

1. Gender

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
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<tbody>
<tr>
<td>Female</td>
<td>Male</td>
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</table>

2. Age

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<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
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<tbody>
<tr>
<td>18-30</td>
<td>31-40</td>
<td>41-50</td>
<td>51-60</td>
<td>61-70</td>
<td>71+</td>
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</tbody>
</table>

3. Highest qualification

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<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
</tr>
</thead>
<tbody>
<tr>
<td>No Schooling</td>
<td>Primary School</td>
<td>High School</td>
<td>Tertiary Diploma</td>
<td>Tertiary Degree</td>
<td>Other</td>
</tr>
</tbody>
</table>

4. Marital Status

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<tr>
<th>1</th>
<th>2</th>
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<th>4</th>
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</thead>
<tbody>
<tr>
<td>Single</td>
<td>Married</td>
<td>Divorced</td>
<td>Widowed</td>
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</tbody>
</table>

5. Home Language
SECTION B: Socio-economic information

6.1. How long have you been serving at BCMM?

<table>
<thead>
<tr>
<th></th>
<th>1-12 months</th>
<th>1-5 years</th>
<th>6-10 years</th>
<th>11-20 years</th>
<th>21 +</th>
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<tbody>
<tr>
<td>1</td>
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6.2. Which position do you hold within BCMM and for how long?

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6.3. Before serving at BCMM, what was your activity?

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6.4. In which department within BCMM, if any, are you deployed/employed?

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6.5. What is the relationship between your department and MURP?

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6.6. In which Directorate is the MURP located within BCMM?

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7. Does the municipality have a capacity building policy to enhance participation of both workers and the beneficiaries in the IDP process, especially MURP? Please mark with an X the appropriate box.

7.1 IDP
8. What are the programmes that are co-coordinated by the MURP office? Please provide a list of programmes hosted in the MURP office.

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9. What are the programmes offered by the municipality to empower officials, ward councilors and the residents regarding IDP?

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10. What are the programmes offered by the municipality to empower officials, ward councilors and the residents with regards to the implementation of the MURP?

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11. Are there any IDP information sharing sessions or road-shows held by BCMM to empower people? Please mark with an X the appropriate box.

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<th>1</th>
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<tbody>
<tr>
<td>Yes</td>
<td>Not sure</td>
<td>No</td>
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</table>

12. How often per year are these sessions offered to the beneficiaries?

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<th>1</th>
<th>2</th>
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<th>5</th>
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</thead>
<tbody>
<tr>
<td>0 times</td>
<td>1-2</td>
<td>3-5</td>
<td>6-8</td>
<td>9+</td>
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</table>

13. Does the municipality have a record of beneficiaries of the various projects that are under the MURP’s coordination?
14. If yes, could you kindly provide the number of beneficiaries since the inception of the programme? (A list of projects and beneficiaries of each project would be appreciated).

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<th>4</th>
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<tbody>
<tr>
<td>0</td>
<td>1-2</td>
<td>3-5</td>
<td>6-8</td>
<td>9+</td>
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15. What are the strategies you use to make sure that the URP’s mandate is met?

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16. From your perspective, what are the major challenges facing MURP in BCMM?

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17. Does BCMM have a monitoring and evaluation process to measure the effectiveness of the implementation of the MURP?

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<tr>
<td>Yes</td>
<td>No</td>
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18. In the next five years, what plans does the MURP have in line with the URP’s mandate?

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19. Comparing MURP with other nodal points in the country, how would you rate your achievements? Please mark with an X the appropriate box.

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<th>4</th>
<th>5</th>
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</thead>
<tbody>
<tr>
<td>Very Poor</td>
<td>Poor</td>
<td>Indifferent</td>
<td>Good</td>
<td>Very Good</td>
</tr>
</tbody>
</table>

20. As a Councillor/official of BCMM, what would you like to see the municipality doing more on URP to improve service delivery and to improve the quality of life of Mdantsane residents?
21. Do you think the municipality has the necessary capacity in this regard? Explain your answer.

SECTION C: Observations on nodal development through the MURP

22. What, in your view, is the Mdantsane Urban Renewal Programme and its benefits?

23. What notable development changes in Mdantsane can you note comparing the era before and after the launch of the MURP?

24. Which major development do you think mostly benefited the residents under the MURP and why?

25. What development programmes do you think were neglected by the MURP and why?

26. What, in your own view, was the reason behind the launch of the MURP?

27. Eleven years (2001 -2012) down the line, would you say the MURP managed to achieve its intended goals in line with nodal development? Please explain your answer.
28. How has the MURP benefitted local residents in terms of opportunities for jobs and poverty reduction?

29. What, in your opinion, would you cite as the successes of the MURP since inception (2001 - 2011)?

30. What, in your opinion, would you cite as the challenges of the MURP since inception (2001 - 2011)?

31. What can you suggest as solutions to the challenges identified above?

32. What are your impressions generally about the implementation of the MURP?

33. What, in your view, should have been done differently?

34. Any other comment which you would like to make in relation to the effectiveness of the MURP with reference to the development of infrastructure?
35. What are the municipal plans regarding the MURP post the pilot period (2001 - 2011). Specify, if any.

Thank you very much for your time and patience in completing the questionnaire!