



Enhancing integrated development planning to alleviate the legacy of apartheid planning

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Abstract:

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The research serves to gain a deeper understanding as to the reasons behind the persistence of the apartheid planning legacy. This is done through a discourse analysis of integrated development planning, a planning tool introduced into South Africa to address the consequences of apartheid. Thus the aim of the Research is to:

1. Understand the underlying values and meanings of the discourses used in the many iterations of the City's Integrated Development Plans (IDPs);
2. Explore if, and how, these values and meanings have changed since 2002;
3. Establish what has prompted a change in the adopted values and meanings contained within the different iterations of the City's IDPs; and
4. Critically assess how altered values and meanings have impacted on planning actions and outcomes.

Research Methods used are the case study method, discourse analysis, institutional ethnography and archival research. More specifically, a case study on Cape Town and a discourse analysis of different iterations of the City's IDP (a method done in conjunction with archival research). These IDPs being the 2002, 2007 and 2012 IDP.

The findings show that the values and meanings have indeed changed since the 2002 IDP. This change is mainly attributed to the dynamic nature of Cape Town's political context over time, as well as its socio-economic context. This change has resulted in the poor no longer being prioritized and empowered through integrated development planning. It is also seen that the shift towards a more managerial approach to planning, which is seen in the IDP, has come at the expense of actions and outcomes which successfully redress the legacy of apartheid planning. A result which clearly contributes to the persistence of the apartheid planning legacy.



1	<u>INTRODUCTION</u>	1
1.1	THE PURPOSE OF THIS CHAPTER	1
1.2	THE BACKGROUND TO THE STUDY	1
1.2.1	REDRESSING THE LEGACY OF APARTHEID PLANNING	1
1.2.2	INTEGRATED DEVELOPMENT PLANNING	5
1.2.3	DISCOURSE ANALYSIS FOR URBAN POLICY RESEARCH	7
1.3	IDENTIFYING THE PROBLEM UNDER STUDY	8
1.4	ESTABLISHING THE AIM OF THE STUDY	8
1.5	ESTABLISHING THE MAIN RESEARCH QUESTION AND THE RESEARCH METHODS	9
1.6	STRUCTURE OF THE DISSERTATION	10
2	<u>LITERATURE REVIEW</u>	12
2.1	THE PURPOSE OF THIS CHAPTER	12
2.2	INTEGRATED DEVELOPMENT PLANNING IN SOUTH AFRICA: A HISTORIC ACCOUNT	12
2.2.1	INTEGRATED DEVELOPMENT PLANNING BEFORE 1994	13
2.2.2	INTEGRATED DEVELOPMENT PLANNING AFTER 1994 BUT BEFORE THE MUNICIPAL SYSTEMS ACT 2000	13
2.2.3	INTEGRATED DEVELOPMENT PLANNING AFTER THE MUNICIPAL SYSTEMS ACT 2000	17
2.3	INFLUENTIAL POLICIES AND LEGISLATIONS IN THE SOUTH AFRICAN CONTEXT	20
2.3.1	WHITE PAPER ON RECONSTRUCTION AND DEVELOPMENT (1994)	20
2.3.2	LOCAL GOVERNMENT TRANSITION ACT SECOND AMENDMENT ACT, 1996 [No. 97 of 1996]	22
2.3.3	DEVELOPMENT FACILITATION ACT [No. 67 of 1995]	24
2.3.4	THE CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996	27
2.4	INTEGRATED DEVELOPMENT PLANNING AS A PROCESS AND THE IDP AS A PRODUCT IN CONTEMPORARY SOUTH AFRICA	30
2.4.1	INTEGRATED DEVELOPMENT PLANNING AS A PROCESS	30
2.4.2	INTEGRATED DEVELOPMENT PLANS AS A PRODUCT	30
2.5	PROBLEMS ASSOCIATED WITH INTEGRATED DEVELOPMENT PLANNING IN SOUTH AFRICA	32
2.6	INTEGRATED DEVELOPMENT PLANNING AS A DISCOURSE	34
2.6.1	DEFINING DISCOURSE AND RELATING IT TO INTEGRATED DEVELOPMENT PLANNING	34
2.6.2	VALUES, MEANINGS, AND ACTIONS IN DISCOURSE THEORY	36
2.6.3	INTERPRETATION OF VALUES, MEANINGS, AND ACTIONS	38
2.6.4	CHANGE IN VALUES, MEANINGS AND ACTIONS OVER TIME	42

2.7	CONCLUSION OF LITERATURE REVIEW	44
3	<u>METHODS</u>	48
3.1	INTRODUCTION	48
3.2	RESEARCH METHODS	49
3.2.1	DISCOURSE ANALYSIS	49
3.2.2	CASE STUDY	53
3.2.3	ARCHIVAL RESEARCH	55
3.2.4	INSTITUTIONAL ETHNOGRAPHY	57
3.3	RESEARCH TECHNIQUES	58
3.3.1	ANALYSIS OF THE 'INTEGRATED DEVELOPMENT PLANNING' DISCOURSE	58
3.3.2	SEMI-STRUCTURED INTERVIEWS	59
3.4	SAMPLING PROCEDURES	61
3.5	ETHICAL CONSIDERATIONS	63
3.6	DATA ANALYSIS	65
3.7	CONCLUSION	66
4	<u>FINDINGS AND DISCOURSE ANALYSIS OF IDPS</u>	67
4.1	THE CASE STUDY AREA AND A BRIEF REVIEW OF THE MUNICIPAL SYSTEMS ACT	69
4.2	ASSESSING THE COCT'S IDPs BASED ON THE CRITERIA FOR 'INTEGRATION'	72
4.2.1	ASSESSING THE COCT'S IDPs WITH REGARD TO HORIZONTAL AND VERTICAL INTEGRATION	72
4.3	ASSESSING THE COCT'S IDPs WITH REGARD TO CRITERIA FOR 'SUSTAINABILITY'	75
4.3.1	ASSESSING THE COCT'S IDPs WITH REGARD TO FEASIBILITY	75
4.3.2	ASSESSING THE COCT'S IDPs WITH REGARD TO ENVIRONMENTAL SUSTAINABILITY	77
4.3.3	ASSESSING THE COCT'S IDPs WITH REGARD TO USAGE OPTIMIZATION	79
4.4	ASSESSING THE COCT'S IDPs BASED ON THE CRITERIA FOR 'PEOPLE DRIVEN DEMOCRACY'	83
4.4.1	ASSESSING THE COCT'S IDPs WITH REGARD TO INCLUSIVITY	83
4.4.2	ASSESSING THE COCT'S IDPs WITH REGARD TO INVOLVEMENT AND PARTICIPATION	85
4.4.3	ASSESSING THE COCT'S IDPs WITH REGARD TO EMPOWERMENT	88
4.4.4	ASSESSING THE COCT'S IDPs WITH REGARD TO PRIORITIZATION	90
4.4.5	ASSESSING THE COCT'S IDPs WITH REGARD TO SAFETY AND HEALTH	91
4.5	ASSESSING THE COCT'S IDPs BASED ON THE CRITERIA FOR 'GOOD GOVERNANCE'	96
4.5.1	ASSESSING THE COCT'S IDPs WITH REGARD TO TRANSPARENCY	96
4.5.2	ASSESSING THE COCT'S IDPs WITH REGARD TO ASSESSMENT AND ACCOUNTABILITY	97

<u>5 REASONS FOR CHANGED VALUES AND MEANINGS, ALONG WITH IMPACT ON PLANNING ACTIONS AND OUTCOMES</u>	<u>100</u>
5.1 CAPE TOWN'S POLITICAL CONTEXT	100
5.2 CAPE TOWN'S SOCIO-ECONOMIC CONTEXT	108
5.3 ADDITIONAL REASONS FOR THE CHANGE IN VALUES AND MEANINGS FROM INTERVIEWS	116
5.4 IMPACT ON PLANNING ACTIONS AND OUTCOMES	122
<u>6 CONCLUSION AND RECOMMENDATIONS</u>	<u>145</u>
6.1 ANSWERS TO RESEARCH QUESTIONS	146
6.1.1 WHAT ARE THE UNDERLYING VALUES AND MEANINGS OF THE DISCOURSES USED IN THE MANY ITERATIONS OF THE CITY'S IDPs; AND HOW HAVE THESE VALUES AND MEANINGS CHANGED SINCE 2002?	146
6.1.2 WHAT HAS PROMPTED A CHANGE IN THE ADOPTED VALUES AND MEANINGS CONTAINED WITHIN THE DIFFERENT ITERATIONS OF THE CITY'S IDPs?	150
6.1.3 HOW HAVE ALTERED VALUES AND MEANINGS IMPACTED ON PLANNING ACTIONS AND OUTCOMES?	152
6.2 POLICY RECOMMENDATIONS	153
6.2.1 RECOMMENDATIONS FOR INTEGRATION	153
6.2.2 RECOMMENDATIONS FOR SUSTAINABILITY	154
6.2.3 RECOMMENDATIONS FOR PEOPLE DRIVEN DEMOCRACY	155
6.2.4 RECOMMENDATIONS FOR GOOD GOVERNANCE	156
6.3 REFLECTIONS	156
6.4 RECOMMENDATIONS FOR FUTURE RESEARCHERS	157
6.5 LIMITATIONS TO THE STUDY	158
6.6 CONCLUSION	158
<u>REFERENCES</u>	<u>161</u>
<u>APPENDIX A: DISCOURSE ANALYSIS</u>	<u>171</u>
A.1 DISCOURSE ANALYSIS OF THE IDPs	171
A.1.1 FINDINGS AND DISCOURSE ANALYSIS OF CAPE TOWN 2002/2003 IDP	171
A.1.2 FINDINGS AND DISCOURSE ANALYSIS OF CAPE TOWN 2007/2008 IDP	182
A.1.3 FINDINGS AND DISCOURSE ANALYSIS OF CAPE TOWN 2012/2013 IDP	194
<u>APPENDIX B: TRANSCRIBED INTERVIEWS</u>	<u>198</u>

APPENDIX C: SIGNED CONSENT FORMS 239

APPENDIX D: APPROVAL OF ETHICS IN RESEARCH 248

APPENDIX E: LETTER FROM EDITOR 250





List of Tables

TABLE 2.1: INFLUENTIAL VALUES AND MEANINGS OF THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME	21
TABLE 2.2: INFLUENTIAL VALUES AND MEANINGS OF THE LOCAL GOVERNMENT TRANSITION ACT, SECOND AMENDMENT ACT, 1996	23
TABLE 2.3: INFLUENTIAL VALUES, ALONG WITH THEIR MEANINGS, OF THE DEVELOPMENT FACILITATION [ACT NO. 67 OF 1995]	24
TABLE 2.4: INFLUENTIAL VALUES AND MEANINGS WITHIN THE CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996	27
TABLE 2.5: DIFFERENT USES OF 'DISCOURSE'	35
TABLE 2.6: ASSESSMENT CRITERIA AND SUBSIDIARY RESEARCH QUESTIONS EMPLOYED FOR THIS STUDY	44
TABLE 3.1: COLOUR CODING LEGEND FOR ASSESSMENT CRITERIA	59
TABLE 3.2: INTERVIEW SCHEDULE	60
TABLE 4.1: VALUES AND MEANINGS ASSOCIATED WITH 'INTEGRATION'	75
TABLE 4.2: VALUES ASSOCIATED WITH 'SUSTAINABILITY'	82
TABLE 4.3: VALUES ASSOCIATED WITH 'PEOPLE DRIVEN DEMOCRACY'	94
TABLE 4.4: VALUES ASSOCIATED WITH 'PEOPLE DRIVEN DEMOCRACY'	99
TABLE 5.1: SHOWING PROPOSED MAJOR INFRASTRUCTURAL PROJECTS IN 2012 IDP	131
TABLE 5.2: SHOWING IMPLEMENTED MAJOR INFRASTRUCTURAL PROJECTS IN 2016/2017 IDP REVIEW	133

List of Figures

FIGURE 1.1: SHOWING THE SOCIO-ECONOMIC CONSEQUENCES AS A RESULT OF APARTHEID PLANNING	2
FIGURE 4.1: SHOWING THE METROPOLITAN AREA OF CAPE TOWN, THE CASE FOR THIS STUDY.	69
FIGURE 5.1: 1999 SOUTH AFRICA NATIONAL ELECTION RESULTS.	100
FIGURE 5.2: 1999 WESTERN CAPE PROVINCIAL ELECTION RESULTS.	101
FIGURE 5.3: 2000 CAPE TOWN LOCAL ELECTION RESULTS.	101
FIGURE 5.4: 2004 SOUTH AFRICA NATIONAL ELECTION RESULTS.	103
FIGURE 5.5: 2004 WESTERN CAPE PROVINCIAL ELECTION RESULTS.	103
FIGURE 5.6: 2006 CAPE TOWN LOCAL ELECTION RESULTS.	104
FIGURE 5.7: 2009 SOUTH AFRICA NATIONAL ELECTION RESULTS.	105
FIGURE 5.8: 2009 WESTERN CAPE PROVINCIAL ELECTION RESULTS.	106
FIGURE 5.9: 2011 CAPE TOWN LOCAL ELECTION RESULTS.	106
FIGURE 5.10: SHOWING THE PERCENTAGE OF THE POPULATION AGED 5 TO 24 YEARS ATTENDING SCHOOL IN THE WESTERN CAPE – 1996, 2001 AND 2011.	108
FIGURE 5.11: SHOWING THE EDUCATION LEVELS OF POPULATION AGED 20 YEARS AND OLDER IN THE WESTERN CAPE – 1996, 2001 AND 2011.	109
FIGURE 5.12: SHOWING THE TYPES OF DWELLINGS IN THE WESTERN CAPE – 1996, 2001 AND 2011.	111
FIGURE 5.13: SHOWING ACCESS TO WATER SUPPLY IN THE WESTERN CAPE – 1996, 2001 AND 2011.	112
FIGURE 5.14: SHOWING REFUSE REMOVAL IN THE WESTERN CAPE – 1996, 2001 AND 2011.	113
FIGURE 5.15: SHOWING TOILET FACILITIES IN THE WESTERN CAPE – 1996, 2001 AND 2011.	113
FIGURE 5.16: SHOWING WESTERN CAPE'S GDP GROWTH RATE OVER THE YEARS - 2001 TO 2010.	114
FIGURE 5.17: SHOWING SPATIAL REPRESENTATION OF 2002 IDP PLANNING ACTIONS	125
FIGURE 5.18: CAPE TOWN HOUSING PROJECTS UNDER CONSTRUCTION (PART 1).	128
FIGURE 5.19: CAPE TOWN HOUSING PROJECTS UNDER CONSTRUCTION (PART 2).	128
FIGURE 5.20: SHOWING SPATIAL REPRESENTATION OF 2007 IDP PLANNING ACTIONS	130
FIGURE 5.21: SHOWING SPATIAL REPRESENTATION OF 2007 IDP PLANNING ACTIONS	136
FIGURE 5.22: SHOWING PROPOSED ECONOMIC INVESTMENT IN THE 2009 SDF	138
FIGURE 5.23: SHOWING PROPOSED ECONOMIC INVESTMENT IN THE 2012 SDF	139
FIGURE 5.24: SHOWING PROPOSED DEVELOPMENT AREAS IN THE 2009 SDF	141
FIGURE 5.25: SHOWING PROPOSED TOURISM DEVELOPMENT AREAS ALONG WITH CULTURAL AND HERITAGE AREAS IN THE 2012 SDF	142
FIGURE 5.26: SHOWING PROPOSED DEVELOPMENT AREAS IN THE 2012 SDF	143

List of Abbreviations

IDP – Integrated Development Plan

RDP – Reconstruction and Development Programme

CoCT – City of Cape Town

FEPD – Forum for Effective Planning and Development

RSA – Republic of South Africa



1 Introduction

1.1 The Purpose of this Chapter

The purpose of this chapter is to introduce the problem under investigation, as well as the main research question of the study. Before doing so, the problem under investigation will be contextualized. This contextualization takes place in section 1.2 which, in turn, sets-up the overarching aim of the research. Thereafter, the main research question is presented. This is followed by a brief discussion of the assessment criteria used to undertake this study. Assessment criteria are derived from an in-depth review of the relevant literature. Before turning to this review in Chapter 2, the last section of this chapter outlines the contents of the remaining chapters of the dissertation.

1.2 The Background to the Study

1.2.1 Redressing the Legacy of Apartheid Planning

In an article titled "More than twenty years after the repeal of the Group Areas Act: Housing, spatial planning and urban development in post-apartheid South Africa", Newton and Schuermans (2013) demonstrate how South Africa is failing to facilitate the implementation of more just and equitable cities despite the promulgation of progressive spatial policies and legislation. Visser (2001) expands on Newton and Schuermans' demonstration in his article, "Social Justice, Integrated Development Planning and Post-Apartheid Urban Reconstruction", while Binns and Nel (2002) support Visser's research findings in their article titled "Devolving Development: Integrated Development Planning and Development Local Government in Post-apartheid South Africa". These, and countless other scholarly works on post-apartheid planning, all tend to conclude with a common narrative, namely that South Africa continues to face a formidable reconstruction task with regards to redressing the spatial and socio-economic inequalities resulting from the apartheid and colonial eras.

Furthermore, as argued by Visser (2001), apartheid planning, along with the social and economic divide, is simply replicated in the post-apartheid reconstruction era. An example of this replication is given by Newton and Schuermans' (2013) discussion of how affordable housing continues to be placed on the outskirts of urban centres, which, in turn, results in further spatial segregation and socio-economic inequality. Another example is how the overall socio-economic and structural inequalities in South Africa persist, even though South Africa was on the receiving end of a significant amount of foreign aid during the first post-apartheid administration (Winkler, 2009). How this socio-economic divide manifests itself in Cape Town is shown in Figure 1.1 below:

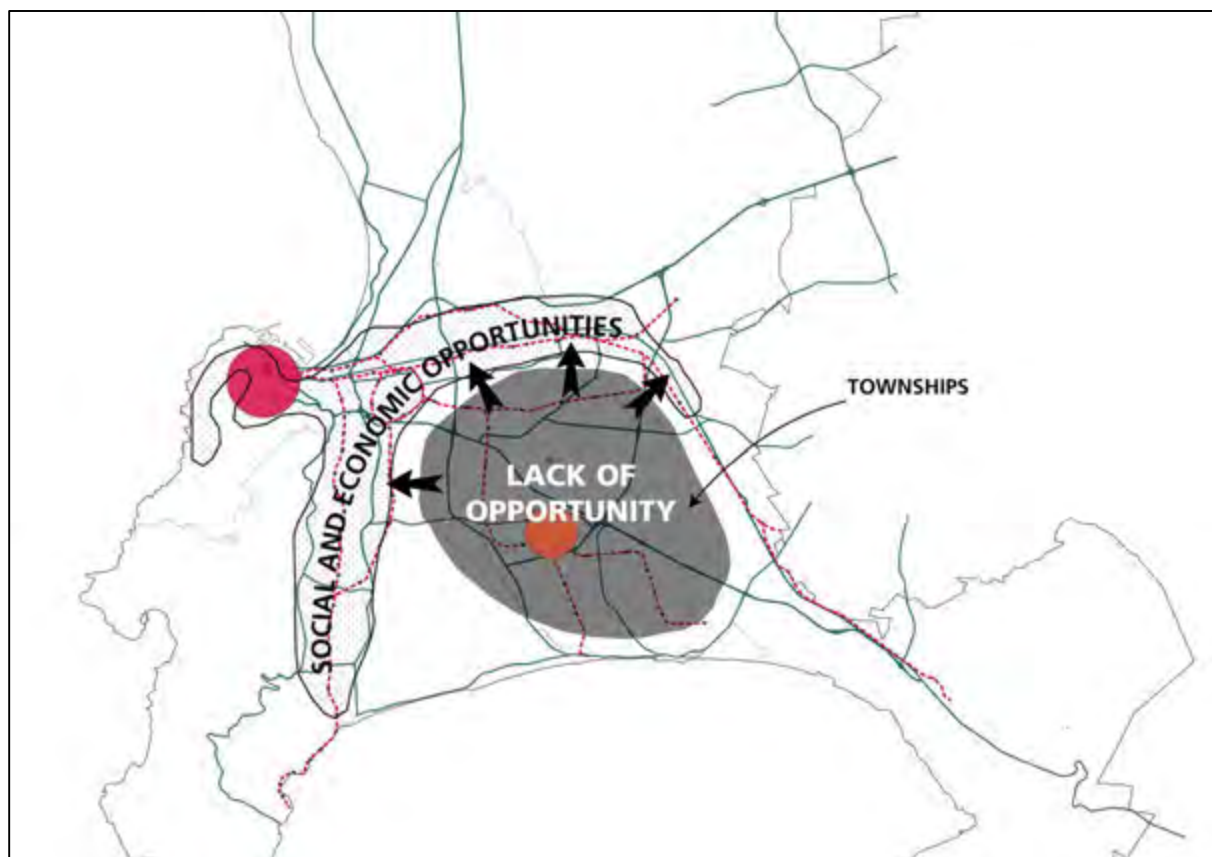


Figure 1.1: Showing the socio-economic consequences as a result of apartheid planning

(Source: After: Madell, 2008. *Apartheid City Planning*. At: <http://neighbourhoodworks.org/better-living-challenge/>)

Undoubtedly, redressing the legacy of apartheid (and colonialism) remains a central concern for South African planners. However, it seems as if we are failing to do this despite the enactment of statutes that are purposefully crafted to promote more just, equitable and integrated planning outcomes. Of further concern, these statutes that include the Municipal Systems Act of 2000—and that necessitate the implementation of Integrated Development Plans (IDPs) and Spatial Development Frameworks (SDFs)—have been in place for almost two decades, but have yielded scant results. This begs the question: Why are planners failing to redress the spatial and socio-economic legacies of the 'apartheid city' despite the promulgation of progressive planning policies and legislation? Asked differently: Why is there an obvious disjuncture between policy formulation and spatial outcomes in the South African context?

While these are important questions to ask, they distract our focus from grappling with some of the more nuanced, complex and multiple reasons for the persistent disjuncture between policy formulation and spatial outcomes. Moreover, many of us already know the answers to these questions which include: A lack of resources (both capital and human resources); changing or competing institutional cultures between local and national tiers of government; a lack of political will; 'state capture'; a resistance to embrace truly alternative ways of thinking and doing; and the like. By contrast, and in order to start grappling with some of the more complex reasons for the ongoing spatial fragmentation, this research focuses on discourse theory. This theory, which encompasses a critical discourse analysis, is not only concerned with 'language' in the broadest sense. Rather, it also concerns the values and meanings that are contained within policy documents. It is therefore argued that while the language (or discourse) of 'integrated development planning' has remained unaltered since it was first conceptualised and promulgated as a solution to apartheid planning, the values and meanings contained within municipal Integrated Development Plans (IDPs) have changed. Values and meanings, in turn, inform and shape planning actions.

The idea that values and meanings shape planning actions (Winkler, 2016) serves as the philosophical underpinning of this study. In an article titled "Rethinking Scholarships on Planning Ethics", Winkler (2016: 1) states that "many scholars accept that planners operate at the interface of knowledge and action". As such, it is argued that our planning actions have changed in accordance with ever changing, and at times oscillating, values and meanings, while the discourses we use have, more or less, remained unaltered (see Chapter 4). Critical discourse analysis is, therefore, used as an analytical method to engage in a more nuanced study of the various iterations of the City of Cape Town's IDPs.

Discussions presented thus far speak of the background to this study while revealing the focus of the study: The City of Cape Town's IDPs. The reason this study focuses on IDPs (as opposed to other planning policies) is due to the fact that integrated planning directives contain multiple discourses that are purposefully geared towards redressing the apartheid city. These discourses, in turn, are laden with values and meanings that have shaped planning actions and outcomes in situated contexts. Furthermore, the reason the municipality of Cape Town is chosen as the case under study pertains to the fact that it (as well as the Provincial government) has been governed by a number of different political parties (including a coalition government). Different political parties ascribe different values and meanings to the established discourses found in the Municipal Systems Act [No. 32 of 2000] (see Chapter 4). Let us then continue to sketch the background of this study by briefly introducing the role of integrated development planning in the South African context. Chapter 2 will delve further into the concept of integrated development planning with a particular focus on the history and origin of this integrated development planning practice.

1.2.2 Integrated Development Planning

IDPs are intended to be holistic multi-sectorial plans, which guide the future development of the locality, giving direction to both the municipality and other spheres of government operating in the area.

(Todes, 2003: 844)

The salient political motivation of the IDP is to contribute to undoing apartheid legacies by rectifying an urban geography which is seen to hamper 'good' urban planning.

(Visser, 2001: 1683)

Todes' (2003) excerpt introduces the purpose of the IDP which includes, amongst other things, guiding a municipality's spatial planning priorities in accordance with its strategies and budgets. She goes on to emphasise that integrated planning is perceived as an approach to redress poverty, environmental degradation, and socio-economic inequalities (ibid.). This highlights the holistic nature of integrated development planning. For Visser (2001), integrated development planning is, above all else, a means of correcting past spatial and socio-economic inequalities. This standpoint is corroborated by Todes (2003). The City of Cape Town, by contrast, emphasises the budgeting role of the IDP above all else (CoCT, 2016). Thus, for the City, the purpose of the IDP is to establish how the municipality will spend its budget over a period of five years. It is also interesting to note that the City of Cape Town reviews its IDP on a yearly basis, because the budget is reviewed on an annual basis (ibid.). Odendaal (2007), on the other hand, describes how people perceive the IDP differently, as some identify the IDP with a state-driven approach which is based on needs, whereas others believe the IDP is about good fiscal management. These findings alone reveal some of the different values and meanings attributed to the discourse of 'integrated development planning'. Still, this study necessitates further depth and nuance (which will take place in succeeding chapters).

Multiple values and meanings contained within the idea of 'integrated development planning' extend to other municipalities across South Africa. As a result, many municipalities find it difficult to produce strategic and longer-term plans that go beyond the organisation of service delivery (Todes et al., 2010). Furthermore, and according to Gunter (2005), only the major municipalities are able to formulate comprehensive IDPs that are reviewed on a regular basis. Cash and Swatuk (2010: 72-73) add to this argument by stating that:

The IDP ultimately has little influence on the socio-spatial landscape, largely due to the socio-economic framework within which it operates.

This suggests that a large number of municipalities simply do not have the capabilities and resources to perform integrated development planning. As a consequence, the idea of integrated development planning has become little more of a "wish list" (Gunter, 2005: 33) because most municipalities are unable to translate their planning strategies into proactive and implementable outcomes (Todes, 2003). To make matters worse, the IDP process is often criticized for its lack of meaningful participation (Todes et al., 2010; Cash and Swatuk, 2010). Thus, we find major "disjunctures between voice, policy, and implementation" (Todes et al., 2010: 82). Cash and Swatuk (2010) agree and argue that the overall vision has the potential to become unclear during implementation. Of further concern, IDPs are failing to address the most troublesome problems of our divided and inequitable cities despite policymakers' intentions to redress the apartheid legacy (Harrison, 2006). The many concerns summarized in this section point to the need for a more detailed and nuanced study that focuses on how and why IDPs are failing to address these, and still other, concerns (see Chapter 2 for a more detailed discussion on the identified problems of the IDP). A more detailed and nuanced study necessitates an in-depth and critical analysis of the discourses used in relevant policies, as well as a critical analysis of the outcomes of these

policies. Let me explain by turning to a discussion on the use of discourse analysis for urban policy research (see Chapter 3 for a more detailed discussion).

1.2.3 Discourse Analysis for Urban Policy Research

Jacobs (2006) argues that one of the most challenging aspects of using discourse analysis for urban policy research is the ambiguity associated with the term 'discourse'. In order to address this challenge, the researcher needs to define and identify the policy discourses they hope to analyse from the onset (ibid.). Thus, McCloskey's (2008: 24) definition of the term 'discourse' will be used for this study, which is: "Discourse is a belief, practice or knowledge that constructs reality and provides a shared way of understanding the world".

The 'practice' and 'knowledge' used by South African planners (and policymakers) in the post-apartheid context is the concept of 'integrated development planning'. As such, 'integrated development planning' is our 'reality' and our 'shared way of understanding the world', even if we ascribe different values and meanings to this discourse, or even if we reject the idea of integrated planning. But this study, as suggested earlier in the chapter, is not only concerned with 'the discourse' (or language) of 'integrated development planning'. It is also concerned with the values and meanings associated with this discourse, because these values and meanings, as previously argued, have changed. A deeper and more nuanced understanding of how and why these values and meanings have changed — as well as what the impact of these changes on planning actions and outcomes — will allow for a new understanding of why the legacy of the apartheid city remains in place after two decades of progressive policy making.

Before moving on to the problem under study, it is important to note that 'the discourse' of 'integrated development planning' includes other discourses that are found in the Municipal Systems Act [No. 32 of 2000]. Thus, the following discourses are also analysed in Chapter 4: Integration; sustainability; people driven democracy; and good governance.

1.3 Identifying the Problem under Study

Thus, evidence-based research undertaken by planning scholars demonstrates that IDPs (which includes the City of Cape Town's IDPs) are failing to meet the statutory requirements of redressing the spatial legacy of apartheid planning. This is the identified problem of this study. If these spatial legacies are not addressed, the socio-economic divide will continue to exist. There is thus an urgent need to explore deeper and more nuanced understandings of why and how spatial fragmentation remains a concern.

Having outlined the problem of the study, let us now turn to the aim of the study.

1.4 Establishing the Aim of the Study

The complexity of this study necessitates the establishment of multifaceted aims. Accordingly, this study aims to:

5. Understand the underlying values and meanings of the discourses used in the many iterations of the City's IDPs;
6. Explore if, and how, these values and meanings have changed since 2002;
7. Establish what has prompted a change in the adopted values and meanings contained within the different iterations of the City's IDPs; and

8. Critically assess how altered values and meanings have impacted on planning actions and outcomes.

Collectively, these research aims are both explanatory and exploratory in nature. The following section will now establish the four main research questions to this study.

1.5 Establishing the Main Research Question and the Research Methods

Based on the established aims, the main research question needs to become a four- fold question that, simultaneously, asks what and how questions. As such, the main research questions ask:

- What are the underlying values and meanings found in the different iterations of the City's IDPs?
- Have these underlying values and meanings changed since 2002; and if so, how have they changed?
- If these values and meanings have changed since 2002, what has prompted this change?
- If these values and meanings have changed since 2002, how has this change impacted on planning actions?

In order to answer these main research questions a longitudinal study of the City of Cape Town's IDPs will take place. The City of Cape Town is the case under study, and a critical discourse analysis, as well as institutional ethnographic research methods, is employed to collect data. Each of these methods and techniques are discussed in Chapter 3.

The next chapter (Chapter 2) contains a theoretical framework that is used to establish the assessment criteria. These criteria are used in Chapter 4 to analyse the research findings. Before turning to the next chapter, this introductory chapter concludes with a brief outline of the structure of the remainder of this dissertation.

1.6 Structure of the Dissertation

The Dissertation is structured as follows:

Chapter 2 establishes the theoretical framework for analysing and exploring the values and meanings of integrated development planning in the City of Cape Town. The theoretical framework is based on an in-depth review of the relevant literature. A review of the relevant literature also adds additional research questions for this study.

Chapter 3 outlines the qualitative research methods and techniques used to undertake this study. This chapter also encompasses discussions on conducting ethical research, in addition to discussions concerning the limitations of the methods and techniques used to collect data for this study. It concludes with a discussion on how the data will be analysed.

Chapter 4 analyses the data collected using the assessment criteria established in Chapter 2 to explore and analyse the values and meanings of integrated development planning. Chapter 5 explores the reasons for the change in the values and meanings, along with the impact this change has had on planning actions and outcomes.

Chapter 6 begins by providing answers to the main and subsidiary research questions. In so doing, the research findings are synthesized. The chapter then goes on to present policy and other spatial planning recommendations for the purpose of addressing the problems identified in the study.

2 Literature Review

2.1 The Purpose of this Chapter

From the problem identified for this study, which was presented in the previous chapter, it is clear that the spatial impacts of apartheid planning persist despite the promulgation of post-apartheid planning legislation and policies. It is also clear that 'integrated development planning' is supposed to be a tool aimed at addressing the legacy of apartheid planning. The purpose of this chapter is to establish a theoretical framework for analysing and exploring why this legacy persists by delving deeper into the discourse (which includes the values and meanings) of integrated development planning in a specific context. To this end, a theoretical framework is established based on an in-depth review of relevant literature. This review, in turn, sets-up the assessment criteria used to analyse research findings (see Chapter 4). The theoretical framework also informs the subsidiary research questions for this study.

This chapter is structured as follows: the first section begins with a historical account of integrated development planning within the South African context. The second section delves into integrated development planning as a discourse. It explores the relation between values, meanings and actions in relation to the study. The chapter concludes with the idea that values, meanings and actions, within and across discourses, change over time.

2.2 Integrated Development Planning in South Africa: A Historic Account

By delving into the history of integrated development planning, this section aims to trace the origins of this approach to spatial planning in South Africa. This section also explores how and when the 'integrated development planning' discourse became a policy in the context under study, and how the underlying values and meanings of integrative planning have changed over

time. Yet despite the changes in the values and meanings of 'integration', it is interesting to note that concerns for 'integrated development planning' have always included the dual idea of planning as a process and planning as a product, as is evidenced in the legislative requirements of municipalities to produce Integrated Development Plans (IDPs).

2.2.1 Integrated Development Planning before 1994

The notion of integrated development planning can be traced back to the 1970s in South Africa. In an article titled "Integrated Development Plans and Third Way Politics", Harrison (2006) notes that from the late 1970s, the reformist wing of the apartheid government was desperately searching for solutions for an increasing crisis associated with the economy and politics. The apartheid government felt an urgent need to address growing socioeconomic issues in South Africa. At the time, there was hope that coordination on a regional level would fix some of the consequences of apartheid (ibid.). There were various initial attempts at integrated development planning in the late 1970s. For example, the integrated rural development programmes in the Gazankulu and Transkei homelands, which, due to the lack of reorganization of the political and administrative structures, had limited impact (ibid.). The initial attempts at integrated development planning were not meeting their expectations during the apartheid era.

2.2.2 Integrated Development Planning After 1994 but before the Municipal Systems Act 2000

During the earlier phases of the post-apartheid era, integrated development planning was (strongly) linked to the Reconstruction and Development Programme (RDP)¹. Integrated development planning was thus to become the tool with which the RDP could be delivered in a coordinated manner

¹ RDP was a policy framework aimed at socio-economic progress which was both integrated and coherent (RSA, 1994: 7). It aimed to move everyone, as well as all resources, towards the elimination of the results of apartheid (ibid.).

(Harrison, 2006; Cash and Swatuk, 2010). Also in this regard, as Harrison (2006) notes, the policy discourse shifted from regional economic 'coordination' to the role of local government. Indeed, and as Pycroft (1998: 155) argues:

Integrated development planning seeks to position municipalities at the centre of a complex matrix of organizations operating within the council's area of jurisdiction, where they will take responsibility for managing both horizontal and vertical dimensions of [spatial and other forms of] integration.

Gunter (2005), in agreement with Todes (2004) and Pycroft (1998), avers that the essential aim of Integrated Development Plans (IDPs) was to have local municipalities interacting with one another in order to ultimately bring about prosperity to a region. This shift is an indication of the growing importance of local government (municipalities). It was accompanied by a shift in the allocation of responsibility for the implementation of strategies aimed at redressing the legacy of apartheid. I argue that this was a shift towards promoting greater autonomy at the local (or municipal) level of planning. As Pycroft (1998: 155) argues, integrated development planning was seen as "the mechanism for overcoming the inadequacies of the past [by] repositioning local government within [the post-apartheid government's] new [integrative] developmental mode".

Along with the growing importance of local government, there was a growing focus on integrated development planning. The RDP Office² developed a Forum for Effective Planning and Development (FEPD). According to Harrison (2006: 194), the forum, which was interdepartmental, defined integrated development planning as:

² The Reconstruction and Development Program (RDP) Office was set up in national governance in order to give coordination on a national level with regard to the implementation of the RDP (Harrison, 2006). Nelson Mandela announced the closure of the RDP Office in 1996 (ibid.)

A participatory approach to integrate economic, sectorial, spatial, social, institutional, environmental, and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population in a manner that provides sustainable growth, equity and empowerment of the poor and the marginalized.

In short, integrated development planning was a multi-faceted, participatory, as well as a long term approach to planning (Harrison, 2006). Based on the principles of sustainable growth, equity, as well as the empowerment of the poor and marginalized, the aim of integrated development planning was to integrate economic, sectorial, spatial, institutional, environmental and fiscal strategies. That is, to align and coordinate the implementation of these strategies.

Pycroft (1998) argues that since the closure of the RDP Office in 1996, the government was searching for other ways to make sure that: (i) resources were used efficiently; (ii) duplication which was wasteful would be minimized, and; (iii) the three spheres of government worked together. As a result, the IDP became the focus of South Africa's post-apartheid municipal planning system (Harrison, 2006; Todes, 2004). Nevertheless, according to Harrison (2006), the idea of an IDP was hastily added to the Local Government Transition Act (Second Amendment Act) of 1996. Gunter (2005), however, suggests that the IDP was in fact introduced prior to 1996, as the Local Government Transition Act of 1993 stated that all municipalities needed to have an IDP. Yet regardless of this timeframe discrepancy, it is important to note that during the earlier phases of the post-apartheid era the overarching purpose of the IDP was not clearly stipulated in the legislation (Harrison, 2006). Rather, it was rushed into the Local Government Act of 1996, and, as a result, its role was not understood by many local authorities at the time (ibid.).

Still, the trend to strengthen the role and autonomy of municipalities via the facilitation of coordinated and integrated development began with the December 1995 and June 1996 democratic local government elections (Pycroft, 1998). The practice of integrated development planning was becoming stronger, and legislation was being put in place to support it (Todes, 2004). The South African Constitution thus gave municipalities more autonomy than ever before (Todes et al., 2010). With time, integrated development planning was supported by more and more legislation. Harrison (2006: 187) describes how the role of the IDP was outlined in the White Paper on Local Government (1998) as:

- Providing a long term vision for a municipality;
- Outlining the priorities of the council which was elected;
- Connecting and coordinating sectorial plans, as well sectorial strategies;
- Aligning the financial resources and human resources with the needs of implementation;
- Putting a stronger focus on the sustainability of the environment;
- Provision of the basis for annual budgeting, as well as mid-term budgeting.

The White Paper originally saw integrated development planning as a means of, firstly, giving municipalities a direction towards the future. It was also seen as a way of assisting municipalities to focus on the critical issues facing their areas of jurisdiction. Lastly, integrated development planning was perceived as a means of integrating the different responsibilities within municipalities. The authors of the White Paper on Local Government (1998) saw the IDP at the heart of a developmental local government (Pycroft, 1998; Harrison, 2006). A developmental local government is a local government that is focused on the promotion of the economic and social development of communities (ibid.). Winkler (2009: 9) expands on this by defining development planning as "any

spatial, political, and socioeconomic unit that constitutes the 'process', the 'context', and the 'object' of planning".

Furthermore, and at the time when the IDP became a legislated policy, the discourses pertaining to governance and planning were focused not only on 'integration' and 'participation', but also on 'performance management' (Harrison, 2006; Todes, 2004). Integrated development planning was thus perceived as an approach which could be adapted to changing circumstances. This is because, as Odendaal (2007) highlights, many of the influences on integrated development planning emphasised the necessity for planning to be more responsive to change. Yet, and for the purpose of my research, it is important to note the (subtle) shift in focus from principles of sustainable growth, equity and the empowerment of the poor and marginalized, to a focus that also included 'performance management' (even if performance management was conceived within broader understandings of 'integration' and 'participation'). The added focus on performance management, however, started to change the original meanings and values associated with 'integrated planning', as research findings demonstrate (see Chapter 4).

2.2.3 Integrated Development Planning after the Municipal Systems Act 2000

Todes (2004) argues that IDPs were expected to give effect to the concept of developmental local governance in South Africa. In December 2000, municipal elections were held and a new system of local government came into effect (Harrison, 2006).

The historical narrative up until this point indicates the growing importance of integrated development planning and local developmental governance. The historical narrative also indicates the growing responsibility of municipalities. This growth in importance and responsibility appears to have continued after

the Municipal Systems Act [No. 32 of 2000]. Harrison (2006) argues that the IDP is an attempt by national government to make sure that local governments perform their functions in a diligent and fiscally responsible manner. Todes (2004) notes that integrated development planning is a mechanism for determining the (re)allocation of scarce resources. It is also a mechanism to ensure horizontal integration (between sectors within the local government) and vertical integration (between other spheres of government) (ibid.). Integrated development planning aligns and coordinates development both horizontally and vertically, within local government.

In 2001, municipalities had to produce interim IDPs (Harrison, 2006). These had to be finalised in March 2002 (Gunter, 2005). Also in 2001, the Presidential Coordinating Council called for the implementation of a state-wide planning system (Harrison, 2006). Integrated development planning would serve as the basis for aligning policy, planning and budgeting processes across all spheres of government (ibid.). Thus, integrated development planning became central to planning within the South African context.

One of the main themes of the IDP is service delivery (Gunter, 2005). Cash and Swatuk (2010) expand on this and note that integrated development planning is the principal tool for addressing the socio-economic needs of local communities and the delivery of services in a sustainable manner. The focus of integrated development planning has now become centred on the delivery of services to communities. Accordingly, municipalities need to demonstrate how they will meet their key performance targets, especially those targets that are aligned with service delivery.

The discussion has shown the growing importance of local government and how integrated development planning has increased the responsibility of local government. However, to what extent does the legislation promote municipal autonomy, and how has a focus on performance management changed the original meanings and values associated with 'integrated planning'? In a similar vein, Gunter (2005: 36) argues that:

A key question is whether national government is trying to override the autonomy of local government by legislating against its independence, especially as the local sphere of government is often the only tier of government that is not dominated by the African National Congress (ANC).

Thus, the discussion above raises questions such as: What influence does national legislation have on the values and meanings which are associated with integrated development planning within the City of Cape Town?; What influence does national legislation have on the implementation of integrated development planning within the City of City Town?; How has a focus on performance management changed the original meaning and values associated with 'integrated planning'?

This section has outlined the origin of integrated development planning in the South African context. In doing so, I have noted that the concept pre-dates the Municipal Systems Act [No. 32 of 2000]. A variety of factors influenced the introduction of integrated development planning in South Africa. This section concludes by noting the centrality of integrated development planning in South Africa with regard to post-apartheid reconstruction. As mentioned earlier, this study focuses on the values and meanings associated with integrated development planning. This section traced the origin of integrated development planning within South Africa which highlighted specific values which were associated with integrated development planning. The next

section delves into the policies and legislations that were in place during the time that integrated development planning came about in South Africa. The section aims to extract values within the legislation which I believe are related to integrated development planning based on the historical narrative above. Thus, the following policies and legislations are considered as being influential to the values and meanings associated with integrated development planning.

2.3 Influential Policies and Legislations in the South African Context

Having discussed the history of integrated development planning and traced its origins in the previous subsection, at this point of the chapter I turn to the policies and legislations that were around during the time when integrated development planning came about. In so doing I attempt to highlight the values and meanings embodied within these policies and legislations which, in turn, may have influenced the values and meanings associated with integrated development planning.

2.3.1 White Paper on Reconstruction and Development (1994)

As discussed in the section prior to this one, integrated development planning was closely linked to the RDP. The IDP is even seen as a tool that has the potential to remind decision makers of the goals of the RDP (Cash and Swatuk, 2010). I thus argue that the values and meanings attached to the 'integrated development planning' discourse were influenced by the values and meanings associated with the RDP.

Table 2.1: Influential values and meanings of the reconstruction and development programme

Page	Influential values and meanings
Page 7	RDP is described as a policy framework for socio-economic progress which is both integrated and coherent. The aim of the RDP is to move everyone and all resources towards the elimination of the consequences of apartheid.
Page 8	A basic principle of the RDP is integration and sustainability. This is with regard to the use of resources in strategies which are aligned, and will be implemented within all three spheres of government. The consideration of affordability is also attached to this basic principle.
Page 8	A basic principle of the RDP is one of being driven by people. Development being about the involvement and the growth of empowerment. A commitment by the government to be transparent as much as possible.
Page 8	A basic principle of the RDP is the promotion of peace along with security.
Page 8	A basic principle of the RDP is meeting basic needs and building infrastructure. The RDP will integrate growth, development, reconstruction, along with reconciliation, into a programme which is unified.
Page 9	A basic principle of the RDP is one of democracy. The people who are affected must participate in making the decisions.
Page 9	A basic principle of the RDP is assessment and accountability.

(RSA, 1994)

Based on the basic principles of the RDP which have been outlined by the White Paper on Reconstruction and Development (1994), I will now highlight the values and meanings. I argue that these values and meanings were influential to integrated development planning.

One of the values is 'integration'. This means the alignment of strategies. This also means that the implementation of strategies is aligned throughout all three spheres of government. Finally, this means a programme which is unified. Another value is 'sustainability', which means the use of resources for the strategies in a manner which is affordable. 'People driven' is also a value. This means that development should involve the people who are affected by the development. This also means that residents should be empowered by the development. Another value is 'Democracy'. This means that the people who are affected by development must participate in the making of decisions. Finally, there is the value of 'transparency'. This means that the government should be transparent at all times.

For the purpose of this study, it should be noted that the 'elimination of the consequences of apartheid' is explicitly stated in the White Paper on Reconstruction and Development. This directly links the RDP to the elimination of the legacy of apartheid planning, which relates to integrated development planning, as scholars mention that it is closely linked to the RDP. Subsequent policies and legislation lose this value.

2.3.2 Local Government Transition Act Second Amendment Act, 1996 [No. 97 of 1996]

As described within the historical narrative above, the Local Government Transition Act (Second Amendment Act) 1996, played a significant role in the introduction of integrated development planning in South Africa. Harrison (2006) describes how this Act gives one a good idea of what the original intention of the IDP was. I thus argue that the values and meanings attached to the 'integrated development planning' discourse were influenced by the values and meanings associated with the Local Government Transition Act (Second Amendment Act) of 1996.

Table 2.2: Influential values and meanings of the Local Government Transition Act, Second Amendment Act, 1996

Section	Influential values and meanings
Definitions	The section on definitions defines 'integrated development planning' as a plan which is aimed at development of a municipal area, which is integrated. This section also refers to 'integrated development planning' as a plan aimed at the management of that municipal area.
Section (4) (b) (i)	A district council shall create as well as implement an integrated development plan with the approval of the local councils, rural councils and representative councils which are concerned.
Schedule 2. Section (3) (a)	A metropolitan council should create as well as implement an IDP which includes the encouragement of integrated economic development. This section also mentions that this should be done with the consideration of developmental needs and priorities of metropolitan local councils.
Schedule 2A. Section 2	A metropolitan local council should create as well as implement an IDP which includes the encouragement of integrated local economic development. This section also mentions that this should be coherent with the metropolitan IDP.

(RSA, 1996)

Based on the information from the Local Government Transition Act (Second Amendment Act) of 1996, I will now highlight the values and meanings. I argue that these values and meanings were influential to integrated development planning.

The main value highlighted within the Act is 'Integration'. This means integrated development planning at a district scale which is approved by the local councils, rural councils, as well as the representative councils concerned. It also means integrated development planning at a metropolitan scale which includes economic development, as well as the developmental needs and

priorities of metropolitan local councils. Finally, integrated development planning at a local scale which includes local economic development and is coherent with metropolitan integrated development planning. In essence, in this Act 'integration' means integration throughout all scales with a particular focus on the economy.

For the purpose of this research, it should be noted that this legislation associates the value of 'management' with integrated development planning. It also places greater emphasis on economic development.

2.3.3 Development Facilitation Act [No. 67 of 1995]

In defining integrated development plans, the Local Government Transition Act (Second Amendment Act) of 1996, refers to IDPs as plans which have regard to the principles within chapter one of the Development Facilitation Act [No. 67 of 1995]. I thus argue that the values and meanings attached to the 'integrated development planning' discourse were influenced by the values and meanings associated with the Development Facilitation Act No. 67 of 1995.

Table 2.3: Influential values, along with their meanings, of the Development Facilitation [Act No. 67 of 1995]

Section	Influential values and meanings
Section 3 (1) (c) (i)	The promotion of the integration of social, economic, institutional and physical aspects with regard to the development of land.
Section 3 (1) (c) (ii)	The encouragement of land development of both the rural and urban areas, which is integrated.
Section 3 (1) (c) (iii)	The encouragement of the availability of residential opportunities and employment opportunities, either in close proximity to one another, or integrated with each other.

Table 2.3 (Continued)

Section	Influential values and meanings
Section 3 (1) (c) (iv)	The encouragement of the optimization of the use of resources which are already existing.
Section 3 (1) (c) (v)	The encouragement of land uses which are diverse.
Section 3 (1) (c) (vi)	The discouragement of urban sprawl. This is related to working towards more compact cities and towns.
Section 3 (1) (c) (vii)	Working towards correcting distorted spatial settlement patterns as a result of the past, and also working towards the best possible use of infrastructure.
Section 3 (1) (c) (viii)	The encouragement of land development processes as well as practices which are environmentally sustainable.
Section 3 (1) (d)	Members of a community that are affected by the development of land should participate in the development of land.
Section 3 (1) (e)	There should be development of the skills as well as the capacities of the disadvantaged people who are involved in the development of land.
Section 3 (1) (h) (i)	The encouragement of land development which is within the fiscal, institutional, as well as the administrative means of South Africa.
Section 3 (1) (h) (ii)	The encouragement of the establishment of communities which are viable.
Section 3 (1) (h) (iii)	The encouragement of a continuous protection of the environment.
Section 3 (1) (h) (iv)	Meeting the basic needs of all in a manner which is affordable.

(RSA, 1995)

Based on the information from the Development Facilitation Act [No. 67 of 1995], I will now highlight the values and meanings. I argue that these values and meanings were influential to integrated development planning.

One of the values is 'integration'. This means incorporating the social, economic, institutional, as well as the physical factors associated with land development. This also means development in both rural and urban areas. Furthermore, this means the integration of residential opportunities and employment opportunities. Another value is the 'availability of opportunity'. This means a greater number of residential opportunities and employment opportunities. Furthermore, this means residential opportunities and employment opportunities being close to each other. There is also a value of 'sustainability'. This means optimizing the use of resources which are already existing. Furthermore, this means the best possible use of infrastructure. This also means the continuous protection of the environment. Furthermore, this means development of land which is within fiscal, institutional, as well as administrative means. Another meaning is meeting the basic needs in an affordable manner. This also means viable communities. 'democracy' is also a value. This means that members of the community that are affected by a development of land should participate in the development of land. Another value is 'people driven'. This means the development of skills along with capacities of disadvantaged people affected by land development.

This legislation also makes an indirect reference to addressing the apartheid planning legacy. The Act refers to correcting the problematic settlement pattern which is as a result of the past. This legislation, along with the White Paper on Reconstruction and Development, associates the value of 'addressing the legacy of apartheid planning' with integrated development planning.

2.3.4 The Constitution of the Republic of South Africa, 1996

The Municipal Systems Act [No. 32 of 2000] (which I see as the defining point for integrated development planning in South Africa), refers to section 152 of the Constitution when outlining the roles of municipalities with regard to integrated development planning. I thus argue that the values and meanings attached to the 'integrated development planning' discourse were influenced by the values and meanings associated with the Constitution of the Republic of South Africa, 1996.

Table 2.4: Influential values and meanings within the Constitution of the Republic of South Africa, 1996

Section	Influential values and meanings
Section 152. (1) (a)	The objective of local government is to govern local communities in a democratic and accountable manner.
Section 152. (1) (b)	The objective of local government is to make sure services are provided to a community in a manner which is sustainable.
Section 152. (1) (c)	The objective of local government is to encourage development which is both social and economic.
Section 152. (1) (d)	The objective of local government is to encourage an environment which is both safe and healthy.
Section 152. (1) (e)	The objective of local government is to encourage community as well as community organizations, to be involved with regard to local government.
Section 152. (2)	A municipality should work towards the objectives outlined in section 152, within the municipality's financial and administrative capacity.
Section 153 (a)	A municipality should structure, as well as manage, its administration, budgeting, and planning processes in order to prioritize the basic needs of the community and encourage the development of the community in a manner which is social and economic.

Table 2.4 (continued)

Section	Influential values and meanings
Section 153 (b)	A municipality should take part in both national and provincial development programs.
Section 24 (a)	Everyone has the right to an environment which does not harm their health or wellbeing.
Section 24 (b)	Everyone has a right to the protection of the environment to benefit both the future and present generations.
Section 24 (b) (iii)	Secure development, and the use of natural resources which is ecologically sustainable.

(RSA,1996)

Based on the information from the Constitution of the Republic of South Africa, 1996, I will now highlight the values and meanings. I argue that these values and meanings were influential to integrated development planning.

One of the values is 'integration'. This means development with is both social and economic. This is different to the meanings associated with 'integration' in the Local Government Transition Act (Second Amendment Act) of 1996, where economic development is emphasized as opposed to both social and economic development. This also means a municipality taking part in both national and provincial development programmes. Another value is 'sustainability'. This means services being provided to a community in a sustainable way. This also means a municipality working towards objectives within its financial and administrative means. Furthermore, this means protection of the environment to benefit both future and present generations. 'Democracy' is also one of the values. This means that the community along with community organizations are involved with local governance. Finally, one of the values is also 'people driven'. This means prioritizing the basic needs of

the community. This also means social development as well as economic development of the community.

For the purpose of this study, it is important to note the emphasis on service delivery with regard to integrated development planning, in the Constitution. This was not emphasized in the other legislations and policies discussed. It is also important to note that the redressing the legacy of apartheid is not explicitly mentioned in the sections.

This section explores the underlying values and meanings within the legislation which was in place during the time that South Africa turned to integrated development planning. There are elements within the historical narrative which are found within the values and the meanings within this legislation. Thus, all these values and meanings will be used to develop a theoretical framework at the end of this chapter. These values and meanings will be grouped under the discourses 'integration', 'sustainability', 'people driven democracy' and 'good governance'; all of which are underpinning the 'integrated development planning' discourse. This will also serve as the assessment criteria used later in the study.

Having thoroughly understood the history of integrated development planning in South Africa, the next section delves into integrated development planning as a process, and integrated development plans as a product.

2.4 Integrated development planning as a process and the IDP as a product in contemporary South Africa

The previous sections trace the origins of integrated development planning in South Africa and then outline the underlying values and meanings of integrated development planning. The values and meanings, in turn, bring meaning to integrated development planning. This section presents, firstly, integrated development planning as a process. Thereafter, it presents integrated development plans as a product of that process.

2.4.1 Integrated Development Planning as a Process

Todes et al. (2010) argue that integrated development planning is a process through which municipalities and stakeholders reach a common agreement about the future of municipal areas. Cash and Swatuk (2010) also describe integrated development planning as a participatory approach. All sectors, along with affected individuals, need to be consulted (Cash and Swatuk, 2010). Integrated development planning attempts, in principle, to involve all those who are affected by it. Odendaal (2007) notes, in agreement with this observation, that integrated development planning is based on the principle of inclusivity.

2.4.2 Integrated Development Plans as a Product

South Africa's IDPs reflect on interest in multi-sectorial integrated, bottom-up approaches to local and regional development, and with forms of governance based on participatory approaches and high levels of decentralization.

(Todes, 2004: 849)

The IDP is a strategic plan which coordinates, as well as directs the activity of the municipal authority (Harrison, 2006; Todes, 2004; Pycroft, 1998; Cash and Swatuk, 2010). The minimum content of the IDP, which is reviewed every five years, is outlined in the Municipal Systems Act [No. 32 of 2000]. The IDP must contain:

- A long term vision for the municipality;
- An assessment which looks at the current level of servicing within the municipality, the current economic development in the municipality, as well as the current social development in the municipality;
- The priorities as well as the objectives of the council which has been elected;
- The strategies for development that the council will be using. These strategies should be coherent with provincial plans and national plans;
- A spatial development framework which should give guidelines of land use management;
- Strategies of operation;
- Sectorial plans which are required by other legislation;
- A financial plan; and,
- Key indicators for performance, along with key targets.

(Harrison, 2006)

The above also shows the idea of 'management of performance' being associated with integrated development planning.

Todes (2004) argues that the IDP can be perceived as a tool for integrated territorial development and that it can also be seen as a regional plan due to the extent of land and population that it covers. The IDP has spatial implications on a variety of scales. As seen above, the spatial component of the IDP is the spatial development framework (Harrison, 2006; Todes, 2004). For

urban planners Cash and Swatuk (2010), the IDP provides a framework detailing where resources should be (strategically) focused.

This section discusses integrated development planning as a process and integrated development plans as a product. The following section of this chapter explores the problems associated with the IDP since its introduction into South Africa.

2.5 Problems associated with integrated development planning in South Africa

The expectations of the IDP have been far too high. Odendaal (2007) mentions, for example, that the expectation that the IDP will allow for spatial change is perhaps a bit premature.

Todes (2003), on the other hand, describes how another weakness which is common in IDPs is that the strategies of the IDPs which are aimed at the economy are not perceived as being central to the plan. This suggests that some IDPs aren't placing enough focus on the necessity for economic development; a value seen in the Local Government Transition Act (Second Amendment Act) 1996.

The problems associated with integrated development planning also extend to environmental protection, as Todes (2003) describes how the principles of sustainability are not widely reflected within the IDP and the aspects concerning the environment are normally weakly developed.

Furthermore, the problem extends to numerous municipalities not even recognizing the adjacent municipality's IDP (Gunter, 2005). Sometimes district government even constructs an IDP without even looking at the IDPs of the municipalities that make up its constituency, which can lead to conflicts of interests (Gunter, 2005). This suggests a lack of 'integration' in the integrated development planning process.

Winkler (2009) expands the problem to planning in its entirety, when arguing that more emphasis is on the facilitation of the process of planning, which is at the expense of context, objective, as well as the content of planning. This suggests that one of the shortcomings of integrated development planning is that a large emphasis is placed on the process of integrated development planning and the production of IDPs (with regards to legislation and statutes) as opposed to the actual content of IDPs.

In his article, Harrison (2006) describes how Martin (2002) speaks of how IDPs are not addressing the most troublesome problems and that IDPs are staying far away from radical interventions that are necessary to change patterns which are deeply entrenched. Also in his article, Harrison (2006) then turns to Pieterse (2003), who describes how our ideologies of integration are not able to address the legacy along with the systems of power that reproduce the apartheid City.

Now that we have introduced integrated development planning, along with the problems associated with it, the following section will look at integrated development planning as a discourse. This section will discuss the theory of discourse and how it relates to integrated development planning. The section will focus on the roles of values and meanings, within the 'integrated development planning' discourse.

2.6 Integrated Development Planning as a Discourse

This section delves into discourse theory and how it relates to integrated development planning. Firstly, the section will explore the definition of discourse and how it relates to integrated development planning. Thereafter, it will explore the roles of values, meanings and actions in discourse theory. This will be related to the roles of the values and meanings associated with integrated development planning. This will be followed by an exploration of the notion that values, meanings and actions, within a particular discourse, change over time for a variety of reasons.

2.6.1 Defining discourse and relating it to integrated development planning

The term discourse has been used variably within various disciplines as can be seen in Table 2.5 below. Sawyer (2002) refers to discourse as a unit of language which is larger than a sentence. Sawyer (2002) further argues that discourses are groups of ideas or ways of thinking which have been produced socially and can be traced in individual texts or groups of texts. Phillips et al. (2004) refer to discourse as the practices of both writing and talking, but more specifically, a collection of texts which are meaningful. In cultural studies as well as social theory, discourse is used in a broad manner and refers to more than just language (Sawyer, 2002). Jorgensen and Phillips (2002) describe how Laclau and Mouffe use the term discourse to not only involve language, but all social phenomena. Discourse is broad as a concept. Discourse also has various meanings within different fields. Sawyer (2002: 434 – 435) describes these various meanings in Table 2.5 below:

Table 2.5: Different uses of 'discourse'

Field	Usage of 'Discourse'
Post-colonial theory	'Discourse' is described as being a system of domination
Anthropology	'Discourse' is described as a culture or an ideology
Sociolinguistics	'Discourse' is described as being a style of speech or register
Psychology	'Discourse' is described as being a practice which is either physical or bodily
Feminist theory	'Discourse' is described as a type of subject

Using the broad definition of the term discourse, it follows then that the 'integrated development planning' discourse is multifaceted. However, I will focus on the actions and speech acts within the discourse. White (2004) refers to discourse as a framework of ideas or way of understanding and a construction of meaning. The values and meanings that municipalities associate with integrated development planning are transferred primarily through texts. By 'texts' within integrated development planning, I am referring to a variety of forms as Phillips et al. (2004) mention that texts that are part of a discourse can be in a range of forms. Although, as White (2004) notes, meaning can be constructed in a variety of ways which are limitless, I am limiting my study to the construction of values and meanings associated with integrated development planning through texts within a particular domain, that domain being urban planning.

2.6.2 Values, meanings, and actions in discourse theory

Jorgensen and Phillips (2002) speak of a nodal point as a privileged sign around which other signs are ordered. Each of these signs acquire their meaning from their relationship with the nodal point (Jorgensen & Phillips, 2002). The nodal point is integrated development planning in this case. Consequently, the actions of a municipality carry certain values and meanings because of how they relate to the values and meanings associated with integrated development planning within the municipality. The relation of other signs to the nodal points is to the exclusion of other possible meanings and consequently, creating a unified system of meaning (Jorgensen & Phillips, 2002). Jorgensen and Phillips (2002) also describe master signifiers as things which organize identity. In this case, municipalities (local governments), planners and municipal council members are considered master signifiers.

Price (1999) argues that a critical look at language examines how language in discourse maintains and reproduces social relations of power. Jorgensen and Phillips (2002) take this argument further when they note that the production of meaning is a crucial part of stabilizing relations of power. It is through the production of meaning that power relations are naturalised. In fact, the production of meaning can make power relations unquestionable (Jorgensen and Phillips, 2002). One therefore needs to ask how the language within integrated development planning legislation and policy not only guides activities within municipalities but also maintains, as well as reproduces power relations within a municipality. How, if at all, does the same language maintain and/or reproduce power relations across the three spheres of government?

Phillips et al. (2004), Elder-Vass (2011) as well as Jorgensen and Phillips (2002) describe how discourses make some ways of thinking possible whilst simultaneously making others impossible or costly. For example, White (2004) argues, from a social constructionist perspective, that ethical duties and rights

are agreed upon by people within a particular socio-cultural context. These duties and rights may have no existence beyond that socio-cultural context (ibid.). Jorgensen and Phillips (2002) elaborate on this when they describe how we behave like the reality around us does not have mixed meanings as a structure and is stable. We behave as if society, the groups we belong to, as well as our identity, are objectively given facts (Jorgensen and Phillips, 2002). This suggests that interpretation of the values associated with integrated development planning is specific to each municipality. The interpretation may differ in another municipality. In each municipality, alternate interpretations of the values associated with integrated development planning within a municipality are stifled or rejected outright as they fall outside of the norm circle. Elder-Vass (2011) notes that 'norm circles' enforce and endorse rules of social practice. This assists in maintaining the values and meanings that a municipality associates with integrated development planning. As a result of this enforcement and endorsement, these rules of social practice are sustained (Elder-Vass, 2011).

Lewis (2012) describes how a conversation where the objects mentioned are not picked up again, will sound ridiculous. Lewis (2012) further describes how if a speaker is saying things that are connected, many of the objects which the speaker mentions will play a role in the greater conversation. I see this as a nuanced way of perceiving how a municipality rejects alternative values and meanings associated with integrated development planning. I argue that if a value/meaning has never been associated with integrated development planning, within a municipality, it will seem to be ridiculous to that municipality.

2.6.3 Interpretation of values, meanings, and actions

Toddington (2006) argues that everyone who can speak and act participates in discourse. Everyone can (if they choose to) question a belief or a statement, and everyone can (if they choose to) introduce a belief or a statement (Toddington, 2006). However, not all of these actions are likely to result in the production of texts. As Phillips et al. (2004: 644) note:

Actions are more likely to lead to the production of texts when they are associated with sensemaking and legitimacy and that texts are more likely to become embedded in discourse when they originate from powerful actors, involve recognizable genres, and draw on existing discourse and texts.

In the quote above, Phillips et al. (2004) are outlining the (social) process through which texts are produced and incorporated in discourse. Ideas and objects are socially produced and maintained via the relationship between discourse, text, and action (ibid.). The way we interpret texts is determined socially (Price, 1999). It is, however, possible to highlight the founding attitudes and beliefs which are within texts (Price, 1999). Parodi (2007: 28) notes:

The writer, while using other texts in the creation of a new one, employs constructive operations of organization, selection, and connection to elaborate meaning.

I relate this to how all municipalities can assign values and meanings to integrated development planning. I again argue that a municipality may assign different values and meanings to integrated development planning in comparison to another municipality. Thus I maintain that one municipality's understanding of integrated development planning may differ from another.

Price (1999) identifies a tension between the way discourses determine roles socially and the capacity of individuals to manipulate discourses to achieve their own interests. This manipulation is achieved through the production of texts and how they are distributed (Phillips et al., 2004). This suggests that conflict may exist between the roles that integrated development planning assigns to municipalities and the capacity for some to manipulate integrated development planning to satisfy their own interests. To what extent, then, does this capacity to manipulate discourse have an effect on the values and meanings a municipality associates with integrated development planning?

Price (1999) argues that a reader may or may not respond to a text in the manner intended by the author. They also may not deduce the preferred meaning from the text (White, 2004). As Winkler (2016: 7) notes:

We therefore cannot assume that all participants or recipients of a planning intervention subscribe to the same interpretations and understandings of ethical values such as 'justice' and 'equity'.

Price (1999:584) generally elaborates on this when stating that:

The different intertextual links one brings to a text, the different contexts under which one reads, and the purpose for which one reads a text presumably implicate ideology and power relations in any given reading in different ways.

Integrated development planning carries particular values and meanings within the realm of urban planning. These values and meanings are apt to change over time and across geographical regions as ideas are transplanted from one municipality to another. Winkler (2016) describes how epistemologies and values are grounded in context. Price (1999) expands on this when mentioning that when one views a discourse in an objective way in order to

respond to that discourse, one must have already acquired what is necessary to understand the discourse in a suggested way and respond. It is, therefore, important to delve into the history of the 'integrated development planning' discourse. Roper (2010: 311) also argues that it is necessary to delve into the history of a discourse but notes that:

What we need is a history which will do justice to the somatic and emotional experiences of people in the past, aware of the tension between the categories they would have used to describe their experience [...] and those we would use.

Winkler (2016) also contends that subjective and intersubjective interpretations of values differ from one socio-cultural context to another. One needs to be aware of the differences which may exist between the earlier values and meanings associated with integrated development planning within South Africa and the contemporary values and meanings associated with integrated development planning within South Africa. However, and as Elder-Vass (2011) argues, one also needs to be aware of how past discourses can and have constrained and/or influenced the formation of more discourse. Once these differences in the values and meanings associated with integrated development planning, are understood, the intentions behind municipal actions will become more understandable.

Thus, municipalities may not respond to integrated development planning as expected by national government. They may ascribe different values and meanings to integrated development planning. This also suggests that the actions of municipalities could also be founded on various values and meanings associated with integrated development planning. Winkler (2016) extends on this when she distinguishes between subjective meaning and objective meaning. The former refers to the concepts we think about, the latter refers to the concepts we think with (ibid.). This separation between subjective

meaning and objective meaning highlights the distinction between what a planning action means to others and what the planner meant by the planning action (Winkler, 2016).

I argue that municipalities will not recognize the potentially different values and meanings associated with integrated development planning because of the context in which they operate. Price (1999) explains that a common reality is lived on the basis of finding common ground in our beliefs. It is through the interaction of people with shared definitions of reality that institutionalisation occurs (Phillips et al., 2004).

White (2004) notes that people make sense of their experiences using constructions of meaning. Given that one of the key themes of integrated development planning is participation, this suggests that the municipality which performs integrated development planning as well as the community affected by the integrated development planning, may have shared values and meanings which they associate with integrated development planning because of the common reality they share within that municipal area. White (2004) further notes that in order for humans to live peacefully together there has to be an agreement on common frameworks of meaning. Through language, definitions of reality are formed and come into power (Phillips et al., 2004). I argue that through the language used for participation, municipalities and communities associate common values and meanings with integrated development planning.

White (2004) describes how actions are based on a value system that the author internalized within their life within a specific culture. Therefore, the values and meanings a municipality associates with integrated development planning may be influenced by the culture within the municipality.

The following questions are then raised for the study: What values and meanings do planners within the City of Cape Town ascribe to integrated development planning?; What values and meanings do planners outside of the City of Cape Town ascribe to integrated development planning?; How does the political and socio-economic context of Cape Town influence the values and meanings ascribed to integrated development planning within the City of Cape Town?; To what extent, if it at all, has the City of Cape Town's organizational culture influenced the values and meanings the planning staff ascribe to integrated development planning?

2.6.4 Change in values, meanings and actions over time

Lewis (2012) describes discourse as dynamic. Price (1999) describes how one might see both discourse, and the people engaging with it, as continuously changing instead of seeing them as static. 'Meaning' cannot be fixed (Jorgensen & Phillips, 2002). It is constantly changing. These changes make way for social struggles regarding the definition of society and identity (Jorgensen & Phillips, 2002). Therefore, the values and meanings associated with integrated development planning cannot be fixed. I argue that the actions of the municipalities which engage with these changing values and meanings of integrated development planning, change too, as a result of this lack of fixation. However, the change in values and meanings does not happen every day or overnight. Jorgensen and Phillips (2002) note that discourse is a temporary closure. It fixes meaning in a particular way, which does not mean that that meaning will be fixed that way forever (ibid.).

Roper (2010) argues that discourse theory struggles to account for change and to explain why one discourse loses the power to persuade. It also fails to account for how (or why) it is replaced by another discourse (ibid.). Phillips et al. (2004) note that although a direct study of discourse cannot be done, a discourse can be explored by looking at the texts within the discourse. This

suggests that there is a possibility that the contemporary values and meanings associated with integrated development planning, within different municipalities, have gained the power to persuade those municipalities. This also means that these values and meanings have overpowered previous values and meanings associated with integrated development planning, within different municipalities. It is possible to explore this change by exploring the texts of integrated development planning within the municipality. Roper (2010: 315) makes the following remark:

[There is a] Need to explain how one discourse comes to lose credibility, why it should change shape, or why another way of conceptualizing the world should suddenly sweep all before it.

This section encourages another question relating to the study: How, if at all, have the City of Cape Town's actions related to integrated development planning, changed over time as a result of continuously engaging with integrated development planning?

The section delves into the discourse theory and relates it to integrated development planning. This section specifically focuses on values, meanings, and actions. This is related to the role of values, meanings and actions within the discourse of integrated development planning. The final section of this chapter will develop assessment criteria which will act as a summary of the key findings from the literature review. The assessment criteria section contains the subsidiary research questions for this study. The assessment criteria will be used to analyse findings in Chapter 4.

2.7 Conclusion of literature review

This section brings an end to the literature review. The assessment criteria in table 2.6 draw on the key findings from the literature review.

Table 2.6: Assessment Criteria and Subsidiary Research Questions Employed for this Study

	Assessment criteria derived from the literature review. For the purpose of this research, assessment criteria are also identified as the state's ascribed values and meanings in policy discourses pertaining to integrated development planning.	Subsidiary research questions derived from the assessment criteria
Overarching criteria for 'integration'		
Horizontal and Vertical Integration	Alignment of strategies	How are strategies aligned within the City's IDP?
	Implementation throughout all three spheres of government. Municipality taking part in both national and provincial programmes.	How are the strategies at a municipal level aligned with provincial and national strategies, in the City's IDP?
	Incorporation of the social, economic, institutional and physical factors of development	How are the values of multi-sectorial integration incorporated within the City's IDP?
	Integrated development planning at a district scale which is approved by the local councils, rural councils,	How is integrated development planning implemented across

	as well as representative councils	different scales, in the City's IDP?
	Integrated development planning at a metropolitan scale which includes economic development, as well as the developmental needs and priorities of the local councils	
	Integrated development planning at a local scale which includes local economic development and is coherent with metropolitan integrated development planning.	
Overarching criteria for 'sustainability'		
Feasibility	Development of land which is within fiscal, institutional, as well as administrative means	How is the City's IDP feasible and realistic in terms of the available resources?
Environment sustainability	Continuous protection of the environment to benefit both future and present generations	How does the City's IDP protect the environment?
Usage optimization	Optimizing the use of resources which are already existing	How does the City's IDP make the best use of already existing resources to deliver services?
	Services being provided to a community in a sustainable manner	
Overarching criteria for 'people driven democracy'		

Inclusivity	Development of both rural and urban areas	How is the value of inclusivity incorporated into the City's IDP?
	Integration of residential and employment opportunities. Increase in these opportunities and an increase in their proximity to one another.	
Involvement and participation	Development which involves the people	How does the City's IDP involve the people who are affected by it?
	Affected people participate in decision making and are involved with local governance	
Empowerment	Development which empowers people by developing their skills and capacities. Development of the community which is both social and economic	How does the City's IDP empower the people who are affected by it?
Prioritization	Prioritization of the basic needs of the community	How are the basic needs of a community considered by the City's IDP?
Safety and Health	Promotion of an environment which is both safe and healthy	How is safety and health promoted by the City's IDP?
Overarching criteria for 'good governance'		
Transparency	Continuous commitment to being transparent as much as possible	How is governance made to be transparent within the City's IDP?

Assessment and accountability	Continuous assessment and accountability within integrated development planning	How is governance assessed and held accountable by the City's IDP?
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This chapter delves into the history of integrated development planning within South Africa. This chapter explores the different values and meanings associated with integrated development planning within South Africa, as well as what may have influenced those values and meanings. This chapter briefly discusses integrated development planning as a process and integrated development plans as a product.

This chapter then delves into discourse theory and how it relates to integrated development planning. Integrated development planning, in itself, is a discourse. This chapter then explores the roles of values, meanings, and actions within a discourse. This is related to integrated development planning. There is also an exploration of the interpretation of values, meanings and actions. Finally, this chapter delves into the dynamic nature of discourse, with a particular focus on values, meanings, and actions.

This chapter encouraged a series of subsidiary research questions (see Table 2.6). The next chapter will discuss the methods which were used to answer both the main research questions of the study, along with these subsidiary research questions.

3 Methods

3.1 Introduction

The previous chapter outlines the theoretical framework for the study. It also develops assessment criteria which are used to analyse the research findings. This chapter describes the research methods along with the research technique which were used in the study and outlines the limitations and advantages of each of the selected research methods and research techniques. As the introductory chapter suggests, these research methods and techniques were used to collect data to answer the following main research questions:

- What are the underlying values and meanings found in the different iterations of the City's IDPs?
- Have these underlying values and meanings changed since 2002; and if so, how have they changed?
- If these values and meanings have changed since 2002, what has prompted this change?
- If these values and meanings have changed since 2002, how has this change impacted on planning actions?

Ethical considerations are addressed in Section 3.5 of this chapter, followed by a description of the sampling method. The chapter concludes with a discussion on how the data were analysed.

3.2 Research methods

The following section discusses the research methods which were used for the study. The research methods were discourse analysis, case study, archival research and institutional ethnography. The section explores the advantages and challenges associated with the different research methods.

3.2.1 Discourse analysis

Chapter 2 explored and discussed 'discourse theory'. 'Integrated development planning' is a discourse. Discourse analysis allowed me to objectively view the 'integrated development planning' discourse.

Discourse analysis in essence is a method of identifying and analysing ways of understanding (White, 2004). It involves an exploration of texts (Phillips et al., 2004). Jorgensen and Phillips (2002) note that the aim of discourse analysis is to map out the process(es) in which the meanings of signs become fixed. Discourse analysis is concerned with the process in which some fixations of meaning end up being seen as natural (Jorgensen & Phillips, 2002).

Thus, discourse analysis allowed me to explore the different values and meanings ascribed to the 'integrated development planning' discourse within the City. This research method also allowed me to look beyond these values and meanings, and explore alternative values and meanings associated with integrated development planning. However, to have analysed the entire 'integrated development planning' discourse would have been difficult given the time constraints. It is for this reason that this study specifically focused on actions and speech acts within integrated development planning within the City.

The term 'texts' in this research is used to refer to the different iterations of the City's (2002, 2007, 2012) IDPs and the relevant legislation. The exploration of these texts includes the production, distribution and consumption of these texts (Phillips et al., 2004). This exploration allows for an examination of the relationship between discourse and social reality (Phillips et al., 2004). Elder-Vass (2011) argues, however, that discourse analysis is concerned with what statements are made as opposed to how the statements are made.

Phillips et al. (2004) describe how discourse analysis involves the following aspects:

- Analysing a group of texts;
- Analysing how a collection of texts is made meaningful as a result of its connection to other texts, and;
- Analysing the way in which the texts draw on other discourses.

Sawyer (2002) highlights the necessity for analysing a group of texts when making mention of discourse and ideologies developing out of clashes with one another. The discourse analysis of the legislation was used to explore how it influenced the values and meanings within the City's IDPs. The findings related to each iteration of the IDP were analysed in a comparative fashion. This was to explore how the values and meanings within the different iterations of the IDP changed over time. Attention was also given to the projects/programmes within the different iterations of the IDPs. This was to explore how planning actions changed over time as a result of the change in the values and meanings.

In an article titled "Discourse Analysis and its Utility for Urban Policy Research", Jacobs (2006) discusses how discourse analysis can lead to greater public awareness through its provision of clarity with regard to policy. This suggests that discourse analysis can provide additional clarity to the underlying values and meanings ascribed to integrated development planning within the City. Building on this, Jacobs (2006) discusses how discourse analysis can help one gain an understanding of the role language plays in policy. Discourse analysis does not only analyse language. It can also be used for a historical analysis (Jacobs, 2006). Price (1999) argues that discourses are social and are products of social history.

Society and identity are flexible entities which can be changed. They are not, as commonly believed, completely fixed (Jorgensen and Phillips, 2002). Discourse is not aimed at expressing the objective reality, but aimed at exploring how we formed this reality in such a manner that it appears objective (Jorgensen and Phillips, 2002). Thus, discourse analysis allowed for an exploration of how the values and meanings associated with the 'integrated development planning' discourse changed over time. Discourse analysis aims to show that the given organization of the world is a result of political processes, which have social consequences (Jorgensen and Phillips, 2002).

Thus, discourse analysis gave me a greater understanding of how these changed values and meanings associated with the 'integrated development planning' discourse, had influenced planning actions over time. Ultimately, discourse analysis allowed me to explore the role of the values and meanings associated with the City's integrated development planning.

Jacobs (2006) also discusses how one of the challenges to discourse analysis is the use of only data which are considered suitable, which in turn, introduces bias. When critiquing discourse analysis, one of the critiques is that the researcher's discourse analysis is a showcase of the partial interpretation which complements the researcher's agenda (Price, 1999). The researcher can avoid this bias by having sound criteria for and against which the data collected can be evaluated from the onset (Jacobs, 2006). Within this study, sound assessment criteria were developed prior to conducting research on integrated development planning within the City. The assessment criteria helped avoid the introduction of bias during the data collection phase.

Another challenge the researcher faced with regard to discourse analysis, was possible ambiguity with regard to the meaning of discourse (Jacobs, 2006). To address the challenge, one must clearly define discourse from the onset of the research and adhere to this definition (Jacobs, 2006). As Chapter 2 and Chapter 3 described, discourse in this study was primarily focused on the actions and speech acts within integrated development planning.

The extensive focus on language has been identified as an issue plaguing discourse theory by some historians. This focus, it is argued, has led to all the attention being placed on the head instead of the body (Roper, 2010). Lastly, another challenge associated with discourse analysis was its relativity. White (2004) described how discourse analysis is relative because it is founded upon philosophical assumptions that a multitude of versions of the world are legitimate, that texts are open to a multitude of interpretations, and that language is non-representational.

These philosophical assumptions also related to analysing the 'integrated development planning' discourse within the City. The research began from the position that the values and meanings of integrated development planning

were legitimate. Consequently, the language used to express the values and meanings of integrated development planning within the City was open to having different meanings ascribed to it.

3.2.2 Case study

Flyvbjerg (2011) notes that a case study, according to the Merriam-Webster's dictionary, is the intense analysis of an individual unit. The process of setting out the boundary determines the elements of the case and its context (ibid.). For this study, the City of Cape Town is the individual unit upon which an intense analysis is conducted. The case is primarily set by the different iterations of the City's IDP. The study, however, also looks at legislation which is relevant within the greater context of the City. It bears mentioning that the decision to use the City as the case was based on considerations of ease of access to relevant role players in Cape Town, which is where I am based, thus facilitating the research considerably.

The advantage of using a case study is that it provides more depth than a cross-unit analysis (Flyvbjerg, 2011). Thus, analysing the 'integrated development planning' discourse within the City (one municipality) provided more depth than analysing the 'integrated development planning' discourse across a number of municipalities. Using the City as a case did, however, give an indication of the values and meanings of integrated development planning within the South African context. It is a fallacy to believe that a case study cannot give information on a larger class (Flyvbjerg, 2011).

This study deepens the knowledge of integrated development planning within the South African context. The findings from this case study are valuable because they consider the context specific nature of integrated development planning within South Africa. The case study also has the potential to introduce

new questions and hypotheses if the findings hint at the possibility of the case falling outside the norm; that is, if the City is found to be an aberrant case.

Flyvbjerg (2011: 302 - 309) delves further into common misunderstandings associated with the case study method, which are as follows:

- There is a misunderstanding that theoretical knowledge that is general is of greater value than solid case knowledge. In disputing this, Flyvbjerg (2011) argues that knowledge and experience which are dependent on context, are at the centre of expert activity.
- There is a misunderstanding that a researcher cannot make a generalization which is founded upon an individual case, and therefore, a case study cannot contribute to the development of science. In disputing this, Flyvbjerg (2011) describes how this depends on the case as well as how the case was chosen.
- There is a misunderstanding that a case study is best suited when it comes to determining a hypothesis, whereas other methods are better suited when it comes to the testing of hypothesis and the building of theory. In disputing this, Flyvbjerg (2011) mentions a number of reasons why case studies are beneficial for developing theory. Some of these reasons are that case studies understand that concepts are sensitive to context and it is possible to get new hypotheses constructed, as well as new questions, as a result of deviant cases (Flyvbjerg, 2011).
- There is also a misunderstanding that the case study method is biased. This is a bias towards confirming the researcher's preconceptions before the research. In disputing this, Flyvbjerg (2011) mentions that the case study method has its own rigor which is at no point less strict than the rigor of quantitative methods.

I will now relate these misunderstandings of the case study method, to the study at hand. I argue that using the City as a case will deepen the knowledge of integrated development planning within the South African context. The findings from the case study on the City will be valuable because they will consider the context specific nature of integrated development planning within South Africa.

There are some weaknesses, however, associated with the case study method. For instance, a selection bias could either underestimate or overestimate relationships (Flyvbjerg, 2011). I relate this to how selecting the City as a case study to analyse the 'integrated development planning' discourse may have overestimated or underestimated the relationship between a municipality, and the values and meanings associated with integrated development planning.

Another weakness is that the statistical significance is often not known or is not clear (Flyvbjerg, 2011). I relate this to how this study is mainly a qualitative analysis where there was no statistical analysis of the 'integrated development planning' discourse within the City.

3.2.3 Archival research

In an article titled "Ethical problems in archival research: Beyond accessibility", Innes (2010) discusses the ethical issues surrounding the documentation of language. I related this to the language of integrated development planning and my documentation of the values and meanings found within the different iterations of the City's IDP. Innes (2010) makes note of the necessity to consider the context surrounding the production of texts when doing archival research as the context influences the way the audience receives the text. I related this to the necessity to consider the political context as well as the socio-economic context in Cape Town during the productions of the 2002, 2007 and 2012 IDP,

respectively. I argue that this, in turn, assisted me in understanding the reasons for the change in the values and meanings. Innes (2010: 202) explains how valuable considering the context can be when stating that:

Access to ideological statements and behavioural descriptions may be crucial to understanding the ways in which the language, texts, and community have changed or remained the same over time.

Thus, archival research was used for the study as a means of delving into the history of integrated development planning within the City. This allowed me to explore the history of the values and meanings of integrated development planning. The archival research was done by exploring the relevant information within the City's archives (www.capetown.gov.za).

This method also allowed me to explore relevant legislation and policy documents to assist in conducting the discourse analysis. This assisted me in exploring how the values and the meanings attached to the 'integrated development planning' discourse changed over time. Ultimately, this research method allowed me to explore how this change affected 'integrated planning' actions.

The challenge which I experienced using this research method was that the older texts were not as comprehensive as the more recent texts (particularly the different iterations of the IDPs). Thus, I had to use whatever data were accessible to me.

3.2.4 Institutional Ethnography

Institutional ethnography was used as a research technique because I see the City as an institution. Phillips et al. (2004) describe the idea of institutions as being social constructs which have been produced by meaningful interactions and are brought about through discourse. I relate this to the City and the 'integrated development planning' discourse.

In an article titled "Institutional Ethnography and Surveillance: An Outline for Inquiry", Walby (2005) speaks of how institutional ethnography will allow the researcher to use people's knowledge gained from experience, to show how information influences actions and governance. In an article titled "The Place of Ethnography in Planning: Or is it 'Real Research'?", Greed (1994) corroborates Walby (2005) in arguing that planners' decisions are influenced by their values, and thus the use of ethnography will help the researcher understand that relationship between planners' decisions and their values. Greed (1994) moves on to explain how ethnography helps the researcher gain an understanding of the culture of planners/planning. Thus, institutional ethnography allowed me to explore the influence that the values and meanings associated with the 'integrated development planning' discourse, had on planning actions.

One of the challenges which the researcher may face when using institutional ethnography is that one's own subjectivity, as a factor, comes into play (Walby, 2005). The way this challenge can be addressed is by the researcher continuously reflecting on their position relative to the person being interviewed (Walby, 2005). Thus, with regard to this research project, during the process of institutional ethnography, I made a continuous effort to reflect on my position, as the researcher, in relation to the research participant.

This section describes the overarching research methods for the study. These research methods are discourse analysis, the case study method, institutional ethnography and archival research. This section highlights the strengths and challenges of the research methods. The next section will describe the research techniques which underlie the research methods used for the study.

3.3 Research techniques

The previous section gives an outline of the research methods which were used to answer the main research questions and the subsidiary research questions. The following section briefly discusses the research techniques which were used to assist in conducting the research.

3.3.1 Analysis of the 'integrated development planning' discourse

As previously discussed, the 2002, 2007 and 2012 IDPs were used for the analysis. The 2002 IDP, titled "Integrated Development Plan 2002/03", was the first IDP on the City's website. The 2007 IDP, titled "Five-Year Plan for Cape Town Integrated Development Plan (IDP)", was more comprehensive than the 2002 IDP. Finally, the 2012 IDP, titled "Term of Office 5 Year Plan (IDP)", was the most comprehensive of all the IDPs. The intermediate reviews were not analysed. This resulted in the change in values and meanings only being explored over five year intervals. However, the IDP reviews at the end of the five-year periods were explored to assess the outcomes of the proposed planning actions in the 2002, 2007 and 2012 IDPs.

Table 3.1 was used in the analysis of these IDPs. It was based on the assessment criteria established in Chapter 2. The relevant texts within the IDPs were colour coded according to the table. This helped me to analyse the values and the meanings within the IDPs, as well as the change over time.

Table 3.1: Colour coding legend for assessment criteria

Information relating to assessment criteria for 'integration'	
Information relating to assessment criteria for 'sustainability'	
Information relating to assessment criteria for 'people driven democracy'	
Information relating to assessment criteria for 'good governance'	

The spatial development framework (SDF) was also used to analyse the 'integrated development planning' discourse. The SDF is a much longer termed plan in comparison to the IDP. Thus, only the iterations of the SDF in 2009 and 2012 were explored. The 2009 iteration of the SDF, titled "Spatial Development Framework Technical Report", was drafted for public comment. The 2012 iteration of the SDF, titled "Cape Town Spatial Development Framework Statutory Report", was approved. The two iterations of the SDF were used to assist in exploring the spatial planning actions relating to the 'integrated development planning' discourse. This is because the SDF is the spatial component of the IDP (see Chapter 2).

3.3.2 Semi-structured interviews

This research technique involved interviews with a council member, planners within the City, external planners as well as academics within the planning profession. The City's council member and planners were selected as research participants because I saw them as having an active role in integrated development planning within the City. Planners in the private sector and academics were selected as research participants to explore their understanding of the values and meanings ascribed to the 'integrated development planning' discourse. Ultimately, the interviews were used to explore the reason for the change in the values and meanings, as well as how this change affected planning actions.

Research participants were accessed by email to arrange suitable times to conduct the interviews in person. Table 3.2 is the full interview schedule which was used for the research along with a brief description of the research participants.

Table 3.2: Interview Schedule

Name	Description	Date	Place
Prof. Vanessa Watson	Planner at UCT	18/08/2016	UCT
Hayley Geary	Planner in Private Sector	19/08/2016	Durbanville
Kier Hennessy	Planner in CoCT	22/08/2016	Plumstead
Paul Olden	Planner in Private Sector	22/08/2016	Tygervalley
Harry van der Berg	Planner in Private Sector	23/08/2016	Century City
Samantha Lee	Planner in CoCT	24/08/2016	Plumstead
Simon Nicks	Planner in Private Sector	25/08/2016	Cape Town CBD
Dr. Nancy Odendaal	Planner at UCT	26/08/2016	UCT
Brian Watkyns	Council Member	31/08/2016	Pinelands

The following questions were asked in the interviews:

- What is integrated development planning to you?
- What values do you associate with integrated development planning?
- What do these values mean to you?
- Over time, how has this understanding of integrated development planning changed (if at all)?

- How have your planning related actions been influenced as a result of integrated development planning?
- What role do you think integrated development planning plays in addressing the legacy of apartheid?

These interviews were conducted in a semi-structured fashion. In an article titled "Unravelling Ethics: Illuminating the Moral Dilemmas of Research Ethics", Halse & Honey (2005) note how semi-structured interviews are flexible and allow for change. I conducted the interviews in this fashion to allow for flexibility, yet still ensuring that all research participants were asked a specific group of questions, so that the results were still comparable. The information gained from the interviews was assessed in a comparative fashion, to highlight the similarities as well as the differences.

This section discusses the different research techniques which were used for the study. These, in conjunction with the overarching research methods, will be used to answer the main and subsidiary research questions for the study. The next section will describe the sampling procedure which was used for the study.

3.4 Sampling procedures

The previous section describes the research techniques which were used for the study. The following section discusses the sampling procedures which were used in the study.

Flyvbjerg (2011) describes how when the aim is to get as much information as possible, a representative case or a random sample may not be best because typical cases are not always the richest when it comes to information. It is the cases that are out of the ordinary that often reveal more information because

they involve a greater number of actors along with basic mechanisms (Flyvbjerg, 2011). I argue that Cape Town is a defiant case due to its political context over the years. As much as Cape Town was selected based on its convenience for the researcher, it has the potential to reveal more about the 'integrated development planning' discourse. Chapter 4 discusses this in greater detail.

At this point in the chapter, it makes sense to discuss the various forms of sampling as well as how they relate to the study. To begin with, a random sample is used to achieve a representative sample that allows generalization to take place for the entire population whereas a stratified sample is taken in order to generalize for specific subgroups within a population (Flyvbjerg, 2011). Initially, a random sample was used when selecting planners in the private sector. The selection process was merely based on who agreed to participate in the research and who didn't respond at all. It should be noted that some of the planners directed me towards planners who they felt would be more suited to assist me with my research.

The opposite to the random selection sampling methods above is when a case is selected because of the expectations of the content of the case (Flyvbjerg, 2011). An extreme, aberrant case is used to obtain information on extraordinary cases so that the limits of existing theories can be understood and so that concept variables, along with new theories, can be developed (Flyvbjerg, 2011). This is how the council member and the academics were selected. They were all selected based on the expectation of the knowledge they would have with regard to the 'integrated development planning' discourse. Again, a number of academics and council members were contacted but the selection was based on those who agreed to participate in the research and ignored those who did not respond at all. To a lesser extent, the planners in the City were also selected because of the expectation of the

knowledge they would provide. They were selected because of the fact that they worked for the City.

This section discusses the sampling procedures used for the study. There are both random sampling procedures and sampling procedures based on expected outcomes. The next section explores the ethical considerations for the study.

3.5 Ethical considerations

The previous section describes the sampling procedures used for the study and how research participants were selected for the study. This section describes how the research was conducted in an ethical fashion.

Halse and Honey (2005) note the need for informed consent where the research participant is given every single detail of the research being conducted. Thus, during the process of arranging the interviews, the research participants were informed about the research in the initial email sent to them. Before any interview was started, I would read relevant information out loud from a consent form. This was to ensure that the research participants were fully aware of the study in which they were participating. I would then ask the participant to sign the consent form and commence with the research.

Halse and Honey (2005) mention the need to be sensitive when conducting the research, as it may upset the research participant. Regard was paid to the information which was requested from the research participant and also if the information gained from the research participant was negative or had the potential to put the research participant in a negative light.

There was a continuous effort to avoid bias while conducting the research, especially where there was an opportunity to be subjective which is an issue raised by Wolby (2005). Roper (2010) refers to subjectivity as being the way in which someone puts together their experience both physically and emotionally. As mentioned before, the way this challenge of subjectivity can be addressed is by the researcher continuously reflecting on their position relative to the person being interviewed (Wolby, 2005).

Thus there was a continuous effort to remain reflective (as the researcher) throughout the research process and to remain ethical and to avoid bias to the largest extent possible, especially during the semi-structured interviews. Also with regard to the issue of bias, there was a continuous attempt throughout the research to avoid the use of only the information which was suitable towards the research outcome as discussed by Jacobs (2006).

Halse and Honey (2005) note how ethics being approved in research does not necessarily mean that the research will be conducted in an ethical fashion. Halse and Honey (2005) then develop this idea when they discuss how ethics should in essence be an ongoing process throughout the entire research as opposed to ethics simply being used to gain approval. Based on this, I made a continuous effort to conduct the research in an ethical fashion as opposed to making the City's council member, the City's planners, planners in the private sector and academics, simply sign a consent form to preserve a superficial compliance.

I also made an effort to ensure that there was an establishment of some kind of a relationship with the research participants as opposed to simply having a researcher and research participant relationship, as that may have proved to be impersonal. Halse and Honey (2005) discuss this when delving into the notion of power, and how the researcher shouldn't simply see the research

participants as some arbitrary 'other'. Leading up to and before the interviews began I would ensure that I remained polite during communication. In some cases a light-hearted conversation would occur after the interview. The interview being semi-structured also allowed for openness and humour.

There are also ethics involved with regard to how one defines the research population (Halse & Honey, 2005). In my description of the research participants, I tried my best to ensure that no identification was used which had the potential to be offensive to the research participants (see Table 3.2).

This section describes how the research was conducted in an ethical fashion. The research participants were fully aware of the research in which they were participating. I made every attempt to avoid subjectivity bias to the largest extent possible. The next section describes how the data collected within the study were analysed.

3.6 Data analysis

The way the data were analysed was dependent on the research technique used to collect the data. For the analysis of the different iterations of the City's IDPs, the data were analysed according to the assessment criteria developed in Chapter 2. In essence, the IDPs were analysed against the criteria which were derived from various relevant legislation pertaining to integrated development planning. Table 3.1 was used to extract the values and meanings associated with the 'integrated development planning' discourse in each IDP.

I looked at both the similarities and differences in these values and meanings. The information was ultimately compared in a tabulated fashion, which allowed me to show how the values and meanings had changed over time.

Data from the interviews were collected by using the audio recording function on my cell phone. I would then transcribe this information from the interview. The interview transcripts were then read to extract any information pertaining to the reason for the change in the values and meanings of the 'integrated development planning' discourse. This was also done to explore how this change affected planning actions.

The planning actions from the 2002, 2007 and 2012 IDPs were then explored along with the outcomes of these planning actions. Google Maps (<https://www.google.co.za/maps/>) was used to assist me in spatializing the planning actions on a map of Cape Town.

3.7 Conclusion

This chapter outlines the research methods and research techniques used to answer the main research questions. The research methods have both strengths and weaknesses, but are seen as being the most suited to the study. The next chapter serves as the actual study. The chapter delves into the findings of the research as well as the analysis of those findings. This chapter shows how the answers to the main research questions were reached.

4 Findings and Discourse Analysis of IDPs

This chapter delves into the research findings collected by means of the research methods and techniques discussed in Chapter 3. In particular, it engages in a critical discourse analysis of the City of Cape Town's 'main IDPs' that have been implemented since the promulgation of the Municipal Systems Act [No. 32 of 2000]. These 'main IDPs' are the 2002, 2007 and the 2012 IDPs. The reason I refer to these as the municipality's 'main IDPs' is due to the fact that IDPs undergo major reviews every five years in accordance with the requirements stipulated in the Municipal Systems Act (RSA, 2000). This Act, in turn, was first implemented by the Cape Town City Council in 2002. Hence, 2002 is the 'start date' for my research. Furthermore, the research findings presented in this chapter are analysed according to the assessment criteria established in Chapter 2. For clarity and ease of reference, assessment criteria, as well as the subsidiary research questions used to collect data, are summarised in Table 2.6.

It should be noted that Chapter 4 shows the findings and analysis which led to answers for the first two research questions. These questions are:

- What are the underlying values and meanings found in the different iterations of the City's IDPs?
- Have these underlying values and meanings changed since 2002; and if so, how have they changed?

Chapter 5 shows the findings and analysis which led to answers for the last two research questions. These questions are:

- If these values and meanings have changed since 2002, what prompted these changes?

- If these values and meanings have changed since 2002, how have these changes impacted on planning actions?

4.1 The Case Study Area and a Brief Review of the Municipal Systems Act

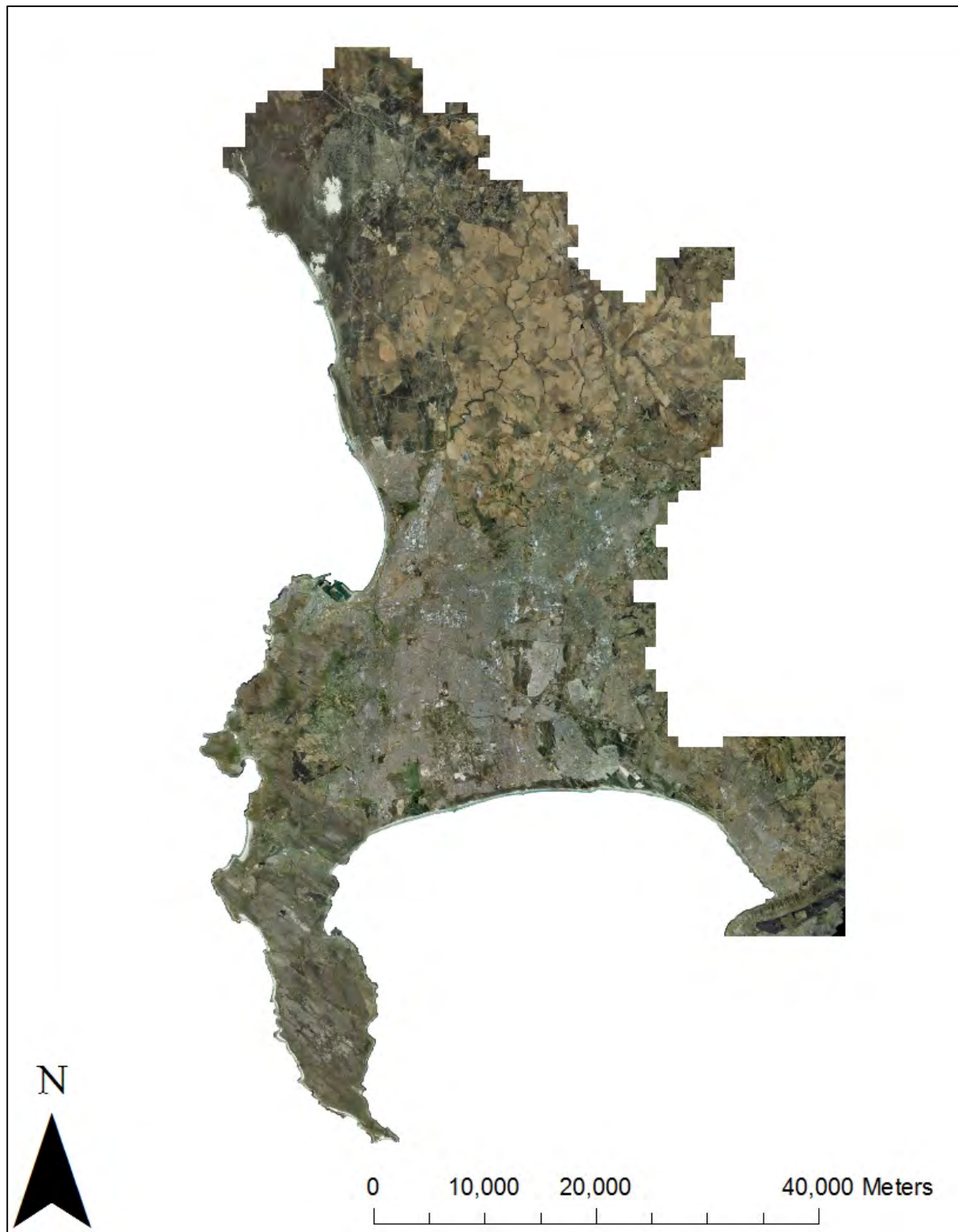


Figure 4.1: Showing the metropolitan area of Cape Town, the case for this study.

(Source: Author, 2016. GIS Technical Library, University of Cape Town)

As mentioned in Chapters 1 and 3, the case study area for this research is the Cape Town metropolitan area (see Figure 4.1). In this regard, the study focusses on the City's three 'main IDPs' implemented since the promulgation of the Municipal Systems Act [No. 32 of 2000]. It should also be noted that sufficient time has passed in order to evaluate the outcomes of those IDPs implemented. It is these outcomes that I will focus on, and how outcomes relate to (or fail to relate to) the intended values and meanings found within policy discourses. To this end, this section begins with a brief review of the Municipal Systems Act [No. 32 of 2000], because it serves as the key piece of legislation that governs integrated development planning in South Africa.

The key purposes of the Municipal Systems Act [No. 32 of 2000] are:

- To guide municipalities towards uplifting local communities both socially and economically;
- To guide municipal functions, and to evaluate municipal performance;
- To ensure that public services are accessible to, and affordable for, all;
- To enable participatory processes in local government depiction making and outcomes;
- To empower poor people, and to take their needs into account in local government depiction making and outcomes; and
- To create a strategic framework for the purpose of integrating local government activities with other spheres of governance, so as to prevent a duplication of activities and resources while, simultaneously, aiming to enhance communities' socio-economic and environmental conditions

(RSA, Municipal Systems Act No. 32 of 2000)

Section 24(1) of the Municipal Systems Act states that the planning, which is done by a municipality, must be in line with plans and strategies from other

municipalities and tiers of government which are affected by that planning (RSA, MSA, Section 24(1): 36). This shows that the Municipal Systems Act requires municipalities to integrate 'horizontally' and 'vertically' within their own organisational structures and beyond their own structures for the purpose of coordinating and integrating strategic actions and budgets with other municipalities and tier of government. Section 25 (1) goes on to stipulate that:

- The plans for development should link, integrate and coordinate plans, and also consider proposals for the development of the municipality (RSA, MSA, Section 25(1)(a): 36).
- The plans for development should align the municipality's resources as well as the capacity of the municipality, with the implementation of the plan (RSA, MSA, Section 25(1)(b): 36).
- The plans for development should form a framework as well as a basis upon which the annual budget of the municipality should be based (RSA, MSA, Section 25(1)(c): 36).
- The plans for development should be compatible with regard to national and provincial plans (RSA, MSA, Section 25(1)(e): 36).

In sum, the Municipal Systems Act serves to guide all the activities of local government. Furthermore, and of particular interest to my study, the Municipal Systems Act includes a preamble which notes how local government failed to meet the needs of most South Africans during the apartheid era (RSA, Municipal Systems Act, No. 32 of 2000: page 2). This suggests that the Act is purposefully aimed at redressing the legacy of apartheid, which, in turn, supports my argument that the state's conceptualisation of integrated development planning in post-apartheid South Africa is, above all else, aimed at redressing past socio- economic and spatial injustices. This, at the very least, is the type of rhetoric found in contemporary planning discourses. But rhetoric alone yields limited results if discourses (and ascribed values and meanings)

are not translated into actions. Let us now turn to a critical evaluation of this rhetoric by assessing policy discourses against criteria established in Chapter 2 and summarised in Table 2.6.

4.2 Assessing the CoCT's IDPs based on the criteria for 'Integration'

This section serves as a discourse analysis of the different iterations of the City's IDP according to the criteria for integration. Thus, this section explores the value of horizontal and vertical integration, along with its associated meanings, within the IDPs.

4.2.1 Assessing the CoCT's IDPs with regard to horizontal and vertical integration

The 2002 IDP introduces the necessity for horizontal integration from the onset of the document. The introduction, written by the City Manager, describes the then approach used by the municipality to integrate all seven of the former municipal sub-structures into one, single metropolitan structure, through good leadership and clear direction (CoCT, 2002: 1). Horizontal integration in this IDP is seen as being dependent on, and enabled by, good governance. This first IDP also values horizontal integration through a coordinated, aligned and city-wide approach for service delivery (CoCT, 2002: 28). Here we see an additional meaning given to horizontal integration; coordination. This meaning is emphasized under the IDP's pledge for a healthy city, where it states the consolidation and rationalization of current service delivery structures (which are fragmented) (CoCT, 2002: 15). This relates horizontal integration to the delivery of services. The IDP states that this is to make sure that there are services to all customers within the metropolitan area, which are equitable, affordable, and sustainable (CoCT, 2002: 15).

The 2002 IDP also values vertical integration. Within a section of strategic pledges, the IDP speaks of reviewing regulatory barriers and constraints with regard to making access to economic opportunities easier (CoCT, 2002: 8), indicating that integration across scales within this IDP means ensuring legislation across differing scales does not obstruct making access to economic opportunities easier.

The 2002 IDP also looks at making the most of government relationships across all spheres of government, which relates to vertical integration. This is seen in the IDP with regard to the pledge for "a healthy city", where the IDP states the maximization of synergies by all spheres of government with regard to public facilities (CoCT, 2002: 14). Along with this, the IDP also associates partnerships with the private sector, to vertical integration. This is seen within the IDP's pledge for "an opportunity city", where there is mention of an investment promotion arm being merged with a joint marketing initiative (CoCT, 2002: 15).

The second IDP implemented after a five-year cycle (the 2007 IDP) focusses more on vertical integration as opposed to horizontal integration. This advocates the removal of departmental silos from previous years; thus the value of horizontal integration has lost its relevance for local government.

The 2007 IDP values integration across scales for the best possible result. The IDP states that Cape Town's development plan needs to be aligned with initiatives at national and provincial level and that this is to make sure that there is the best possible impact from a combination of efforts from government (CoCT, 2007: 3). This is also emphasized within the strategic focus area on "safety and security", where one of the IDP responses is focussing on integrating the efforts of all spheres of government, business and the public (CoCT, 2007: 37). Also with regards to this IDP, we find an enhanced strategic focus on good governance and regulatory reform, as well as the idea of fostering good

relationships with other spheres of government. This was to be implemented by making the roles, as well as the responsibilities, of provincial and national government clear through an "integration across scales" (CoCT, 2007: 41). There isn't much of a difference between the meanings associated with vertical integration in the 2002 IDP and the 2007 IDP.

Interestingly, in the 2012 IDP, the importance in horizontal integration emerges once again from the on set of the document. The Foreword by the City manager states that 'integration' refers to the integration of all activities of local government both internally and externally (namely with activities found in other tiers of government) (CoCT, 2012: 3).

The 2012 IDP does value vertical integration. Before this IDP discusses its objectives under each strategic focus area, it discusses how the strategic focus area is aligned with national outcomes and/or objectives of provincial government. Thus, although this IDP gives the most clarity as to how vertical integration is being done, the meaning of vertical integration did not change over the iterative years.

There has been a slight change in the values and meanings associated with 'integration' in the municipality's discourses. Table 4.1 summarizes these findings and shows the change.

Table 4.1: Values and meanings associated with 'integration'

	Cape Town 2002 IDP	Cape Town 2007 IDP	Cape Town 2012 IDP
Horizontal and vertical integration	<p>Horizontal integration is achieved through coordination and alignment for the purpose of service delivery.</p> <p>Vertical integration is achieved through the removal of red tape and partnerships, in order to allow access to economic opportunities.</p>	<p>Horizontal integration not valued.</p> <p>Meaning of vertical integration remains the same.</p>	<p>Horizontal integration achieved through the integration of ALL local government activities.</p> <p>Meaning of vertical integration remains the same, for all strategic focus areas, not just economic.</p>

4.3 Assessing the CoCT's IDPs with regard to criteria for 'sustainability'

This section serves as a discourse analysis of the different iterations of the City's IDP according to the criteria for sustainability. The section examines the values of feasibility, environmental sustainability and usage optimization, along with their associated meanings, within the IDPs.

4.3.1 Assessing the CoCT's IDPs with regard to feasibility

From the onset, the importance of financial sustainability is emphasized in the 2002 IDP. For the City Manager, "financial sustainability remains the underlying thesis of all that we do" (CoCT, 2002: 1). This suggests that financial sustainability is of critical importance within the broader scheme of things.

Feasibility is also valued within the 2002 IDP with regard to the provision of services. Under the pledge to provide basic services and infrastructure, this IDP proposes access to basic services which is affordable via innovative funding and delivery mechanisms (CoCT, 2002: 8). The meaning of feasibility in this IDP is associated with people being able to afford the services provided for them. This is also seen later on in the same pledge, where the IDP states the provision of public transport which is sustainable, safe and affordable, that links to other areas which generate income and have recreational facilities (CoCT, 2002: 8).

Feasibility within the Cape Town 2002 IDP is also related to avoiding operating costs which are unsustainable. This relates to the underlying principle of “financial sustainability”. Under the pledge for a healthy city, the IDP notes not undermining the natural resource base of the city and not promoting long term operating costs which are unsustainable (CoCT, 2002: 14).

Meanings associated with feasibility in the 2007 IDP are urban infrastructure and services, that are sustainable. This presents a shift from the 2002 meaning of feasibility, which included financial sustainability. This is seen in introduction by Achmat Ebrahim (the City Manager), where he describes the different focus areas (CoCT, 2007).

Another meaning associated with feasibility within the 2007 IDP, is the alignment of the budget with the priorities. Under the IDP’s strategic focus area on good governance and regulatory reform, one of the IDP’s responses are that there will be continued implementation of processes in order to align the City’s operating budget with its strategic priorities (CoCT, 2007: 41). This also emphasizes the shift away from feasibility meaning financial sustainability.

The 2012 IDP places more of a focus on values of environmental sustainability and usage optimization as opposed to feasibility. This suggests that the main focus during the time of the IDP was on economic growth while still protecting the environment.

4.3.2 Assessing the CoCT's IDPs with regard to environmental sustainability

Environmental sustainability in the 2002 IDP is associated with the environments which the poor occupy. Under the pledge to develop sustainable living environments, the IDP states the promotion of sustainable environments for the poor with regard to healthy as well as safe environments, along with access to green spaces (CoCT, 2002: 8). This IDP also links the idea of 'a people driven democracy' and the delivery of services to environmental sustainability under the banner of "a caring city for all" (CoCT, 2002: 13). Environmental protection was a huge priority during the time of this IDP. To extend to this, the IDP states the need for the prevention of pollution via awareness building campaigns (CoCT, 2002: 13). Here, environmental sustainability means that the environment (including the cultural and visual landscape) should be protected at all costs. Much of the text is also devoted to protecting poor residents from environmental hazards.

As mentioned before, there is a large focus on infrastructural development within the 2007 IDP, but the environment is still valued. Under the IDP's strategic focus area on sustainable urban infrastructure and services, one of the objectives is natural resources being conserved (CoCT, 2007: 30). There is a slight shift from environmental sustainability mainly meaning the protection of the environment in 2002, to it also meaning the conservation of natural resources in 2007. This shift is perhaps to make way for increased focus on infrastructural development, in cases where the environment cannot be protected.

The focus on infrastructure development is even more clear within the IDP responses under the strategic focus areas of the the 2007 IDP. Under the strategic focus area on shared economic growth and development, one of the IDP responses is that the City will make an environment which makes growth and development possible while at the same time protecting the environment for sustainability purposes (CoCT, 2007: 25).

An additional meaning given to the value of environmental sustainability, within the 2007 IDP, is the use of alternative forms of energy. Under the IDP's strategic focus area on sustainable urban infrastructure and services, another one of the IDP responses is that the City will also offer opportunities for alternative forms of energy and recycling as well as that the City will consolidate, protect, and improve access to natural resources (CoCT, 2007: 29).

The 2007 IDP also associates pollution control with environmental sustainability. This is similar to the 2002 IDP. One of the IDP responses is the provision of effective environmental health services which includes Air Quality Management as well as Air and Water Pollution Control programmes (CoCT, 2007: 39).

The 2012 IDP associates development with environmental sustainability. Under this IDP's strategic focus area on the opportunity city, one of the objectives is to leverage the City's assets in order to drive both economic growth and sustainable development (CoCT, 2012: 26).

The way in which resources are used is also associated with environmental sustainability in the 2012 IDP. Under the strategic focus area on a caring city, one of the objectives is to encourage an environment which is sustainable via

the use of resources in a way which is sustainable (CoCT, 2012: 59). Another relevant objective is the provision of environmental health services which are effective (CoCT, 2012: 72).

Finally, similar to the previous two IDPs, pollution control is associated with environmental sustainability. One of the objectives in the 2012 IDP is to provide effective air quality management as well as effective pollution control programmes (CoCT, 2012: 74).

It can be seen that the protection of the environment has always been associated with the value of environmental sustainability. There are, however, additional meanings associated with the value. There is a shift from it mainly meaning environmental protection (with a particular focus on the poor), to it also meaning conservation in 2007, and finally, also meaning sustainability in 2012.

4.3.3 Assessing the CoCT's IDPs with regard to usage optimization

The meanings the 2002 IDP associates with usage optimization are the use of already existing investments as opposed to making new ones. It is not particularly clear to what type of investments this refers. Under the IDP's pledge for a healthy city, the IDP states that projects should work with already existing investments and respond to the needs of 'hotspots' (CoCT, 2002: 14). Usage optimization being related to investments influences the investment strategies within this IDP. This IDP recommends a lag strategy being used where there is rapid private sector investment, whereas a lead strategy should be used for the development of infrastructure in areas where there is slow private sector investment (CoCT, 2002: 15). Here we see an underlying theme of equity and balance, in that deprived areas given priority over areas that have no deficiency.

Also in this IDP, usage optimization additionally means using infrastructure which is already existing as opposed to developing new costly infrastructure for projects. Under this IDP's pledge for a healthy city, the IDP states the prioritization of development where there is already the necessary infrastructure, over development where there is not (CoCT, 2002: 14). This also places emphasis on the central theme of this IDP being financial sustainability. The need for financial sustainability and usage optimization is also related to utility services, i.e. making use of utility services which are already existing. The IDP states the maintenance or the upgrading of already existing utility services should be given priority, instead of implementing new services (CoCT, 2002: 14). The IDP elaborates on this and states that this is to make sure that there is promotion of greater compaction, greater equity, efficiency and financial sustainability (CoCT, 2002: 14).

The 2007 version still maintains that usage optimization means the use of existing infrastructure. With regard to access to land for housing, the City aims to identify areas which make effective and efficient use of existing infrastructure (CoCT, 2007: 34). This IDP integrates usage optimization, settlement growth and economic growth.

However, there is an additional theme of management which arises in the 2007 IDP. Under the IDP's strategic focus area on sustainable urban infrastructure and services, one of the objectives is managing the City's infrastructure and resources in an effective way (CoCT, 2007: 30). Here we see a shift from the value of usage optimization mainly meaning the use of already existing things, to it also meaning their management in 2007. This shift towards the theme of management is also seen under the strategic focus area on good governance and regulatory reform. The IDP response with regard to financial sustainability, is that there will be an intensification of the City's efforts to make sure that there

is an improvement in the management of the City's key financial areas such as income control, the flow of cash, indigent support, alternative income opportunities, asset management along with risk management (CoCT, 2007: 41).

The 2007 IDP also has a spatial aspect with regard to usage optimization. Under the strategic focus area on sustainable urban infrastructure and services, one of the IDP responses is that there will also be the encouragement of development on vacant and underutilized land (CoCT, 2007: 29). The meaning of usage optimization also shifts towards the maximization of land.

The 2012 IDP associates financial sustainability with usage optimization. Under the IDP's strategic focus area on an opportunity city, one of the objectives is to maximize the use of funding which is available, as well as available programmes for training and the development of skills, which will be used within the City (CoCT, 2012: 46). In this IDP, we see a shift away from usage optimization meaning the use of existing infrastructure, to it mainly meaning the use of existing funding to train people to work for the City. This suggests that the City may have been lacking in skills during the period of the 2012 IDP.

There has been a change in the values and meanings associated with 'sustainability' in the municipality's discourses. Table 4.2 summarizes these findings and shows the change.

Table 4.2: Values associated with 'sustainability'

	Cape Town 2002 IDP	Cape Town 2007 IDP	Cape Town 2012 IDP
Feasibility	Feasibility is achieved through financial sustainability, affordable services, affordable transport, and sustainable operating costs.	Feasibility is achieved through sustainable infrastructure, sustainable services. It is also achieved by the budget being aligned with priorities.	Feasibility is not considered a value.
Environmental sustainability	Environmental sustainability is achieved through protecting the environment, with a particular focus on the poor.	Environmental sustainability is not only achieved through protecting the environment. It is also achieved through the conservation of natural resources, while still allowing infrastructure to develop. Finally, it is also achieved through the use of alternative forms of energy.	Environmental sustainability is not only achieved through protecting the environment. It is also achieved through sustainable development, sustainable use of resources and providing environmental healthcare services.

Table 4.2 (continued)

	Cape Town 2002 IDP	Cape Town 2007 IDP	Cape Town 2012 IDP
Usage optimization	Usage optimization is achieved by using already existing investments, infrastructure and utility services.	Usage optimization is not only achieved through using already existing infrastructure and finances, but also through the management of them. Usage optimization is also achieved through the optimization of land.	Usage optimization is achieved through the maximization of funds in order to train people to work for the City.

4.4 Assessing the CoCT's IDPs based on the criteria for 'people driven democracy'

This section serves as a discourse analysis of the different iterations of the City's IDP according to the criteria for people driven democracy. This section looks at the values of inclusivity, involvement and participation, empowerment, prioritization as well as safety and health, along with their associated meanings, within the IDPs.

4.4.1 Assessing the CoCT's IDPs with regard to inclusivity

With regard to inclusivity, the 2002 IDP does not associate this value with people driven democracy. Within the pledges of the IDP, there is no mention of an 'inclusive city' as one of the pledges. This suggests that the values associated with people driven democracy were mainly involvement and participation, empowerment, prioritization, along with safety and health.

As opposed to the 2002 IDP, the 2007 IDP notes the importance of being inclusive from the onset of the document, but this is with regard to an economy which is inclusive. The introduction by the City Manager mentions that the IDP is centred around economic growth and development which is shared (CoCT, 2007). But this IDP also sees the importance in inclusivity with regard to where people live. The City Manager also states that the IDP is centred on human settlements which are integrated (CoCT, 2007).

The Cape Town 2007 IDP also associates social inclusivity with the meaning of inclusivity. Within the IDP's strategic focus area on health, social and human capital development, there is mention of facilitating development of a society which is healthy, as well as socially inclusive (CoCT, 2007: 39). The importance in social inclusivity is also translated to transport interchanges. Within the strategic focus area on public transport systems, one of the IDP's responses is transport interchanges being given priority as hubs of economic development where there can be development of communities which are socially inclusive (CoCT, 2007: 32).

Social and economic inclusivity are prioritized in the 2007 IDP. This is further seen in the strategic focus area on integrated human settlements, where one of the IDP responses is the City transforming dormitory suburbs into areas that support numerous land uses, areas which offer a range of amenities and areas that are socially mixed (CoCT, 2007). It is unclear as to the intended meaning of 'socially inclusive'. For example, there is no clear indication of it meaning inclusion across different races or it meaning inclusion across different income groups.

Similarly, the theme of economic inclusivity is also brought up within the 2012 IDP. There is an increasing emphasis on including everyone in economic activity from 2002 to 2012. The IDP states constructing a city which is more inclusive by expanding economic opportunities (CoCT, 2012: 8). There is even

mention of an 'inclusive city', which suggests everyone having a stake in the future (CoCT, 2012: 12). This also places emphasis on the growing importance on including everyone in economic activity.

The 2012 IDP does not completely ignore the importance of social inclusivity. Within the strategic focus area on an inclusive city, one of the objectives of the IDP is to provide facilities which make citizens in Cape Town feel at home (CoCT, 2012: 77).

4.4.2 Assessing the CoCT's IDPs with regard to involvement and participation

In this section participation is with regards to people being given a voice and a platform to have their say with regards to municipal actions which affect them, whereas involvement is with regards to people being actively involved in those municipal actions.

The 2002 IDP links involvement to the encouragement of economic growth. This is seen under this IDP's pledge for an opportunity city, where it encourages developing a City Development Strategy, which will be in partnership with other stakeholders, for a vision and strategy to establish the city as an investment and economic location, that is globally competitive (CoCT, 2002: 14).

This theme of encouraging economic development through involvement is also carried through to the 2007 IDP. Under the strategic focus area on shared economic growth and development, one of this IDP's responses is that engagement with investors will be more pro-active in order to make it possible for private sector investment to support the broader goals of the City (CoCT, 2007: 25). It should be noted that there is a shift from involvement meaning the

involvement of stakeholders in the 2002 IDP, to it meaning the involvement of investors in 2007.

The 2012 IDP places more emphasis on participation than on involvement. This suggests that the 2012 IDP would rather have participatory mechanisms as opposed to actually involving interested and affected parties in the integrated development planning.

Shifting our focus to participation, it is emphasized from the onset of the 2002 IDP. Within the introduction by the City Manager, there is emphasis placed on the necessity for participation in municipalities and that this participation should be by communities, rate payers and residents (CoCT, 2002: 1).

Furthermore, the 2002 IDP emphasizes that municipalities should be inclusive as they serve the people. The City Manager states that they want the process to be inclusive and that the City is committed to the democratization of society (CoCT, 2002: 1). Here, we see that the meaning of participation is everyone having a say with regard to municipal actions that affect them.

Thus, a well structured public participation process which allows communities to participate and ultimately encourages democracy, is associated with the value of participation in the 2002 IDP. Firstly, this is seen in the IDP's pledge for a caring city, where it states the encouragement of communities' involvement in decision making with the use of a well structured public participation process (CoCT, 2002: 13). Secondly, this is seen under this IDP's pledge for a local government which is close to all, where it notes the promotion of a network of community based consultative forums to make sure there are high levels of participation as well as involvement (CoCT, 2002: 20). Furthermore, the IDP proposes a metro participation forum being formed, along with other public

participation fora to make sure that the public participates in a way that is structured with regard to the development of IDPs and budgets (CoCT, 2002: 20). Here we see a specific mention of involving interested and affected parties in the integrated development planning process.

Service delivery is also linked to participation in the 2002 IDP. One of the values of the IDP is providing services in a manner which is participatory and team based, as well as a manner that is focused on the outcome (CoCT, 2002: 5). Here, we see that the meaning of participation is extended to participatory service delivery.

The 2002 IDP also associates responsiveness with the value of participation. One of the values is being responsive to customers and working towards serving their needs (CoCT, 2002: 5). It is not clear as to who the customers are in this regard. Based on the introduction by the City Manager, I assume customers are communities, rate payers and residents.

Finally, the 2002 IDP associates governing bodies which are accessible to those whom they are governing, with the value of participation. This is seen in the IDP's pledge for a smart city, where one of the aims is to make local government, politicians, along with the officials, more accessible (CoCT, 2002: 20).

The main meaning given to participation in the 2007 IDP, is developing mechanisms through which the affected can participate. This is seen under this IDP's strategic focus area on good governance and regulatory reform, where one of the objectives is to establish effective channels through which the community can engage (CoCT, 2007: 43). Although the 2002 IDP and 2007 IDP are similar in this regard, there is a massive drop in the emphasis on the value

of participation from 2002 to 2007. There are so many meanings given to participation in the 2002 IDP, yet only one meaning in the 2007 IDP.

Similar to the 2002 IDP, responsiveness is a meaning associated with the value of participation in the 2012 IDP. This is seen under this IDP's strategic focus area on an inclusive city, where one of the objectives is to create an environment which allows citizens to be communicated with and responded to, in order to ensure responsiveness (CoCT, 2012: 76). This also emphasizes the decrease in the emphasis on the value of participation from the 2002 IDP.

4.4.3 Assessing the CoCT's IDPs with regard to empowerment

The 2002 IDP associates empowerment with the empowerment of the poor. This IDP notes five fields of action to reduce poverty, in which there is mention of livelihood strategies, which refers to social as well as cultural responses, whereby the poor help themselves and support association/network activities (CoCT, 2002: 6). In other words, the meaning of empowerment is the poor being able to help themselves.

Improving the capacity of humans is also associated with the value of empowerment in the 2002 IDP. This is present in the IDP's strategic pledge to create jobs and economic empowerment, where it states developing human resources as well as having special programs for those who are vulnerable (CoCT, 2002: 8). We begin to see an emphasis on empowering marginalized groups. Furthermore, there is also emphasis on empowering people so that they can participate in economic activity. This is also emphasized when the 2002 IDP advances supporting the poor's business networks and supporting key sectors in the economy to create jobs for the poor (CoCT, 2002: 9). Ultimately, this IDP sees empowerment as the previously marginalized and people who have been excluded from the economy participating in the economy.

Shifting our focus to the 2007 IDP, the theme of empowering those in need is still maintained. Under the strategic focus area on shared economic growth and development, one of the IDP's responses is that the City will also make sure that there is access to social services and human resource development in areas of need (CoCT, 2007: 25). Empowerment is used to improve the quality of life of those in need. This is also seen under the strategic focus area on health, social and human capital development. One of the IDP responses under this focus area is that social and human capital development should benefit the most marginalized communities in every settlement (CoCT, 2007: 39).

The 2007 IDP also sees empowerment as a means of encouraging economic inclusion. This is done by the alignment of strategies aimed at developing human resources. We see this in one of the IDP responses, where there will be work done towards the alignment of skills development, training, as well as educational systems of the City and business (CoCT, 2007: 25).

Turning our attention to the 2012 IDP, empowerment of people continues to be considered a value. In the Foreword by the City Manager, the 'development' part of the integrated development plan is based on the IDP being focussed on development with regard to the economy, development with regard to infrastructure and development with regard to people (CoCT, 2012: 3).

Although the meaning of empowerment was always related to empowering people over the years, we see that in 2012 the focus shifted from empowering the poor, marginalized and those in need, to empowering everyone instead.

4.4.4 Assessing the CoCT's IDPs with regard to prioritization

Similar to the value of empowerment, prioritization is given to vulnerable groups in the 2002 IDP. We see this in the IDP's strategic pledge to support community and social development, where it states the support for projects which are aimed at vulnerable groups and the support of the poor's social networks which includes religious, cultural, sporting as well as saving societies (CoCT, 2002: 8). This is how the needs of the vulnerable are prioritized in this IDP. There is further emphasis on the prioritization of the vulnerable and marginalized within this IDP's strategic pledge to provide a minimum social safety net. The IDP promotes making full use of indigence programs and subsidies aimed at poverty, where those in need are effectively identified and reached (CoCT, 2002: 8).

The needs of the poor and vulnerable are not the only needs which are prioritized in this IDP. Under the 2002 IDP's pledge for an opportunity city, the IDP supports meeting the customer's needs with trading services which extend the provision of basic services to all the customers within the metropolitan area, and that this is on an equitable, affordable, as well as a sustainable basis (CoCT, 2002: 15). The customer's needs are also prioritized in this IDP. By 'customer', I assume the IDP is referring to communities, rate payers and residents, as defined by the City Manager.

Alternatively, the 2007 IDP prioritizes the needs of small businesses as opposed to the needs of people. This is seen under the strategic focus area on shared economic growth and development, where one of the IDP responses is that the needs of small businesses will be supported by the City and that the City will also broaden economic participation, and promote entrepreneurship (CoCT, 2007: 25). Additionally, the City will build, as well as foster, networks in order to sustain economic development initiatives at community level (CoCT, 2007: 25). There is shift towards a theme of economic inclusivity with regard to

the value of prioritization from 2002 to 2007. This is a shift away from the prioritization of the poor's needs.

The 2012 IDP does not consider prioritization with regard to people driven democracy. This IDP focusses mainly on involvement and participation, empowerment as well as safety and health, with regard to the meaning of people driven democracy.

4.4.5 Assessing the CoCT's IDPs with regard to safety and health

From the onset of the 2002 IDP, there is a focus on safety and health. Such emphasis is deduced from the fact that two of the strategic pledges of this IDP are a safe city for everyone and a healthy city for everyone (CoCT, 2002: 6). Safety and health, as a value, is also incorporated into the 2002 IDP's priorities. In this regard, amongst a list of priorities, the IDP notes HIV/AIDS as well as safety and security (CoCT, 2002: 5). Thus, a meaning given to this value is the prevention of sickness. This is seen under the 2002 IDP's strategic pledge to support community and social development, where the IDP promotes healthcare programs which are preventative for diseases like TB, HIV/AIDS, etc. (CoCT, 2002: 9).

The environment which people occupy is associated with safety and health in the 2002 IDP. We see this in the IDP's strategic pledge to develop sustainable living environments, where the IDP states the creation of physical environments which are safer, and promoting public transport which serves the poor and their needs (CoCT, 2002: 8). Here, we still see the theme of prioritizing the needs of the poor.

Additionally, the 2002 Cape Town IDP also states crime reduction strategies under the IDP's strategic pledge to support community and social development (CoCT, 2002: 8). In this case, one deduces that the value of safety and health also means the reduction of crime.

Finally, health education as well as accessibility to clinics are associated with the value of safety and health in this IDP. We see this in the 2002 IDP's pledge for a caring city for all, where the IDP states the provision of efficient services which includes immunization as well as HIV/AIDS education at clinics, along with clinics being accessible to all (CoCT, 2002: 13).

Safety and health is valued from the onset of the 2007 IDP. Within the introduction by the City Manager, the IDP states that it is also centred around safety and security, as well as development of health, social and human capital (CoCT, 2007). Furthermore, this emphasis on safety and health is seen within the IDP's strategic focus areas. Under the strategic focus area on safety and security, the objective is the encouragement of a safe and secure environment to be developed (CoCT, 2007: 37). This is similar to a meaning given to the value in the 2002 IDP. There is also a spatial design aspect associated with this value. Under the strategic focus area on safety and security, one of the IDP responses is that there will be a focus by the City on improving urban design in order to reduce crime and emergencies (CoCT, 2007: 37).

Another similarity is that of the prevention of crime and the protection of the vulnerable being associated with the value of safety and health. Under the strategic focus area on safety and security, the 2007 IDP's responses are that there will be a focus on social crime prevention programmes, by the City, and that these programmes will be directed at reducing crime, high incidences of drug and alcohol abuse, gang affiliation, as well as crime against property and

people, particularly women and children (CoCT, 2007: 37). Here we see a shift in the meaning of safety and security, from the reduction of crime in 2002 to the prevention of crime (particularly for the vulnerable) in 2007.

Additionally, the 2007 IDP associates responsiveness with the value of safety and health. This is seen in the IDP's responses, where there will be an implementation of fast, efficient and equitable emergency response to safeguard life, property, the environment as well as livelihoods (CoCT, 2007: 37). This is different to the 2012 IDP, where responsiveness is a meaning given to participation.

Finally, and similarly to the 2002 IDP, the control of sickness is associated with the 2007 IDP. Under the strategic focus area on health, social and human capital development, one of this IDP's responses is a control programme for TB and HIV/AIDS/STI, which is effective (CoCT, 2007: 39). There is still a focus on HIV/AIDS.

Changing our focus to the 2012 IDP, there is a focus area on a safe city which notes the need for citizens to be safe in their own city (CoCT, 2012: 10). In this IDP, the provision of health services is associated with safety and health. Two of the objectives under the strategic focus area on a caring city are the provision of primary health care services which are effective as well as the provision of substance abuse outpatient treatment and rehabilitation services (CoCT, 2012: 74-75). Here we see a shift away from safety and health meaning the prevention/control of crime and sickness in 2002 and 2007, to it meaning the provision of health services in 2012.

There has been a change in the values and meanings associated with 'people driven democracy' in the municipality's discourses. Table 4.3 summarizes these findings and shows the change.

Table 4.3: Values associated with 'people driven democracy'

	Cape Town 2002 IDP	Cape Town 2007 IDP	Cape Town 2012 IDP
Inclusivity	Inclusivity is not considered a value.	Inclusivity is achieved through making the economy, society and settlements, inclusive.	Inclusivity is achieved through making the economy inclusive. It is also achieved through making society inclusive through the provision of facilities.
Involvement and participation	<p>Involvement is achieved through involving stakeholders. It is used to encourage economic growth.</p> <p>Participation is achieved through the democratization of society. It also achieved through a well structured public participation process as well as service delivery which is participatory. Finally, participation is achieved through responsiveness and accessible governance.</p>	<p>Involvement is achieved through involving investors. It is used to encourage economic growth.</p> <p>Participation is achieved through developing mechanisms through which interested and affected parties can participate.</p>	<p>Involvement is not considered a value.</p> <p>Participation is achieved through responsiveness.</p>

Table 4.3 (Continued)

	Cape Town 2002 IDP	Cape Town 2007 IDP	Cape Town 2012 IDP
Empowerment	<p>Empowerment is achieved through the poor being able to help themselves. Empowerment is also achieved by creating jobs for the poor. This is so that they can participate in the economy.</p>	<p>Empowerment is achieved by empowering those in need. Empowerment is also achieved by developing social and human capital. This is done by aligning human capital development strategies.</p>	<p>Empowerment is achieved by empowering the people (not necessarily only the poor).</p>
Prioritization	<p>Prioritization is achieved by supporting projects and social networks of the vulnerable. It is also achieved through programmes and subsidies aimed at the vulnerable. Finally, prioritization is achieved by meeting customers' needs.</p>	<p>Prioritization is achieved by the City supporting the needs of small businesses.</p>	<p>Prioritization is not considered a value.</p>

Table 4.3 (Continued)

	Cape Town 2002 IDP	Cape Town 2007 IDP	Cape Town 2012 IDP
Safety and health	Safety and health is achieved by creating safer physical environments. It is also achieved by dealing with HIV/AIDS as well as strategies to reduce crime. (Great emphasis on HIV/AIDS)	Safety and health is achieved by developing safe environments. It is also achieved by preventing crime, particularly for the vulnerable. Safety and health is also achieved through responsiveness and controlling sickness. (Great emphasis on HIV/AIDS)	Safety and health is merely achieved through provision of health services.

4.5 Assessing the CoCT's IDPs based on the criteria for 'good governance'

This section serves as a discourse analysis of the different iterations of the City's IDP according to the criteria for good governance. This section looks at the values of transparency as well as assessment and accountability, along with their associated meanings, in the IDPs.

4.5.1 Assessing the CoCT's IDPs with regard to transparency

Governance which is accessible to everyone is associated with transparency in the 2002 IDP. We see this in the strategic pledges for local government to be close to everyone (CoCT, 2002: 6). Furthermore, under the strategic pledge to support community and social development, the IDP states the support of

governance which is participatory (CoCT, 2002: 8). Governance which is easily accessible is a meaning given to transparency.

There is a shift away from the meaning of transparency in 2002. Accountability, the governing of finances and reducing corruption are meanings given to transparency in the 2007 IDP. We see this under the strategic focus area on good governance and regulatory reform, where one of the IDP's responses is that measures will be implemented by the City so that, via the accomplishment of sound financial governance, improved accountability and transparency in awarding tenders, established key procedures and processes, and by minimizing fraud and corruption, the City will improve its service as well as its workplace ethics (CoCT, 2007: 42).

Similar to 2007, no corruption is also a meaning given to transparency in the 2012 IDP. This is seen under the strategic focus area on a well run city, where one of the objectives is to make sure that there is a government which is both transparent and free of corruption (CoCT, 2012: 82).

4.5.2 Assessing the CoCT's IDPs with regard to assessment and accountability

No corruption is a meaning given to assessment and accountability in the 2002 IDP. One of the strategic pledges in this IDP is for a well run, corruption free city for everyone (CoCT, 2002: 6).

The management of performance of governance is also a meaning associated with assessment and accountability, in this IDP. This is seen in this IDPs pledge for a well run city which is free of corruption, where it encourages a performance management system being initiated as well as a competency based process re-engineering model (CoCT, 2002: 19). This IDP values governance being continuously assessed to ensure it remains effective. Under

the same pledge, the IDP states clear lines with regard to reporting as well as accountability (CoCT, 2002: 19). A great amount of emphasis is placed on performance management in this IDP. It supports the launching of an organizational performance management system which will measure how the City's priorities and objectives are reflected in the IDP and that each priority and objective will have a performance management target (CoCT, 2002: 19). Here we see a close link between performance management and continuous assessment.

As seen previously, assessment, accountability and transparency are linked and valued in the 2007 IDP. This suggests a shift away from the emphasis on the management of performance in 2002 with regards to the value of assessment and accountability.

Alternatively, a government which is responsive and reliable are the meanings given to assessment and accountability in the 2012 IDP. One of the focus areas of this IDP is a well run city, which is with regard to people needing to know that their government works for them, is accountable as well as answers to them at all times (CoCT, 2012). This also places emphasis on governance being close to people.

There has been a change in the values and meanings associated with 'good governance' in the municipality's discourses. Table 4.4 summarizes these findings and shows the change.

Table 4.4: Values associated with 'people driven democracy'

	Cape Town 2002/2003 IDP	Cape Town 2007/2008 IDP	Cape Town 2012/2013 IDP
Transparency	Transparency is achieved by governance being accessible	Transparency is achieved by governing finances and governance being held accountable. It is also achieved by reducing corruption.	Transparency is achieved by no corruption.
Assessment and accountability	Assessment and accountability are achieved through no corruption and managing performance.	Assessment and accountability are achieved by governance being held accountable.	Assessment and accountability are achieved by governance being responsive and reliable.

This chapter serves as a discourse analysis of the different iterations of the CoCT's IDP according to assessment criteria for integration, sustainability, people driven democracy and good governance. This chapter explores the changes in the values and meanings associated with these discourses from the 2002 IDP to the 2012 IDP. The next chapter explores the reasons behind the change in the values and meanings of the 'integrated development planning' discourse. The chapter also explores the impact this change has on 'integrated planning' actions and outcomes.

5 Reasons for changed values and meanings, along with Impact on planning actions and outcomes

This chapter explores the reasons behind the changes in the values and meanings ascribed to the 'integrated development planning' discourse. This chapter looks at Cape Town's political context over the years as well as its socio-economic context. The chapter also extracts reasons from information gathered from the interviews.

5.1 Cape Town's Political Context

We begin our exploration by taking look at the political context going into the first IDP.








PARTY	VALID VOTES	SEATS	%VOTE
 ANC	10 601 330	0	66.35%
 DP	1 527 337	0	9.56%
 IFP	1 371 477	0	8.58%
 NNP	1 098 215	0	6.87%
 UDM	546 790	0	3.42%
 ACDP	228 975	0	1.43%
 FF	127 217	0	0.80%

Figure 5.1: 1999 South Africa National Election Results.

(Source: After: News24, 2016. 1999 NATIONAL RESULTS FOR SOUTH AFRICA)








PARTY	VALID VOTES	SEATS	%VOTE
 ANC	668 106	0	42.07%
 NNP	609 612	0	38.39%
 DP	189 183	0	11.91%
 ACDP	44 323	0	2.79%
 UDM	38 071	0	2.40%
 AMOR	9 513	0	0.60%
 PAC	7 708	0	0.49%

Figure 5.2: 1999 Western Cape Provincial Election Results.

(Source: After: News24, 2016. 1999 PROVINCIAL RESULTS FOR WESTERN CAPE)








PARTY	VALID VOTES	%VOTE
 DA	377 885	53.28%
 ANC	272 181	38.38%
 ACDP	25 976	3.66%
 UDM	11 231	1.58%
 AMP	8 056	1.14%
 PAC	4 529	0.64%
 MIP	2 329	0.33%

Figure 5.3: 2000 Cape Town Local Election Results.

(Source: After: News24, 2016. 2000 LOCAL ELECTION RESULTS FOR CAPE TOWN)

Figure 5.1 shows that the ANC had majority rule at a national scale during the 2002 IDP. They won 66.35% of the votes in the 1999 elections, which was just under two-thirds of the vote. Although the ANC was in power, they did not have complete power. Figure 5.2 shows that, although the ANC still had the majority of the votes from the 1999 elections, it did not have more than 50% of the votes on a provincial scale. However, Figure 5.3 shows that the ANC lost power at a local level, and the DA won 53.28% of the votes. Thus the party which was ruling at a national level was different from the party which was ruling at a local level. I argue that this had an influence on the values and meanings which were ascribed to the 'integrated development planning' discourse.

I argue that this explains why one of the meanings associated with vertical integration was the removal of red tape in the 2002 IDP. Local government, run by the DA, wanted more autonomy from the ANC rule, in order to allow access to economic opportunities. These political parties potentially had clashing ideologies with regards to the future of Cape Town. Thus the DA local governments strategies for economic development strategies potentially clashed with regulations from national legislation.

Furthermore, I maintain that this explains why assessment and accountability meant no corruption and the management of performance in the 2002 IDP. The DA had to heavily monitor its own performance under close watch of the nationally ruling ANC. This is aside from the fact that the management of performance in IDPs is stipulated in the Municipal Systems Act [No. 32 of 2000]. This can still be seen today, where the ANC (which rules nationally) is consistently keeping a close eye on the activities of local governments run by the DA.

We now turn our attention to the political context going into the 2007 IDP.








PARTY	VALID VOTES	SEATS	%VOTE
 ANC	10 880 915	133	69.69%
 DA	1 931 201	24	12.37%
 IFP	1 088 664	14	6.97%
 UDM	355 717	6	2.28%
 ID	269 765	4	1.73%
 NNP	257 824	5	1.65%
 ACDP	250 272	3	1.60%

Figure 5.4: 2004 South Africa National Election Results.

(Source: After: News24, 2016. 2004 NATIONAL RESULTS FOR SOUTH AFRICA)








PARTY	VALID VOTES	SEATS	%VOTE
 ANC	709 052	19	45.25%
 DA	424 832	12	27.11%
 NNP	170 469	5	10.88%
 ID	122 867	3	7.84%
 ACDP	53 934	2	3.44%
 UDM	27 489	1	1.75%
 AMP	11 019	0	0.70%

Figure 5.5: 2004 Western Cape Provincial Election Results.

(Source: After: News24, 2016. 2004 PROVINCIAL RESULTS FOR WESTERN CAPE)








PARTY	VALID VOTES	%VOTE
 DA	306 246	42.26%
 ANC	280 232	38.67%
 ID	79 839	11.02%
 ACDP	22 757	3.14%
 AMP	9 749	1.35%
 UDM	6 869	0.95%
 PAC	4 722	0.65%

Figure 5.6: 2006 Cape Town Local Election Results.

(Source: After: News24, 2016. 2006 LOCAL ELECTION RESULTS FOR CITY OF CAPE TOWN)

Figure 5.4 shows that the ANC had more power going into the 2007 IDP than it did going into the 2002 IDP. Moreover, the ANC had above two-thirds of the vote at a national level (69.69%). However, Figure 5.5 shows that the ANC had less than 50% of the vote at a provincial level. Figure 5.6 shows that the DA had lost power at a local scale going into the 2007 IDP in comparison to the 2002 IDP (42.26%). I maintain my argument that there were clashing ideologies regarding the future of Cape Town.

I also reason that it is no surprise that in the 2007 IDP, horizontal integration is not considered a value, and all the focus is placed on vertical integration. The ANC had more power nationally to control what was happening at a local level. Thus local government would ensure that its strategies are aligned with national government strategies. I argue that this focus resulted in less emphasis being placed on multi-sectorial integration within the City. This is not only seen

in the meaning of vertical integration. It is also seen with regards to the meaning of feasibility in the 2007 IDP, which changed from what it was in 2002. In the 2007 IDP it means the aligning of the budget with priorities. The budget comes from national treasury, which is governed by the ANC. Thus the local government could not operate, at a local scale, outside of what the national government had budgeted for. This also extends to the meaning of usage optimization becoming the management of finances in the 2007 IDP. This is different from what it was in the 2002 IDP. Finally, I contend that this explains why the value of transparency was linked to the governing of finances and being held accountable in the 2007 IDP. This shows that the ANC was closely monitoring the activities of the local government.

We now turn our attention to the political context going into the 2012 IDP.








PARTY	VALID VOTES	SEATS	%VOTE
 ANC	11 650 748	126	65.90%
 DA	2 945 829	32	16.66%
 COPE	1 311 027	16	7.42%
 IFP	804 260	9	4.55%
 ID	162 915	3	0.92%
 UDM	149 680	3	0.85%
 VF			

Figure 5.7: 2009 South Africa National Election Results.

(Source: After: News24, 2016. 2009 NATIONAL RESULTS FOR SOUTH AFRICA)








PARTY	VALID VOTES	SEATS	%VOTE
 DA	1 012 568	22	51.46%
 ANC	620 918	14	31.55%
 COPE	152 356	3	7.74%
 ID	92 116	2	4.68%
 ACDP	28 995	1	1.47%
 UDM	14 013	0	0.71%
 AL J	9 039	0	0.46%

Figure 5.8: 2009 Western Cape Provincial Election Results.

(Source: After: News24, 2016. 2009 PROVINCIAL RESULTS FOR WESTERN CAPE)








PARTY	VALID VOTES	%VOTE
 DA	682 929	61.15%
 ANC	370 420	33.17%
 COPE	12 596	1.13%
 ACDP	11 873	1.06%
 NP	6 038	0.54%
 UDM	4 290	0.38%
 AL J	3 928	0.35%

Figure 5.9: 2011 Cape Town Local Election Results.

(Source: After: News24, 2016. 2011 LOCAL ELECTION RESULTS FOR CITY OF CAPE TOWN)

Figure 5.7 shows that the ANC lost power going into the 2012 IDP as they only won 65.90% of the national votes. This was lower than two-thirds of the votes. However, Figures 5.8 and 5.9 show that the DA had more support than ever before at a local scale. They had more than 50% of the votes at both a provincial level (51.46%) and a local level (61.15%). But once again, the political party ruling nationally was different from the political party ruling locally. I maintain my argument that there were clashing ideologies as to the future of Cape Town. This, in turn, influenced a change in the values and meanings ascribed to the 'integrated development planning' discourse.

This was the most autonomous the City had ever been. It's no surprise that the value of horizontal integration arose again in the 2012 IDP. It meant integrating all the activities of local government. However, the ANC was still in power nationally, and hence why vertical integration was still emphasized as a value. One can imagine that with time, the understanding of integrated development planning deepened within the different spheres of government, which contributed to the shift towards valuing both vertical integration and horizontal integration simultaneously.

Finally, I argue that this also explains the change in the meaning of feasibility. Feasibility was no longer associated with the alignment of the budget in the 2012 IDP. This emphasizes that the local government had more autonomy outside of the ANC national rule. This also extends to the change in the meaning of transparency, which no longer meant the governing of finances in the 2012 IDP.

5.2 Cape Town's Socio-Economic Context

The previous section explores the political context of the City and how this influenced the changes in the values and meanings associated with the 'integrated development planning' discourse. But the reasons for these changes cannot only be politically affiliated. Thus, this section explores the socio-economic context of the City and how this influenced the changes in those very values and meanings of which we speak.

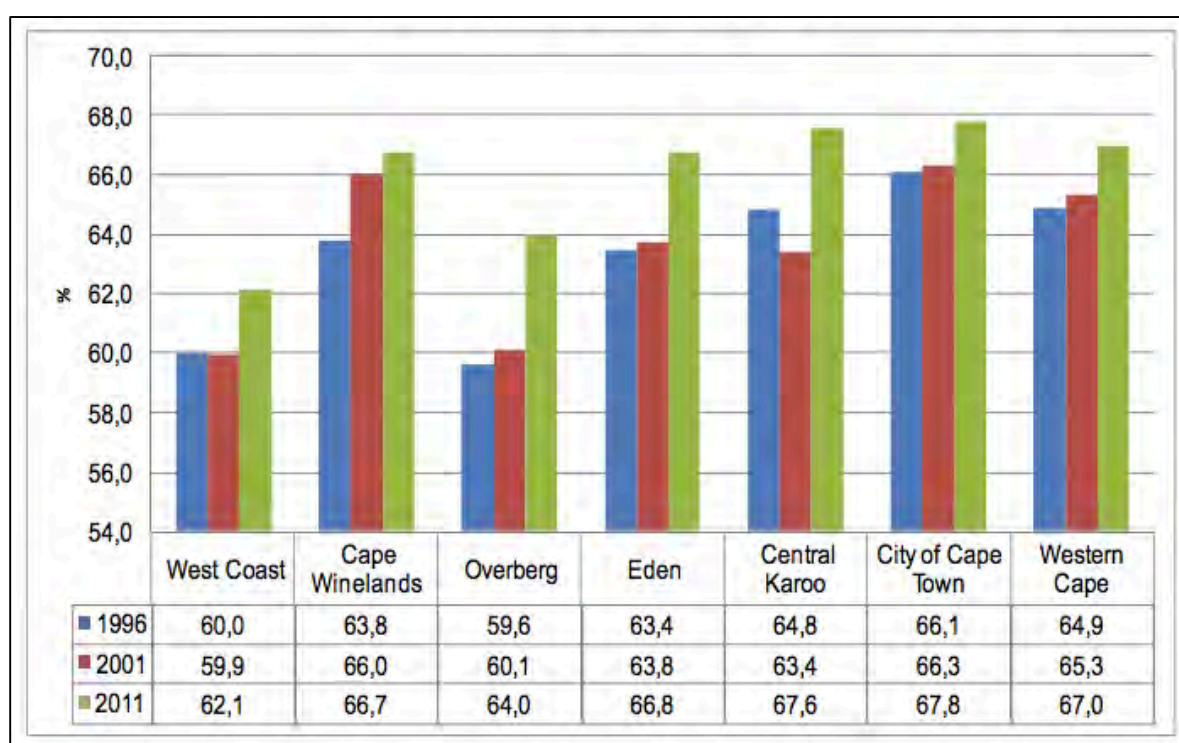


Figure 5.10: Showing the percentage of the population aged 5 to 24 years attending school in the Western Cape – 1996, 2001 and 2011.

(Source: After: StatsSA (2012: page 16). Figure 1.2.2.1: Distribution of the population aged 5-24 years attending school by district municipality – 1996, 2001 and 2011)

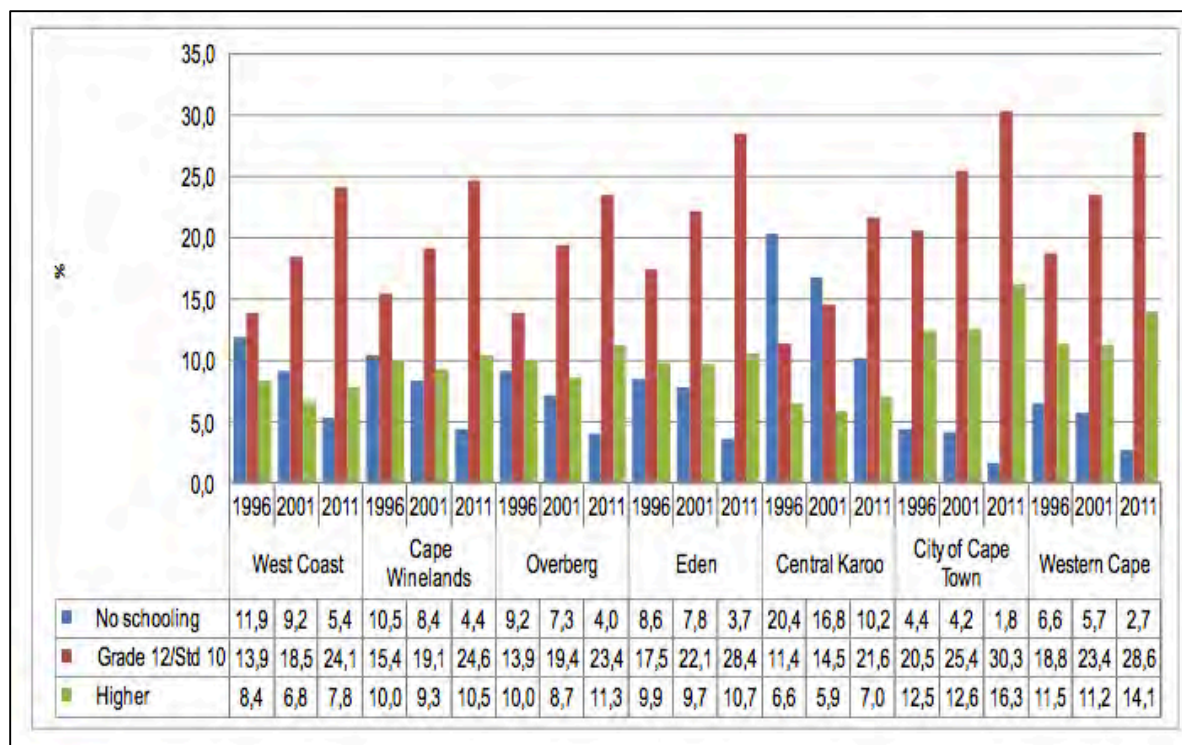


Figure 5.11: Showing the education levels of population aged 20 years and older in the Western Cape – 1996, 2001 and 2011.

(Source: After: StatsSA (2012: page 15). Figure 1.2.1.1: Distribution of the population aged 20 years and older by highest level of education and district municipality – 1996, 2001 and 2011)

Figure 5.10 shows that 66.3% of the Cape Town population aged between 5 and 24 years were attending school in 2001. This number increased to 67.8% in 2011. Figure 5.11 shows that 4.2% of the Cape Town population aged 20 years and older had no schooling in 2001. This number dropped to 1.8% in 2011. Finally, Figure 5.11 shows that Grade 12 was the highest level of education for 25.4% of the Cape Town population aged 20 years and older in 2001. This number then increased to 30.3% in 2011.

These numbers show that there were more people attending schools in Cape Town in 2011 than there were in 2001. I argue that this also explains the change in the meanings associated with usage optimization. In the 2002 IDP, it means using existing investments, infrastructure, and utilities. I assert that this approach was used to address the backlogs in educational facilities (amongst other

backlogs) in 2002. Thus, as a result of these backlogs being progressively addressed over time, the meaning of using existing infrastructure, investments and utilities, lost its association with usage optimization in the 2012 IDP. This argument is corroborated by the highest level of education statistics, where the percentage of people with no education in Cape Town is lower in 2011 than in 2001.

I also relate this increase in the education levels to the vulnerable being able to find jobs and no longer relying on governance for assistance. This explains the change in the meaning of prioritization and empowerment. With regard to these values, the 2012 IDP places far less focus on the poor and the vulnerable in comparison to the 2002 IDP. In the 2002 IDP, empowerment was directed at helping the poor to participate in the economy. This meaning then changes to helping everyone to participate in the economy in the 2012 IDP, as opposed to mainly the poor.

Furthermore, the numbers also explain the increased emphasis on the value of inclusivity. Both the 2012 IDP and 2007 IDP associate an inclusive economy with the value of inclusivity. I argue that this is due to the increased percentage of employable people in 2007 and 2012, in comparison to 2002.

I also turn my attention to the increase in percentage of people with Grade 12 as their highest level of education. I argue that with this increase, the City had to devise mechanisms to absorb this group of the population that were not going to tertiary institutions. This explains the change in the meaning of prioritization. It shifts its meaning from supporting the needs of the vulnerable (in the 2002 IDP), to supporting the needs of small businesses (in the 2007 IDP). This also encouraged people to start businesses. Hence the increase in the focus on an inclusive economy over the years, where all can participate.

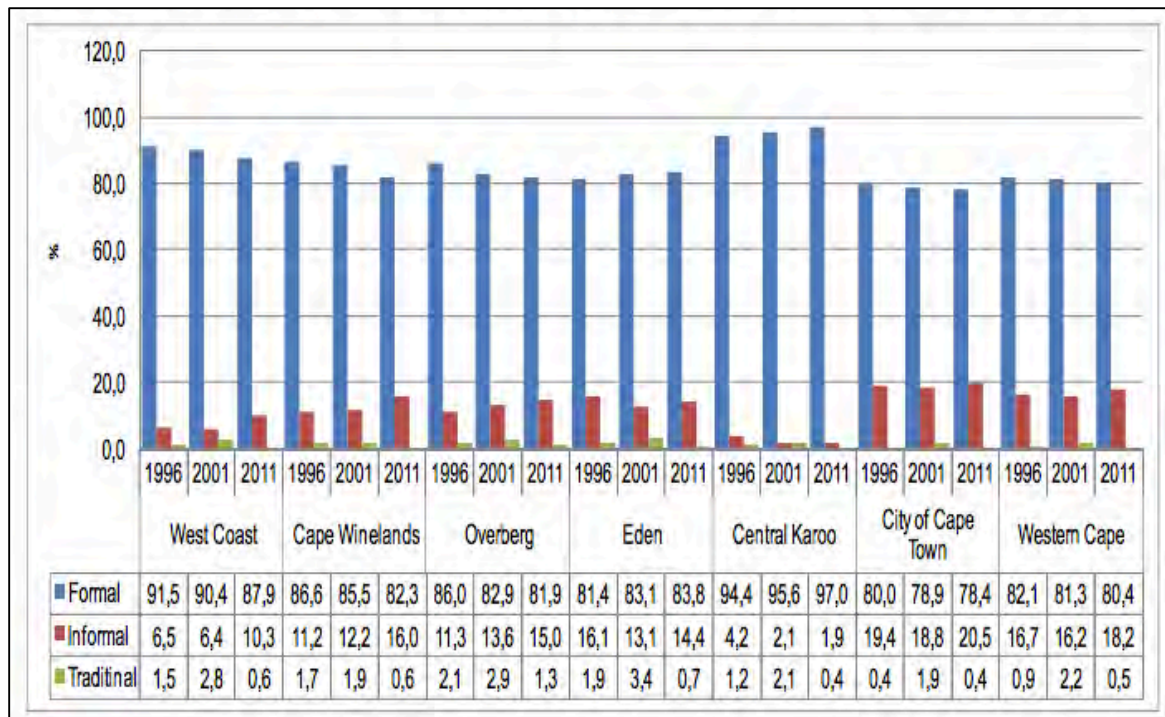


Figure 5.12: Showing the types of dwellings in the Western Cape – 1996, 2001 and 2011.

(Source: After: StatsSA (2012: page 19). Figure 1.4.2.1: Distribution of households by type of main dwelling type and district municipality – 1996, 2001 and 2011)

Figure 5.12 shows that the percentage of informal dwellings in Cape Town increased from 18.8% in 2001 to 20.5% in 2011. At the same time, the percentage of traditional dwellings in Cape Town decreased from 1.9% in 2001 to 0.4% in 2011. I reason that this is as a result of urbanization. People moved from traditional dwelling areas to informal dwelling areas to get closer to opportunity. This led to an increase in the housing backlog and a rise in the necessity for open land.

I argue that this is an additional explanation to the shift in the meaning of usage optimization. The meaning attached to usage optimization in the 2007 IDP changes to the maximization of land, in comparison to the 2002 IDP. The maximization of land was necessary to address the housing backlog. More so, this also explains the increased emphasis on an inclusive society in the 2007 IDP and the 2012 IDP. I argue that the City began to see the need to

accommodate the people moving closer to the City, and to ensure that they no longer felt like outsiders. This argument is corroborated by the fact that the 2012 IDP even associates the provision of facilities with the value of social inclusivity.

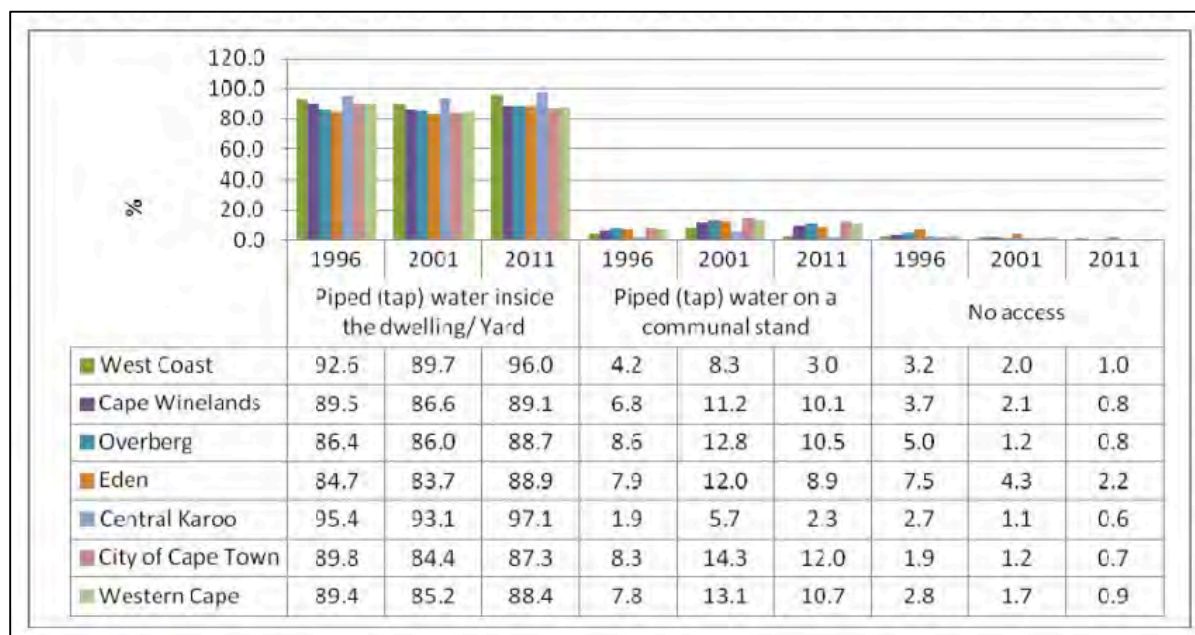


Figure 5.13: Showing access to water supply in the Western Cape – 1996, 2001 and 2011.

(Source: After: StatsSA (2012: page 23). Figure 1.4.6.1: Percentage of households having access to piped water by district municipality – 1996, 2001 and 2011)

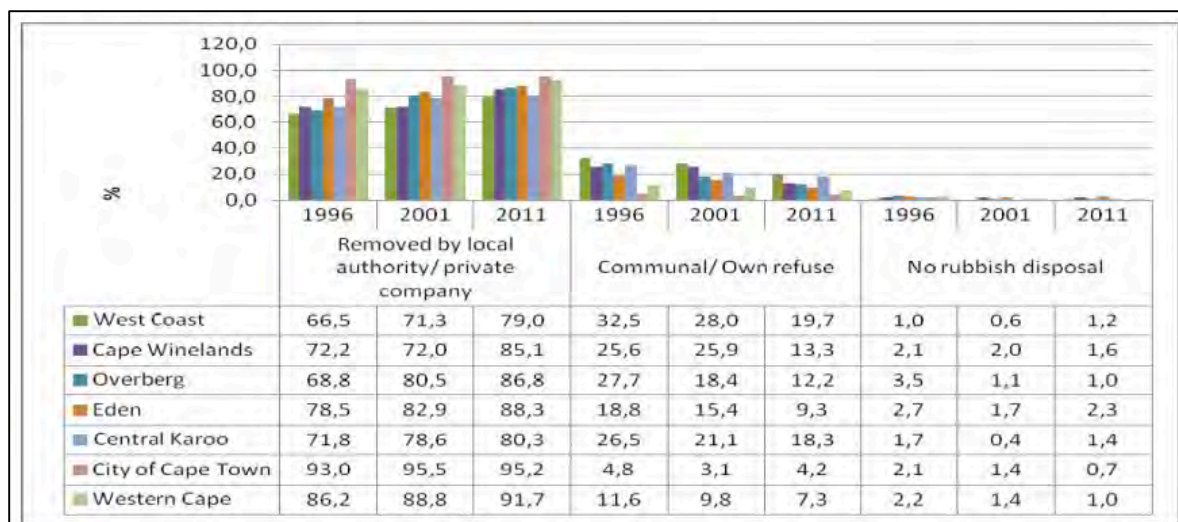


Figure 5.14: Showing refuse removal in the Western Cape – 1996, 2001 and 2011.

(Source: After: StatsSA (2012: page 24). Figure 1.4.7.1: Distribution of households by type of refuse removal and district municipality – 1996, 2001 and 2011)

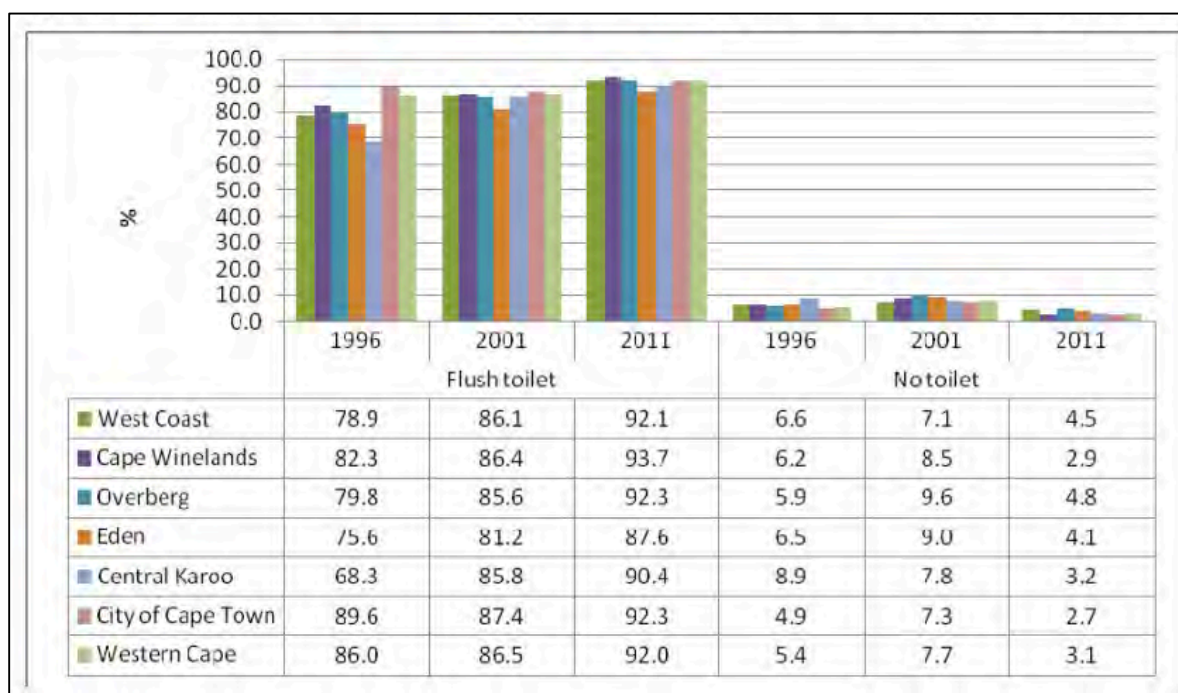


Figure 5.15: Showing toilet facilities in the Western Cape – 1996, 2001 and 2011.

(Source: After: StatsSA (2012: page 25). Figure 1.4.8.1: Distribution of households by type of toilet facility and district municipality – 1996, 2001 and 2011)

Figure 5.13 shows that the percentage of households in Cape Town that had no access to water decreased from 1.2% in 2001, to 0.7% in 2011. Figure 5.14

shows that the percentage of households in Cape Town that had no form of refuse disposal decreased from 1.4% in 2001, to 0.7% in 2011. Finally, Figure 5.15 shows that the percentage of households with no toilet facilities decreased from 7.3% in 2001, to 2.7% in 2011. Ultimately, these percentages show that there was an increase in the delivery of services from the year 2001 to 2011.

I suggest that this increase in the delivery of services explains why the meaning of horizontal integration is linked to service delivery in the 2002 IDP, and no longer linked to horizontal integration in the 2012 IDP. Services were, anyway, being delivered between the two IDPs. I consider that this also explains the change in the meaning of feasibility. In the 2002 IDP, feasibility means services which are affordable and costs which are sustainable. I argue that during this time the City aimed to provide services to address the present backlogs, and wanted to ensure that the services could operate for as long as possible. This explains why the meaning of affordability is no longer linked to feasibility in the 2007 IDP. Services were being delivered and hence the shift towards the main focus on sustainability, i.e. sustaining those services.

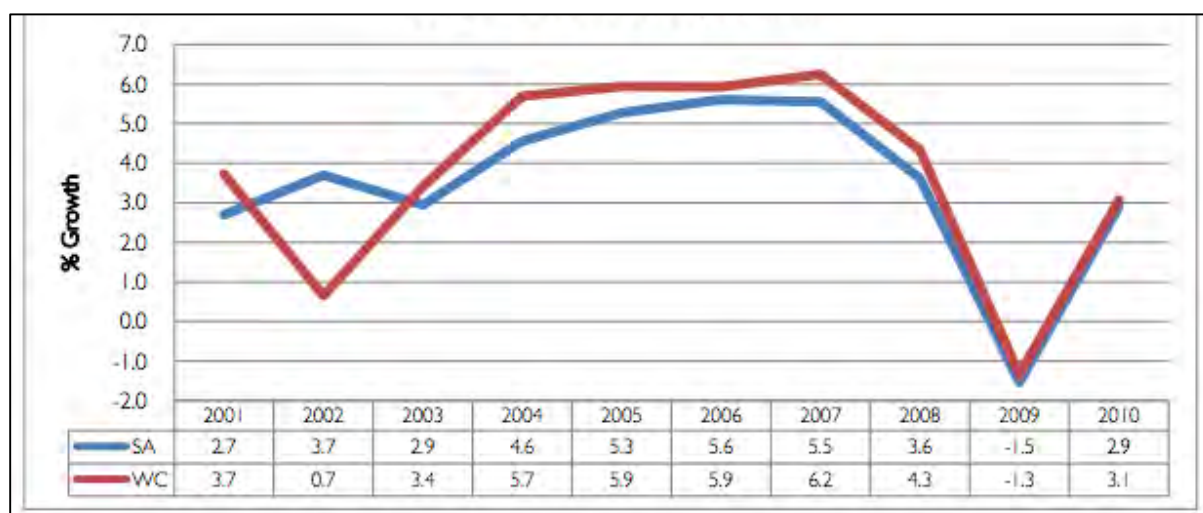


Figure 5.16: Showing Western Cape's GDP growth rate over the years - 2001 to 2010.

(Source: After: WESGRO (2012: page 3). GDPGROWTH PER ANNUM, 2001-2010)

Figure 5.16 shows that the GDP growth rate in the Western Cape decreased from 2001 to 2002, then increased from 2002 to 2005. From 2005 to 2007 the growth rate became relatively stagnant. The growth rate dropped to -1.3% in 2009. WESGRO (2012) claim that this is as a result of a slow down in the global economy between 2008 and 2009. The GDP then increases from 2009 to 2010. I argue that these changes in the Western Cape economy influenced the changes in the values and meanings ascribed to the 'integrated development planning' discourse in the City.

I argue that when the growth rate became stagnant, the City must have made efforts to change this in the 2007 IDP. This gives an additional explanation as to why the City prioritized the needs of small businesses in 2007 as opposed to the needs of the vulnerable. This also explains the increase in the emphasis on an inclusive economy in the 2007 IDP. The City wanted to absorb more people into the economy to assist in increasing the growth rate. Furthermore, I argue that this also explains the changes to the meaning of involvement. Involvement meant involving stakeholders in the 2002 IDP, yet meant involving investors in the 2007 IDP.

I also argue that the deceleration in the global economy contributed to the shift in some of the meanings. I believe that this explains the loss in the meaning to both prioritize and empower the poor. Even the meaning of environmental sustainability no longer focussed on the poor in the 2012 IDP, in comparison to the 2002 IDP. The City's main focus after the slow down of the global economy, was recovery. In this, the emphasis on the needs of the poor and marginalized were lost.

5.3 Additional reasons for the change in values and meanings from interviews

The previous section looks at the socio-economic context going into the different iterations of the IDP, thus providing additional explanations and reasons for the changes in the values and the meanings. I now turn to information gathered from the interviews.

I begin my argument by stating that the rising necessity to finally overcome the silo-ized nature of local governance influenced the changes in the values and the meanings ascribed to the 'integrated development planning' discourse. Hennessy (2016) suggests that this silo-ized nature of governance can be traced back to, and is a product of, the apartheid era. While describing how the workplace in the City had changed over the years, he says:

Well it was a very segmented, silo-ed, protectionist, simplistic approach which was applied within council, I think. I'm talking about, there hadn't yet been integration across authorities. So you still had authorities managing previously, then previously black areas, previously white areas. As much as the country was starting to change, the headspace hadn't necessarily changed within the workplace. Because of reluctance in some quarters. And I'm talking across government. Spheres of government.

(K. Hennessy interview by S. Mokgalong, 22nd August 2016)

Here we see that Hennessy (2016) is also suggesting that the reluctance to change the system of governance was not only with regard to horizontal integration, but also vertical integration. I argue that this reluctance in governance was, to a certain extent, carried into the post-apartheid years. This explains why in the 2012 IDP, both horizontal integration and vertical integration are still values attached integrated development planning. Nicks

(2016), while discussing the implementation of the SDF, further explains the silo-ized nature which Hennessy's (2016) speaks of. He says:

You've got all these other sectors. You've got housing, you've got education, you've got transport, you've got infrastructure. They tend to work on five-year capital roll out plans. So you see that's every five years. And they should be getting guided by the SDF and they should be getting project managed by the IDP. What happens in a lot of instances, these guys are all working on different budgets and on different time frames.

(S. Nicks interviewed by S. Mokgalong, 25th August 2016)

The above corroborates my argument that the silo-ized nature of governance was still carried through into the post-apartheid era. Watson (2016) expands on these thoughts, and describes how silos in governance hinder integration. She says:

Okay. So I think my main criticism [...] is that they try and use the budget as a way of integrating. Okay, every department can continue to do its own business as usual, and each department submits a budget and they put the budget together in one document and they call it [an] IDP. There's no integration actually happening.

(Prof. V. Watson interviewed by S. Mokgalong, 18th August 2016)

Watson (2016) also notes the necessity to change this silo-ized nature. This serves as an additional explanation as to why the integration of all the activities became a meaning associated with horizontal integration in the 2012 IDP. When discussing the meaning of 'integrated development planning', Watson (2016) even notes that she thinks the main aim is to overcome the silo-ized/departmentalized nature of local government.

I also consider that the values and meanings also changed as a result of the focus being on producing IDPs as opposed to the process of integrated development planning. Odendaal (2016) suggests how integrated development planning is not reaching its potential in South Africa. In describing what integrated development planning is to her, she says:

To me its not just the production of an IDP as it is in this country, it's an actual approach that could yield an IDP, but it could yield something else.

(Dr. N. Odendaal interviewed by S. Mokgalong, 26th August 2016)

Odendaal (2016) then elaborates on this disjuncture between process and plan when describing her experiences with integrated development planning. She says:

And then later on I did work on an IDP (a couple of IDPs) and it struck me that moving into a local government situation, where IDPs are required every five years or to be revised every five years, it sort of became almost like a tick box thing where you have to do it as a local authority.

(Dr. N. Odendaal interviewed by S. Mokgalong, 26th August 2016)

I argue that the rigorous requirements from legislation with regard to the production of IDPs by each municipality, is a reason for this shift in the focus from process to product/plan. Thus local governments become more concerned with actually producing an IDP as opposed to dealing with the critical socio-economic issues at hand, and using integrated development planning as a tool to deal with those issues. I argue that this shift in the focus from process to product/plan, resulted in the values and meanings associated with integrated development planning, shifting away from the poor and vulnerable in the different iterations of the City's IDP.

Furthermore, I argue that another reason for the change in the values and meanings is the influence of the property/land market. Geary (2016) explains this and says:

The core of the challenge is that housing for the lower, like gap housing market and the subsidy housing market, always happens on the periphery of our city. One, because it is cheap, cheap land. And two, because it's easy and sort of easy to facilitate and no one is going to object to it.

(H. Geary interviewed by S. Mokgalong, 19th August 2016)

This explains the change in values and meanings particularly with regard to sustainability. The value of usage optimization was associated with the maximization of land in the 2007 IDP. I argue that the land/property market works against integrated development planning, thus the City resorted to making the most of land which was actually available. Thus, the focus on the prioritization and empowerment of the poor and vulnerable became less, as the property/land market encouraged the City to accommodate developers within the IDP. Geary (2016) even goes on to note that there is little integrated development planning happening in the lower income groups. Geary (2016) expands on this problem when she says:

So developers don't care about being integrated. They don't care about sustainability and those principles I say with the ecosystem and the natural habitat. They don't care about efficiency. They don't care if there's a transport system that's located close, and they [...] don't care about equity because for them it's about the biggest profit.

(H. Geary interviewed by S. Mokgalong, 19th August 2016)

In extension to this argument, I also add that a lack of resources contributed to the change in the values and meanings associated with integrated development planning. I argue that the City's lack of resources also contributed to the shift in the focus away from the poor and vulnerable. Had

the City had the resources, the land/property market wouldn't work against integrated development planning, as the City could afford well located land to prioritize and empower the poor and vulnerable. Olden (2016) explains this when he says:

One of the big problems is that if you want to do integrated development planning, you need to have the budgets to be able to do it, and the resources, the financial resources. So you need to be able to purchase land, well located land, at high costs [...] and then to relocate people onto well located land. Now well located land normally costs more, and those costs, those are the costs of the past. Those are the historic costs of the imbalances. And they, at the end of the day, relate to Rands and cents, right. They relate to Rands and cents. And that's where the whole thing falls apart.

(P. Olden interviewed by S. Mokgalong, 22nd August 2016)

Lee (2016) agrees with Olden (2016) when she notes that amazing initiatives and projects are available, but there is no funding and capacity to implement them. Lee (2016) also supports the argument that the political context has an influence on the values and meanings in 'integrated planning'. While discussing how the IDP addresses the apartheid legacy, she says:

It obviously has the impact to change because every five years it needs to change according to whatever political standpoint is being taken, and that's how development will be informed.

(S. Lee interviewed by S. Mokgalong, 24th August 2016)

Geary (2016) corroborates this argument, and notes that the City does evaluate each development application in accordance with the IDP, but it is decision based on the political reality.

I also advance that another additional explanation to the change in the values and meanings are factors such as climate change, and the growing need to address it. For instance, this explains the change in the meanings of environmental sustainability, which changes from mainly being focused on the poor, to also being focused on sustainability and using alternative forms of energy. Watson (2016) corroborates this when she discusses the meanings she associates with the value of environmental sustainability. She says:

And then environmental sustainability which has to do with the way we use and dispose of resources. The concept of the city as [an] urban metabolism that is drawing resources from its environment and using them in particular ways. [...] the notion of intergenerational: leaving the planet for future generations as we found it. Always nice things to talk about. Part of that is of course addressing risks, climate change, other kinds of risks, natural risks.

(Prof. V. Watson interviewed by S. Mokgalong, 18th August 2016)

Moving on, I argue that, to a certain extent, the change in the values and meanings ascribed to integrated planning development planning is also influenced by what is taught in the planning industry. Van der Berg (2016) touches on this when he says:

Integrated development planning is kind of expected of you now. It's an industry standard if you've been educated at a planning school in the past five years I guess.

(H. van der Berg interviewed by S. Mokgalong, 23rd August 2016)

I also argue that the diverse backgrounds of the people responsible for integrated development planning and producing IDPs also contributes to the changes in the values and meanings. Nicks (2016) says:

And in fact your earlier question as to what extent are they helping in restructuring South African settlements. [...] The people preparing IDPs hardly even know what you're talking about when you say that, and they don't know a lot of planners.

(S. Nicks interviewed by S. Mokgalong, 25th August 2016)

Finally, Watson (2016) also notes that there was a very strong market driven approach to integrated development planning in the mid-2000s. This corroborates the perceived shift towards an increased focus on an inclusive economy which is seen in both the 2007 IDP and the 2012 IDP. Watkyns (2016) also substantiates this. He says:

What has happened is that there's been less of an emphasis on the environment. And heritage. And more of an emphasis on development.

(B. Watkyns interviewed by S. Mokgalong, 31st August 2016)

5.4 Impact on planning actions and outcomes

The previous sections look at Cape Town's political context, socio-economic context, along with various other factors, from 2002 to 2012. This is in pursuit of the reasons behind the change in the values and meanings ascribed to the 'integrated development planning' discourse. This section delves into the impact these changes have on planning actions and outcomes. More so, how these planning actions and outcomes address (or fail to address) the apartheid planning legacy, as a result of this change.

We begin by looking at planning actions proposed in the 2002 IDP. Under this IDP's priority to prevent crime, it notes focused strategies in areas like Manenberg, Elsie's River, Mitchells Plain and Khayelitsha (CoCT, 2002: 12). Figure 5.17 circles the approximate location of this proposed planning action. This planning action shows that the poor (and the areas they occupy) are being prioritized by this IDP. This focus on the marginalized is also seen in the

corporate lead projects. One of the projects is priority sector development strategies such as the Philippi Nodal Development and the Khayelitsha CBD (CoCT, 2002: 21). This planning action also falls approximately within the circled area in Figure 5.17. In addition to this planning action empowering the poor, it also serves as means of giving them access to the economy. Another one of the corporate lead projects in this IDP is an urban renewal strategy (CoCT, 2002: 21). I relate this to this IDP's emphasis on creating a safe environment.

Exploring the outcomes of these proposed planning actions, we look at the 2006/2007 IDP review. This IDP review notes that the retail investments in Khayelitsha were successful (CoCT, 2006: 117). This suggests that the sector development strategy proposed in Khayelitsha was successfully implemented. There is no mention of the outcome of the Philippi Nodal Development nor the outcome of the safety strategies in the vulnerable areas. However, the review does note that the urban renewal strategy did start in 2004 and is being financially assisted by the German Development Bank (CoCT, 2006: 117). I argue that this lack of follow through in some of the proposed planning projects is for various reasons, amongst which are the changes in the values and meanings associated with integrated development planning. Looking at the 2006/2007 IDP review, we already notice a gradual shift away from prioritizing and empowering the poor and the vulnerable. This shift potentially led to some of the proposed projects not being implemented.

The 2002 IDP also proposes the establishment of sub-councils and support structures (CoCT, 2002: 22). This corporate led project shows the City attempting to change its governmental structure in order to facilitate integrated development planning. I argue that this is due to the meaning given to the value of horizontal integration in the 2002 IDP, and the rising necessity to move away from the silo-ized/departmentalized nature of governance. Regarding the implementation of the sub-councils, the 2006/2007 IDP review notes that the effectiveness of the new governmental structure resulted in 100 ward committees for the sub-council process and 3 sub-committees for the mayoral committee (CoCT, 2006: 121). Figure 5.17 shows the sub-councils as different colours, as well as the boundaries of each ward (Van-Dunem, 2006). The City even managed to achieve an A+ credit rating (CoCT, 2006: 120). This improved the City's operational efficiency, but has no direct influence on the legacy of apartheid planning.

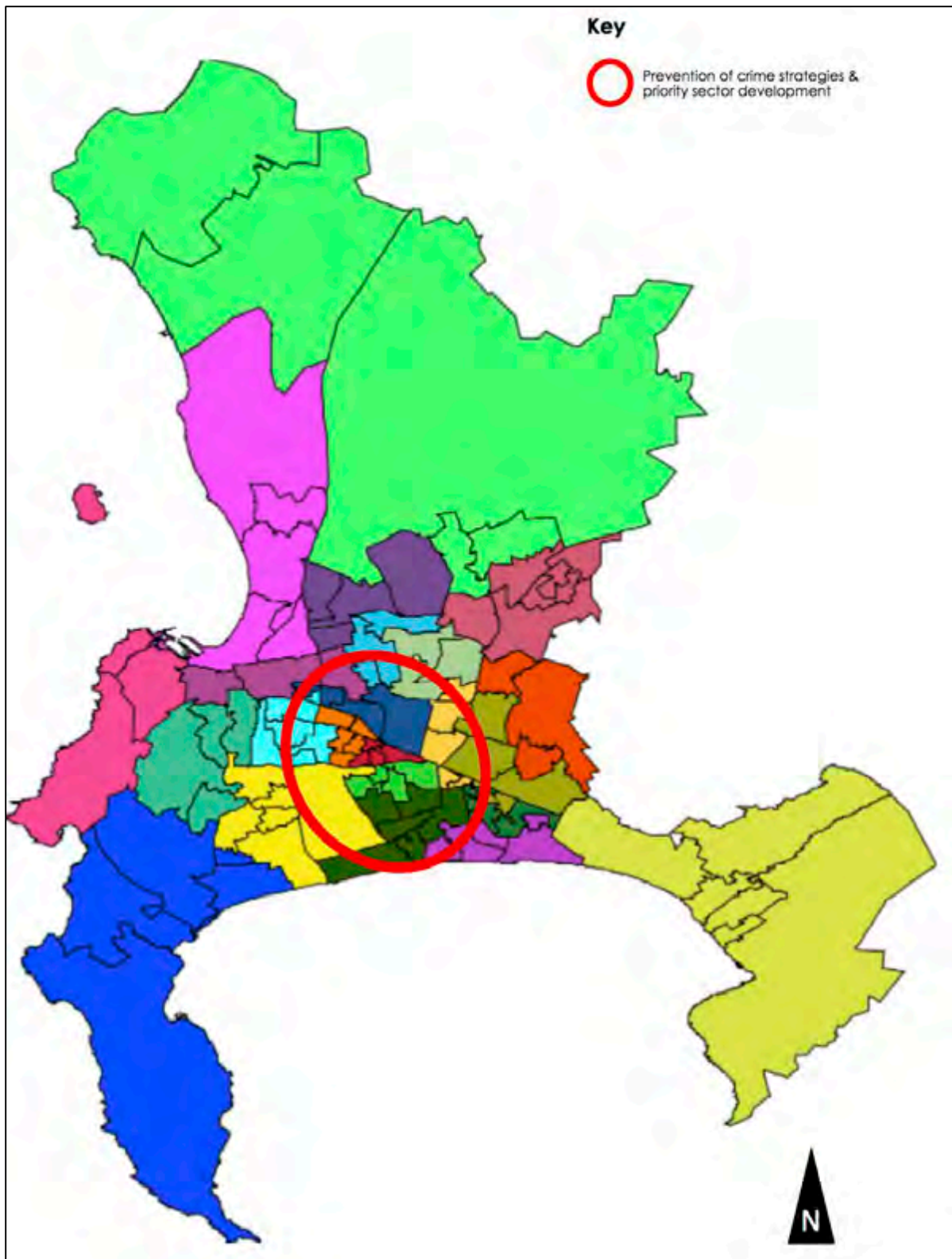


Figure 5.17: Showing spatial representation of 2002 IDP planning actions

(Source: After: Van-Dunem (2006). A color-coded map of the subcouncils of the City of Cape Town, with the boundaries of the electoral wards outlined in black. At:

https://commons.wikimedia.org/wiki/File:Cape_Town_subcouncils_and_wards_2006.svg)

We now turn our attention to the 2007 IDP. Figure 5.20 shows the approximate location of the proposed planning actions in this IDP. There is a strong focus on the maximization of land in this IDP's planning actions. This is as a result of the change in the values and meanings associated with integrated development planning, more specifically: sustainability. We see this in the IDP's development direction over a five-year period. The IDP notes that developments should be on vacant and underutilized residential, industrial and commercial land (CoCT, 2007: 61). The IDP then gives examples of where such developments should occur, which are as follows:

- Where infrastructure capacity exists for all (or most) services like central Cape Town, the Southern suburbs, the Northern suburbs, the Blue Downs/Eerste River area, Montague gardens, Killarney gardens, Atlantis, Blackheath and Saxenburg industrial areas (CoCT, 2007: 61). Here we also see the use of existing infrastructure still being associated with the value of usage optimization;
- Where existing infrastructure is going to be maintained and upgraded such as the Southern suburbs, Strand/Somerset West and Atlantis (CoCT, 2007: 61). We also see the use of existing infrastructure being emphasized here;
- Where investment is already committed by contract, like in Blaauwburg East (CoCT, 2007: 61). Here we see the use of existing investments still being associated with the value of usage optimization.

This IDP's planning actions also show the growing importance in economic development and economic inclusivity. We see this in the fact that Philippi and Athlone are identified as areas with the potential for commercial and related development (CoCT, 2007: 65). This shows the change in prioritization away from the needs of the poor, towards the needs of the economy. The increased focus on economic development and economic inclusivity is also seen when

the IDP notes the encouragement of employment generating activities in Helderberg, the Fish Hoek Valley, up the West coast and Atlantis (CoCT, 2007: 65). Furthermore, there is mention of exploring mixed use development which connects both Khayelitsha and Mitchells Plain to the False Bay coastline at Monwabisi and Mnandi (CoCT, 2007: 65).

Although these proposed planning actions do not explicitly prioritize the poor, they have the potential to significantly impact the apartheid planning legacy as they could develop marginalized/disadvantaged areas as well as empower the people who occupy them, while still taking usage optimization into account. This ensures sustainability while still supporting people driven democracy, both of which are the underlying discourses in the 'integrated development planning' discourse. This would significantly address the apartheid planning legacy.

Furthermore, social and settlement inclusivity are not disregarded by the 2007 IDP's planning actions. The City does still want to improve the living conditions at Mitchells Plain and Khayelitsha (CoCT, 2007: 67) with improvement being: dealing with safety and security, delivering houses, commercial development, and developing public places and facilities (CoCT, 2007: 67).

We now explore the results of those proposed planning actions by looking at the 2011/2012 IDP review. This review notes that a Khayelitsha Community Trust was established in order to facilitate the development of the Khayelitsha Business District (which includes the development of commercial, residential and communal facilities) (CoCT, 2011: 58). Developments were proposed in so many areas yet a trust was only established for Khayelitsha. This is probably as a result of numerous factors, which also includes the change in the values and meanings associated with integrated development planning.

The 2011/2012 IDP review also lists housing projects currently under construction seen in figures 5.18 and 5.19 below:

No. Under construction	Units	Area	Subcouncil	Ward
1 Bardale	5 947	Blue Downs	22	18
2 Brown's Farm – Phase 6	678	Brown's Farm	13	34
3 Drommedaris social housing: Communicare	219	Brooklyn	1	4
4 Hostels redevelopment – Ilingelabahlali	326	Nyanga	14	37, 39
5 Kewtown infill (PHP)	236	Athlone	17	49
6 Kuyasa Village 1 – Phase 2	2 399	Khayelitsha	10	95
7 Masiphumelele school site (Private)	352	Noordhoek	19	70
8 Melkbos	100	Melkbosstrand	1	23
9 Mfuleni flood relief PHP consolidation	4 461	Mfuleni	22	18
10 Mitchells Plain infill – Phase 1	1 345	Mitchells Plain	10	82, 99
11 Morgans Village 3: CTCHC	341	Mitchells Plain	12	75
12 Nonqubela – Phase 2	1 250	Khayelitsha	10, 22	93, 96

Figure 5.18: Cape Town housing projects under construction (Part 1).

(Source: After: CoCT (2011: page 103))

New Housing Projects				
No. Under construction	Units	Area	Subcouncil	Ward
13 Nyanga upgrading	2 070	Nyanga	14	37, 39
14 Philippi East – Phase 5	405	Philippi	12, 13	76, 35
15 Philippi Park (PHP)	1 100	Philippi	14	37
16 Silvertown – Khayelitsha	1 316	Khayelitsha	22	93
17 Site C: Survey and subdivision (PHDB)	6 265	Khayelitsha	23	87, 89
18 Steenberg social housing: SOHCO	450	Steenberg	19	64
19 Wallacedene – Phase 3	1 108	Kraaifontein	2	6
20 Wallacedene – Phase 4	735	Kraaifontein	2	6
21 Wallacedene – Phase 5	537	Kraaifontein	2	101
22 Wallacedene – Phase 6	1 204	Kraaifontein	2	101
23 Wallacedene – Phase 7	582	Kraaifontein	2	101
24 Wallacedene – Phase 8	573	Kraaifontein	2	101
25 Wallacedene – Phase 9	942	Kraaifontein	2	6
26 Westcape: CTCHC	341	Mitchells Plain	12	75
27 Witsand – Phase 2	1 835	Atlantis	7	32

Figure 5.19: Cape Town housing projects under construction (Part 2).

(Source: After: CoCT (2011: page 104))

Although these housing projects do address the needs of the poor by attempting to solve the housing backlog (and associated backlogs), they do not explicitly address the apartheid planning legacy. The poor and vulnerable are not empowered by these projects and are not given access to economic opportunities. The poor and the vulnerable are merely supplied with houses in areas that replicate the apartheid planning legacy.

Thus, we see in the 2007 – 2012 IDP period, a number of good projects being proposed which have the potential to significantly address the apartheid planning legacy. But we also see a lack of meaningful planning outcomes. There is only a large focus on the Khayelitsha CBD. The rest of the focus, with regard to the poor and the vulnerable, is simply providing housing.

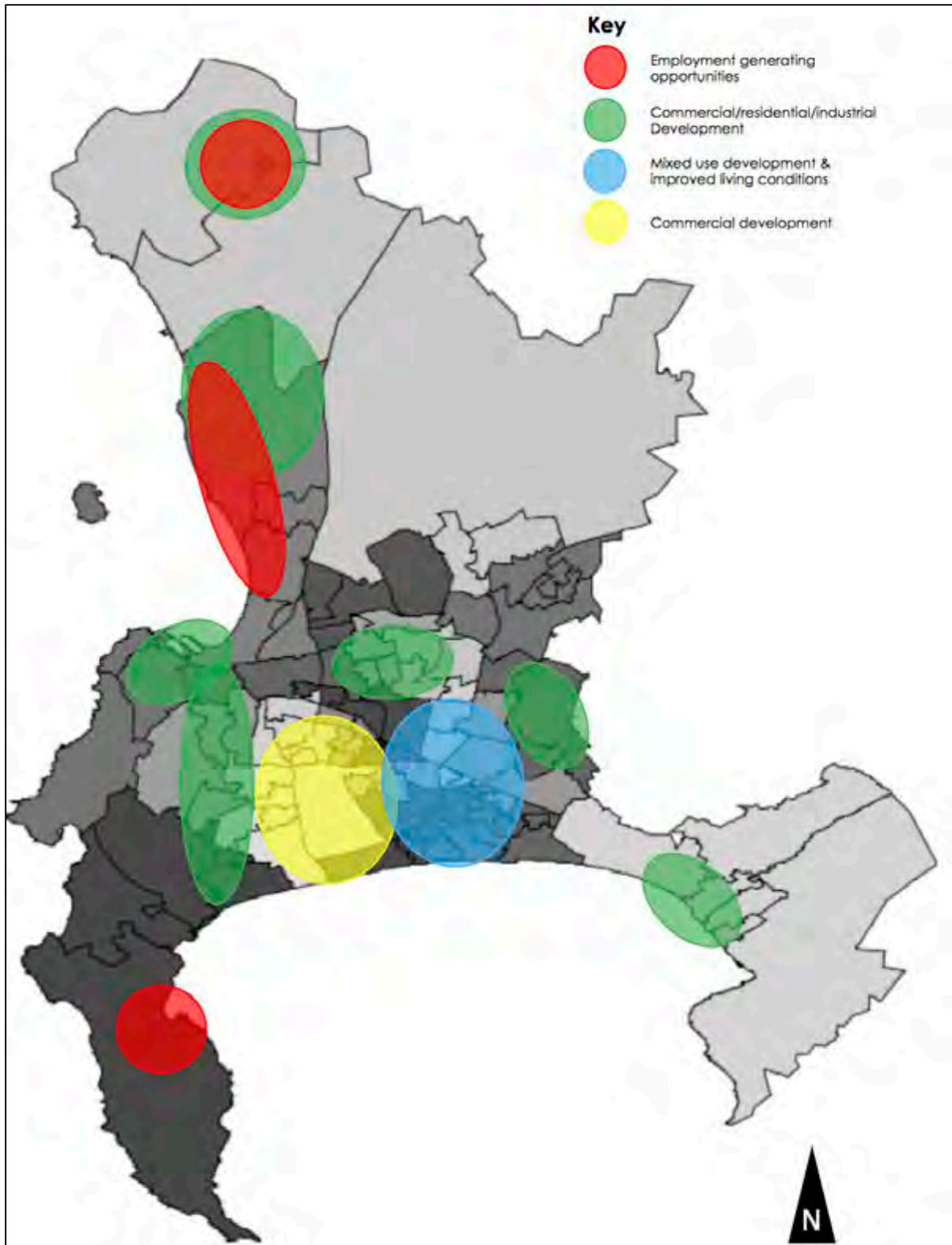


Figure 5.20: Showing spatial representation of 2007 IDP planning actions

(Source: After: Van-Dunem (2006). A color-coded map of the subcouncils of the City of Cape Town, with the boundaries of the electoral wards outlined in black. At:

https://commons.wikimedia.org/wiki/File:Cape_Town_subcouncils_and_wards_2006.svg)

We now turn to the planning actions within the 2012 IDP. It should be noted from the onset of this discussion that this IDP is very developmental in its approaches. This again emphasizes the shift away from the poor and vulnerable. Firstly, the IDP proposes a health technology hub which accommodates firms, government and academia, located in Pinelands (CoCT, 2012: 29). A green technology industrial park in Atlantis is also proposed (CoCT, 2012: 29). These planning actions show us two things. Firstly, the IDP's way of achieving economic inclusivity. Secondly, the IDP aims to empower everyone and not mainly the poor and vulnerable, contrary to the 2002 IDP. The 2016/2017 IDP review suggests that both the Cape Health technology park and Atlantis Green-technology industrial park have not been developed as yet and are still proposals (CoCT, 2016: 41).

Table 5.1 summarizes the major infrastructure projects which the IDP proposes. These projects show that the use of existing infrastructure, as a meaning, is no longer associated with the value of usage optimization, in the 2012 IDP.

Table 5.1: Showing proposed major infrastructural projects in 2012 IDP

IDP Page number	Proposed Planning Action
33	Sewer network upgrades in Khayelitsha and the rehabilitation of outfall sewers in Pontz Drive and Sandrift.
34	Road upgrades and maintenance proposed to take place from 2012 to 2017: <ul style="list-style-type: none"> • Table Bay Boulevard upgrade • Hospital Bend • N2/airport approach road (includes enforcement of mini-bus taxi lane) • Koeberg interchange upgrade (done by province) • Rehabilitation of Main Road (from Muizenberg to Kalk Bay) • Airport Approach Road upgrades at the airport

Table 5.1 (Continued)

IDP Page number	Proposed Planning Action
34	Proposed expansion of the MyCiti to the Metro South East
35	Proposed construction of reservoirs in Contermanskloof, Parklands, Steenbros and Helderberg (including Muldersvlei Treatment Works)
36	<p>Proposed infrastructure projects to take place from 2014/15 to 2016/17:</p> <ul style="list-style-type: none"> • Athlone WWTW (where the capacity will be extended) • Wesfleur WWTW (where the capacity will be increased) • Macassar WWTW extension • Cape Flats WWTW (where various structures will be refurbished) • Potsdam WWTW extension • Zandvlei extension
40	Proposed upgrading of Sir Lowry's Pass River and the continuation in the provision of new bulk stormwater for Table View North.
42	Proposed re-introduction of the BMT Lane on Main Road from Mowbray to Cape Town CBD as well as upgrading and developing public interchanges in areas like Retreat, Du Noon, Cape Town CBD.
42	<p>Proposed upgrades to the city's railway stations and railways:</p> <ul style="list-style-type: none"> • Cape Town station upgrade • Southern Suburbs railway line • Cape Town – Monte Vista – Kraaifontein railway • Cape Town, Athlone, Heideveld and Langa station upgrades
43	Bus Rapid Transit project proposed to be implemented in Atlantis and Metro South East.

(CoCT, 2012: 33 – 43)

The 2016/2017 IDP review notes that the City spent R3 billion on infrastructure repairs and maintenance from 2011/2012 to 2014/2015 (CoCT, 2016: 46). This large sum of money shows that the City prioritized some of the projects in Table 5.1. This also shows the large emphasis on infrastructural development in the 2012 IDP. More so, Table 5.2 shows the outcome of the infrastructural planning actions according to the 2016/2017 IDP review:

Table 5.2: Showing implemented major infrastructural projects in 2016/2017 IDP Review

IDP Review Page Number	Planning Action Outcome
47, 49	Placement of 112km of sewage reticulation since the 2011/2012 financial year and 263 km of water reticulation by June 2015.
49	<ul style="list-style-type: none"> • Construction progress of the Contermanskloof Reservoir • Completion of De Grendal Reservoir
50	Extension of the Bellville wastewater works
70	<ul style="list-style-type: none"> • Land has been purchased which will be used to link De Bron to Belami in Brackenfell (Brackenfell Blv completed in 2014) • Land has been purchased to develop roads in Mitchells Plain which will link the central business district across the Northern site to the industrial park • Land has been purchased to link the M12 at Burgundy Estate with the M12 at Atlas Park • There are wastewater treatment plants in Muldersvlei and Faure

The difference between what was proposed for infrastructure development, and what was implemented, show that the IDP has somewhat turned into a wish list, which was an argument raised in the literature review. I also argue that this is as a result of feasibility, as a value, no longer being associated with sustainability in the 2012 IDP.

This IDP's planning actions also show the shift towards the sustainable use of resources being a meaning given to environmental sustainability. This is seen through the IDP's proposed implementation of the THINK TWICE programme in Atlantic Deep South, Helderberg, Sea Point, Mouille Point, Three Anchor Bay, Kraaifontein, Houtbay and Camps Bay (CoCT, 2012: 60). This is under this IDP's programme for the sustainable use of scarce resources (CoCT, 2012: 60). Although this action promotes sustainability, it does not explicitly address the apartheid planning legacy.

The planning actions in this IDP also show that social inclusivity and settlement inclusivity are both meanings attached to inclusivity. This is seen through the IDP's innovative housing programme which aims to upgrade informal settlements (CoCT, 2012: 68). Under this, the settlements prioritized for incremental upgrading are Symphony Way (Delft), Enkanini (Khayelitsha), Tambo Square (Gugulethu), Phola Park (Gugulethu), Kalkfontein (Kuilsrivier), 8th Avenue (Valhalla Park), Doornbach (Milnerton), Visserhok (Atlantis) and Los Angeles/Green Park (Driftsand) (CoCT, 2012: 68). Figure 5.21 shows the approximate location of this planning action. The IDP review notes that the City provided just over 32000 housing opportunities from 2012/2013 to 2014/2015 (CoCT, 2016: 92). Furthermore, the City has spent R700m of the R1.2 billion budget to refurbish and upgrade rental stock in Scottsville, Scottsdene, Uitsig, Woodlands, Connaught and Kewton (CoCT, 2016: 95). There is also work nearing completion in Manenberg, the Range, Hanover Park, Heideveld and Ottery (CoCT, 2016: 95). Once more, the main focus on the poor and marginalized is to merely provide housing as opposed to prioritizing their needs and empowering them. This in turn does not significantly address the apartheid planning legacy.

Furthermore, social inclusivity through the provision of facilities is seen in the 2012 IDP. In the Backyarder service programme, it is proposed that each backyarder gets a 240L container which will be serviced once a week (CoCT, 2012: 71). The first phase of this project will take place in Langa, Hanover Park and Facreton. This meaning of inclusivity is also seen further on in this IDP. There is a proposal to develop a new library in Khayelitsha and planned additional libraries in Du Noon, Bloekombos/Wallacedene and Wesbank (CoCT, 2012: 78). Finally, this meaning is also seen in proposed sport complexes (Masiphumelele, Imizamoyethu, Witstand), a community centre and swimming pool in Bloekombos, a golf driving range in Khayelitsha, a hall in Belhar, and a multifunctional community facility in Valhalla Park (CoCT, 2012: 79). The 2016/2017 IDP review notes the completion of the Masiphumelele sports complex, the hall in Belhar and the upgrade of Turfhall Stadium (CoCT, 2016: 110). Once more, the planning actions have a great potential to address the apartheid planning legacy, yet the outcomes show scant results. This, again, points to the IDP being more of a wish-list.

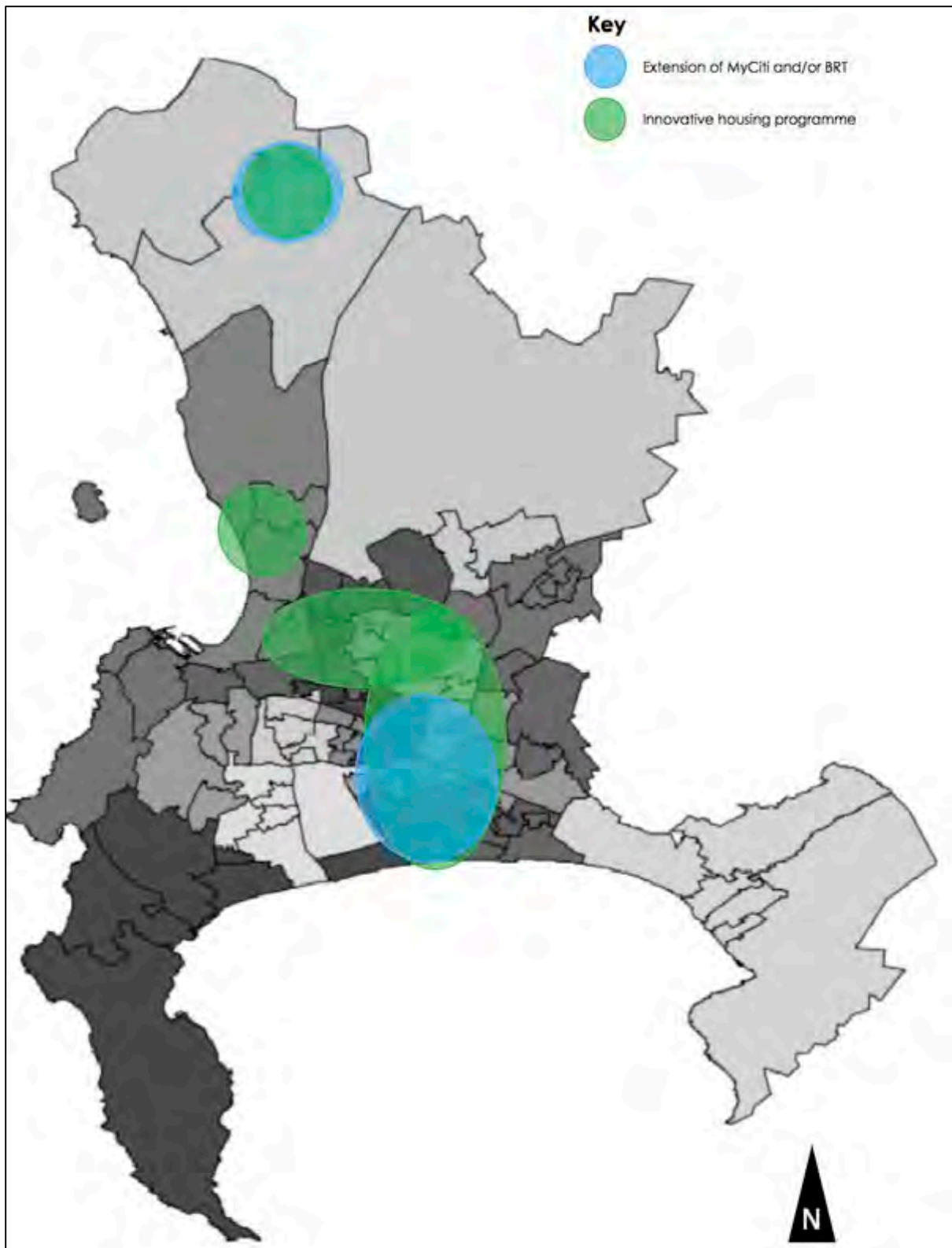


Figure 5.21: Showing spatial representation of 2007 IDP planning actions

(Source: After: Van-Dunem (2006). A color-coded map of the subcouncils of the City of Cape Town, with the boundaries of the electoral wards outlined in black. At:

https://commons.wikimedia.org/wiki/File:Cape_Town_subcouncils_and_wards_2006.svg)

We also turn to the spatial development framework, the spatial component of the IDP, to further explore how the changes in the values and meanings impacted on planning actions. We look at the 2009 and 2012 iterations of the Cape Town SDF in order to do this.

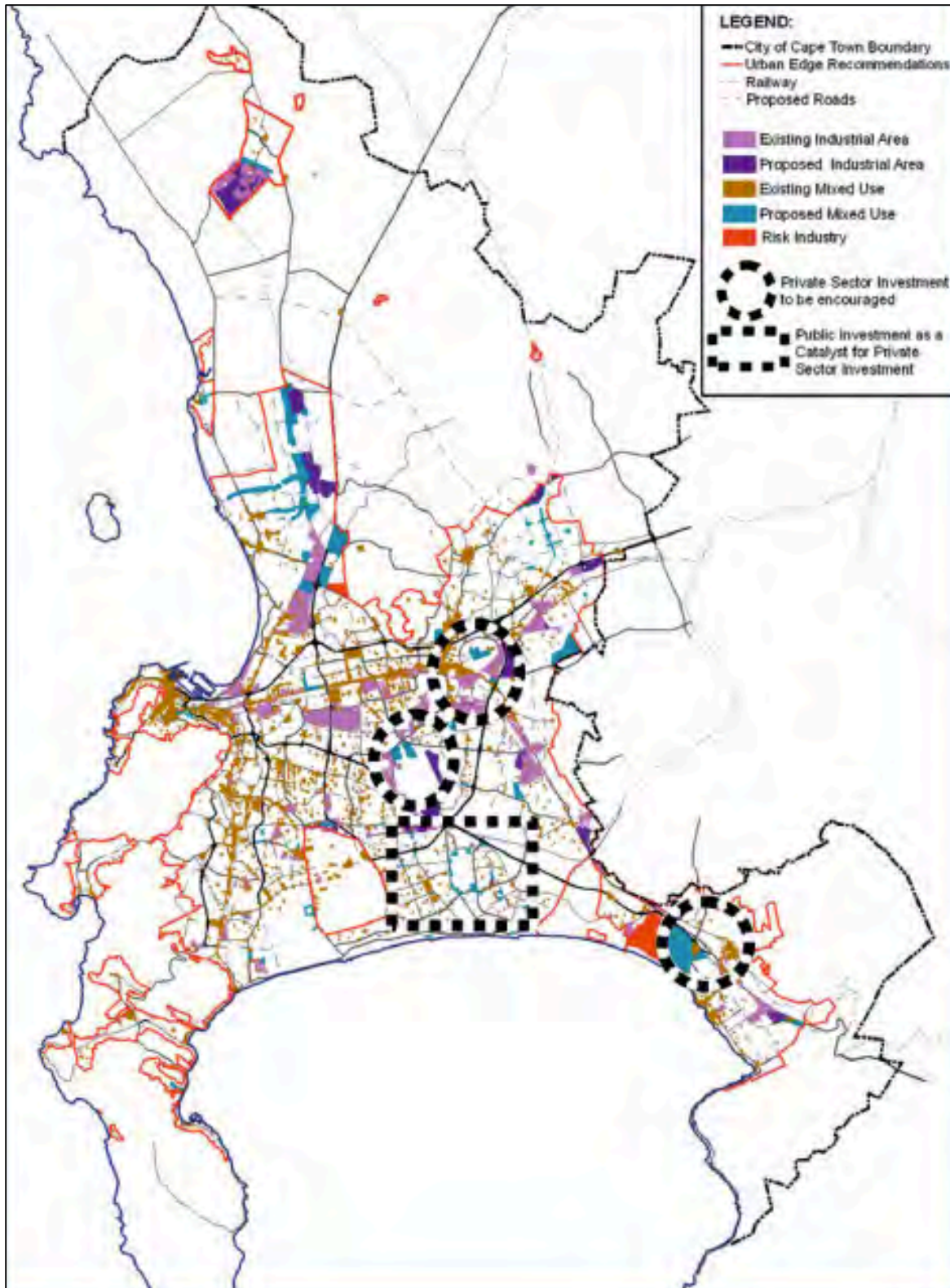


Figure 5.22: Showing proposed economic investment in the 2009 SDF

(Source: After: CoCT (2009: page 67). Map 5.5 Economic opportunity zones)

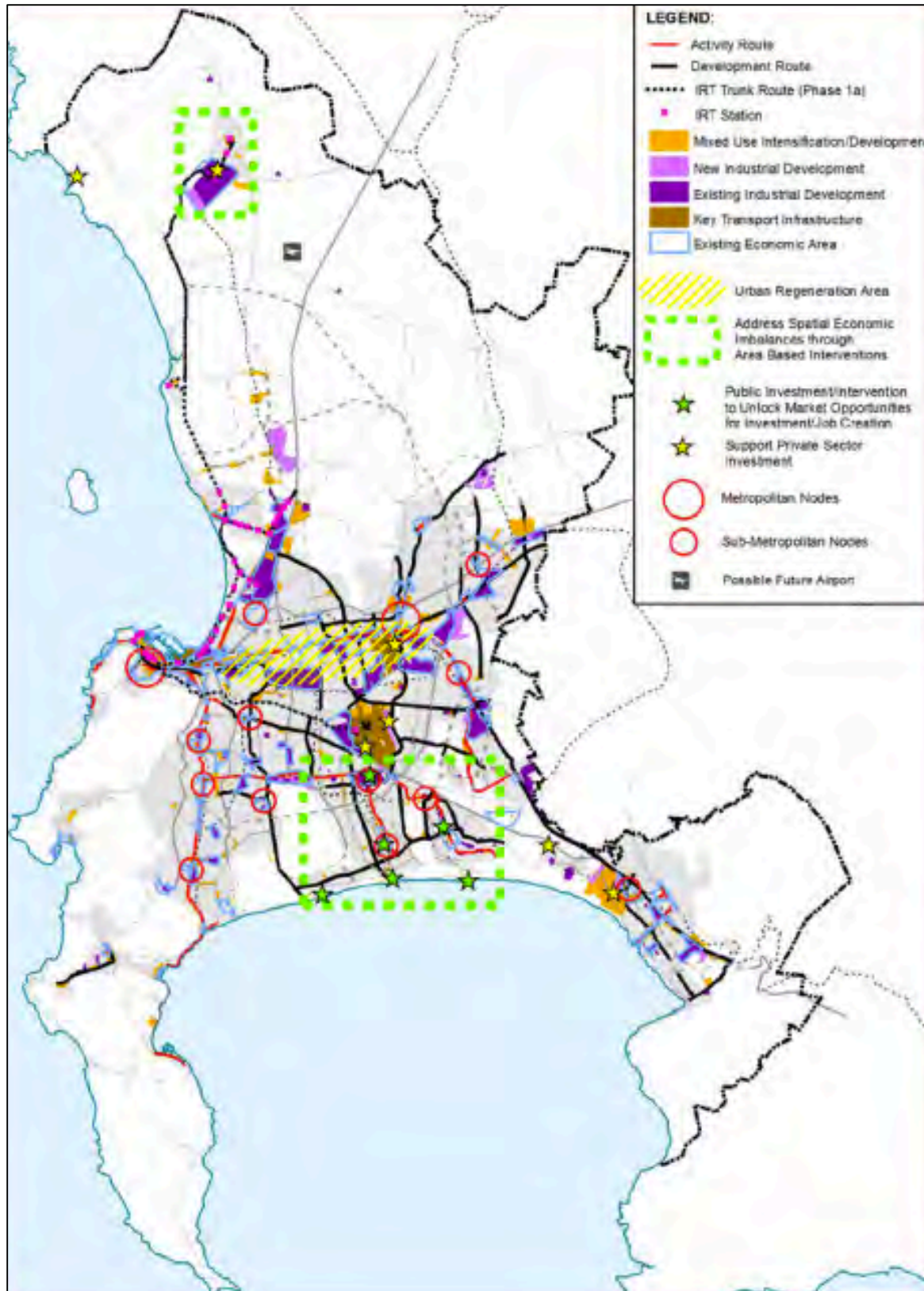


Figure 5.23: Showing proposed economic investment in the 2012 SDF

(Source: After: CoCT (2012: page 47). Map 5.2: Economic activity)

Figure 5.22 shows the effect in the meaning of involvement changing from involving stakeholders to involving investors. Public sector investment is used to attract private sector investment in order to develop marginalized areas such as Khayelitsha and Mitchells Plain. To the North of this region and the Strand area, only private sector investment is used as a tool for development. As noted earlier, the private sector seeks profitable projects. This poses the risk of the poor and vulnerable either being exploited or their needs being forgotten in developments proposed in these areas as a result of the 2009 SDF. It is also worth mentioning that the proposed mixed use is mainly towards the North and away from the Mitchells Plain and Khayelitsha region (metro South-East). Thus I argue that the private sector being depended upon to develop the metro South East and meaningful mixed use development occurring away from this area perpetuates the apartheid planning legacy.

Figure 5.23 shows that the same theme is carried through to the 2012 SDF. This time, the Atlantis area towards the North of Cape Town is also included. More so, there is an urban regeneration zone which covers areas like Bellville and Brackenfell. This too is away from the Metro South East, where such an intervention is most necessary to improve the quality of life. This shows the decrease in the focus on the poor and the marginalized over time.

Both Figure 5.22 and Figure 5.23 show the impact on planning actions as a result of the change in the meaning of usage optimization. Both Figures are using the encouragement of new investment as opposed to using existing investments. Thus, both figures show the changes in the values and meanings associated with the discourses 'sustainability' and 'people driven democracy'.

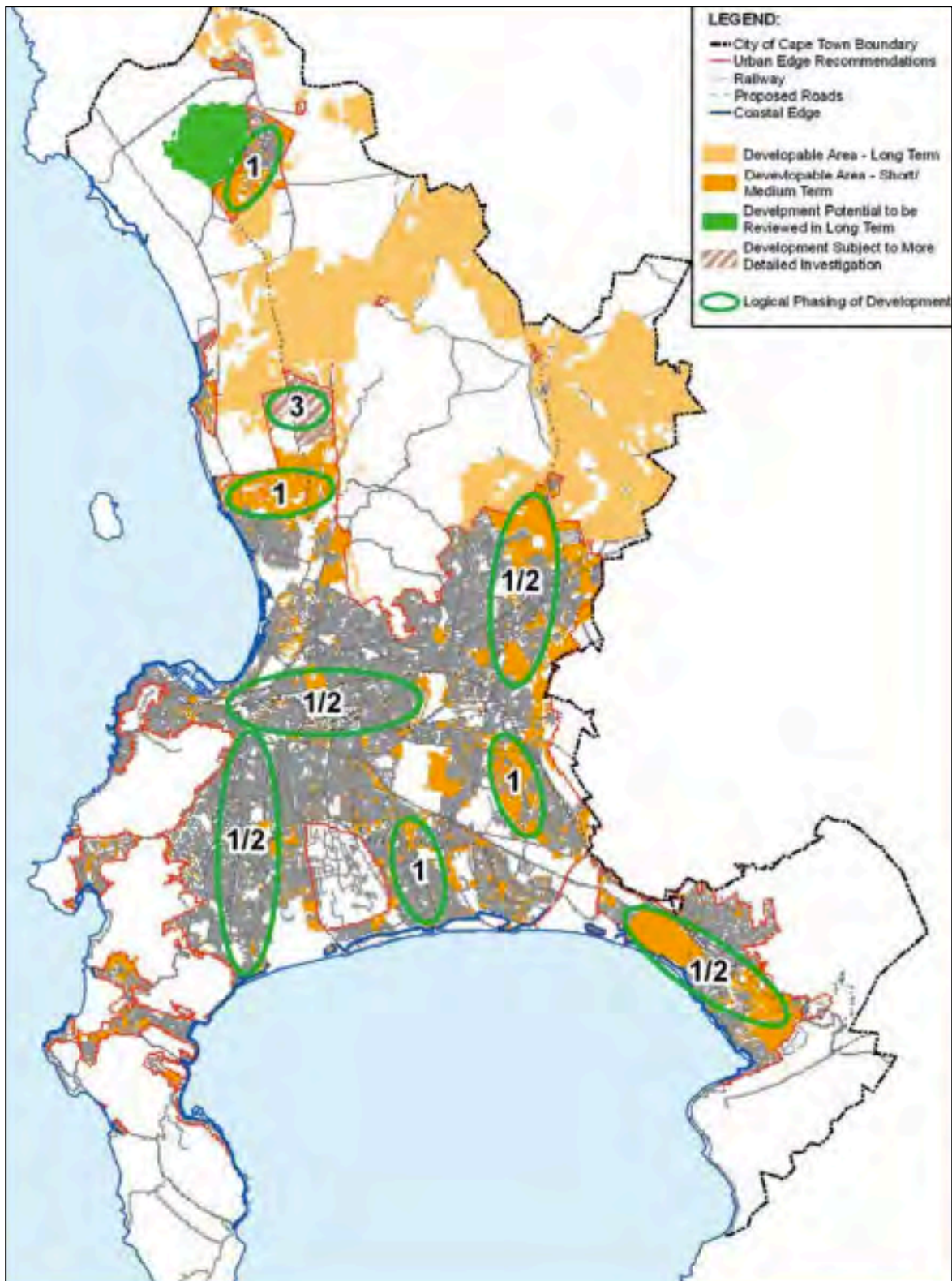


Figure 5.24: Showing proposed development areas in the 2009 SDF

(Source: After: CoCT (2009: page 76). Map 5.8 Phasing of city growth)

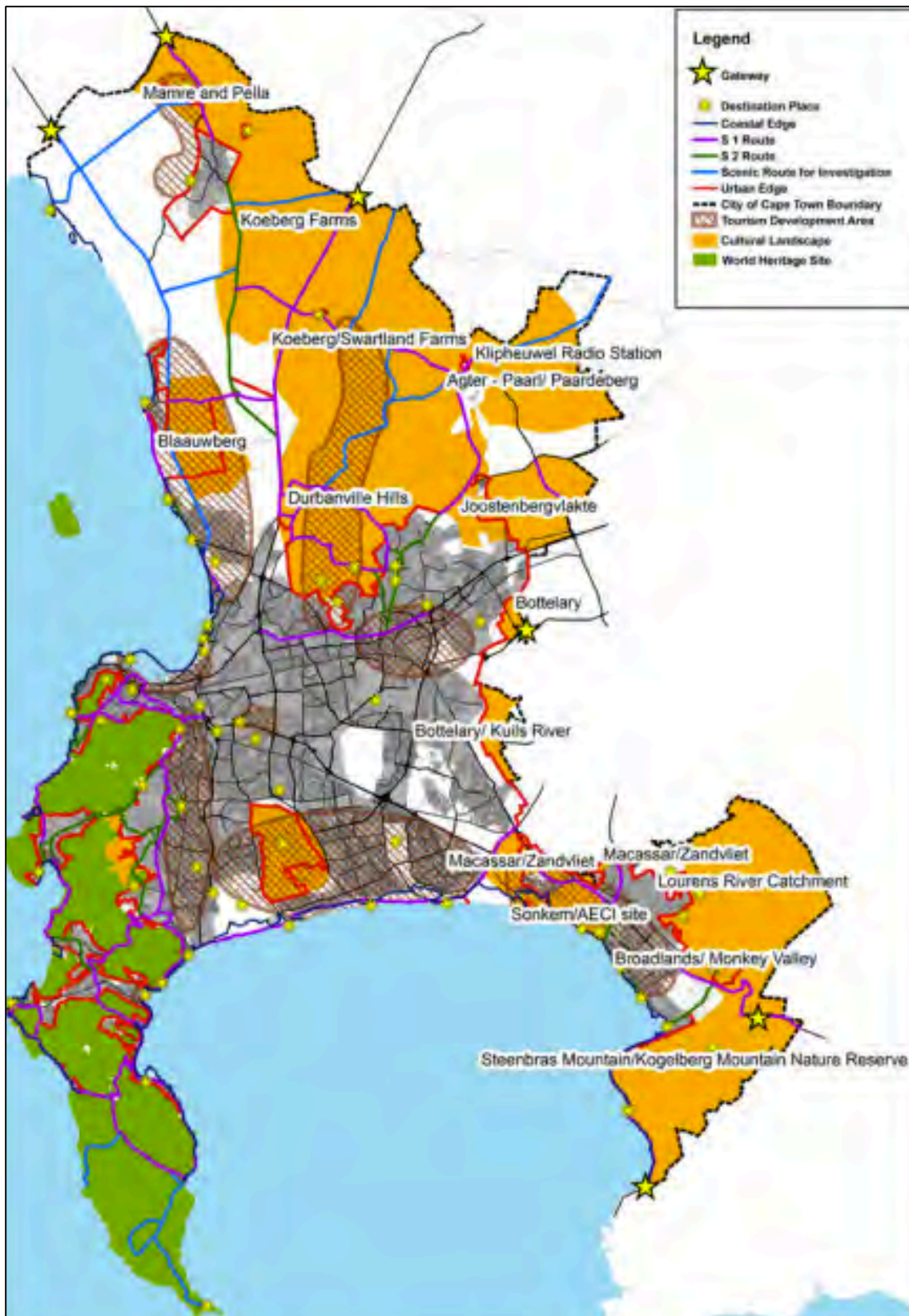


Figure 5.25: Showing proposed tourism development areas along with cultural and heritage areas in the 2012 SDF

(Source: After: CoCT (2012: page 77). Map 5.8: Destination places, scenic routes, tourism development areas, significant cultural landscapes, world heritage sites & gateways)

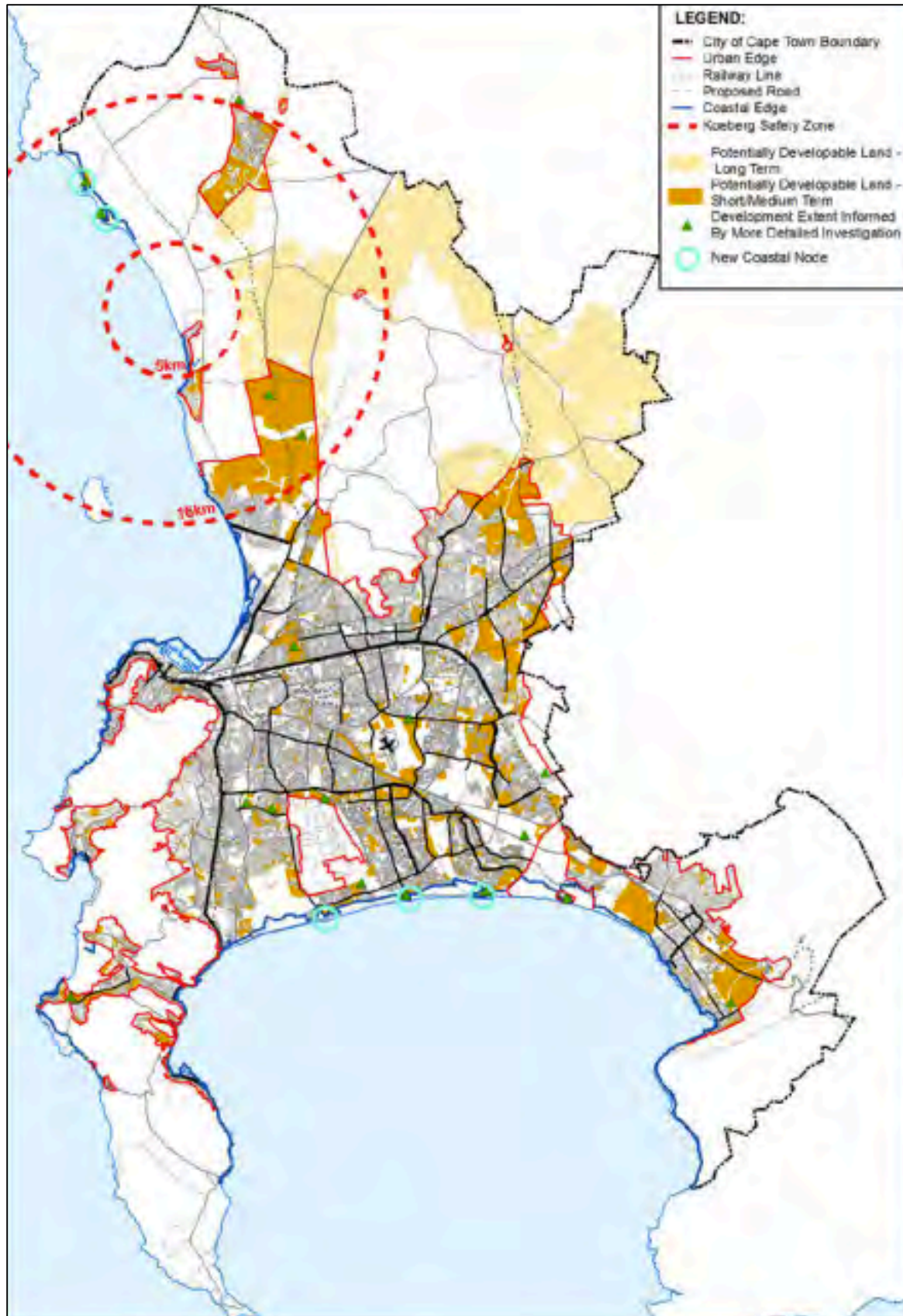


Figure 5.26: Showing proposed development areas in the 2012 SDF

(Source: After: CoCT (2012: page 54). Map 5.3: Areas potentially suited to urban development)

Figure 5.24 shows that long term development is to occur towards the North of Cape Town, predominantly in the Cape Farm region. This planning action can be related to the maximization of land being associated with the value of usage optimization. The City is proposing to expand North and concentrate investment in the North, as opposed to prioritizing the needs in the South East. This planning action corroborates the argument that there is a shift away from focusing on the poor and marginalized, with regard to integrated development planning. This theme is also seen in Figure 5.24.

Figure 5.25 shows how a tourism development area is proposed for the Khayelitsha and Mitchells Plain region. This planning actions shows that the needs of the economy are being prioritized as opposed to the needs of those living in those areas. Figure 5.24, Figure 5.25 and Figure 5.26 both show how this, in turn, perpetuates the apartheid planning legacy.

This chapter explores the reasons for the change in the values and meanings associated with integrated development planning. This chapter then looks at how these changes impact planning actions and outcomes. Ultimately, this chapter looks at how theses change affect how planning actions address (or fail to address) the apartheid planning legacy. The next chapter serves as the conclusion and recommendations, thus bringing an end to the research study.

6 Conclusion and Recommendations

This chapter concludes the research study and provides policy recommendations for integrated development planning. Section 6.1 serves to answer the main research questions which are as follows:

- What are the underlying values and meanings found in the different iterations of the City's IDPs?
- Have these underlying values and meanings changed since 2002; and if so, how have they changed?
- If these values and meanings have changed since 2002, what has prompted these changes?
- If these values and meanings have changed since 2002, how have these changes impacted on planning actions?

Ultimately, answers to these research questions will assist us in gaining a deeper and more nuanced understanding of why integrated development planning is failing to address the legacy of the apartheid city.

Section 6.2 is the policy recommendations which are aimed at the City of Cape Town, as Cape Town is the case study for this research. In a broader sense, the policy recommendations are also aimed at other municipalities as all municipalities have to produce IDPs. Section 6.3 serves as a reflection section where the researcher comments on the general experience of conducting the research. This is followed by Section 6.4 which consists of recommendations for future researchers, based on the results from this research study. Finally, Section 6.5 discusses the limitations which the researcher faced while conducting the research.

6.1 Answers to research questions

6.1.1 What are the underlying values and meanings of the discourses used in the many iterations of the City's IDPs; and how have these values and meanings changed since 2002?

The formulation of the 2002 IDP was dominated by the political and socio-economic climate of the time, which was to integrate the different (but often unequal) municipal 'sub' structures of the wider Cape Town area into one metropolitan governing structure (see Chapter 4). This requirement was established by national government via the Municipal Systems Act (2000). As a result, the idea of 'horizontal integration' between the different sub-structures and the region as a whole was highly valued as one of the driving goals of the 2002 IDP. This goal was achieved. The meaning of 'horizontal integration' thus included budgetary and spatial coordination across the newly established metropolitan area. This meaning also included service delivery across the wider region that was to be governed by a metropolitan municipality. Once this 'horizontal integration' was achieved (via the establishment of one 'unicity'), the focus of the 2007 IDP shifted to 'vertical integration'. The value of 'horizontal integration' only resurfaced in the 2012 IDP for the purpose of enhancing the coordination of municipal and provincial strategies.

Thus, in the 2002 IDP 'vertical integration' meant removing legislative barriers and partnerships with the private sector. Such partnerships were deemed necessary to improve access to economic opportunities for all residents living in the newly established metropolitan area. In the 2007 IDP, meanings associated with 'vertical integration' were the alignment of the activities throughout different tiers of governance for the purpose of promoting 'good governance'. As such, the value found in the 2007 IDP shifted to 'good governance' which included values such as assessment and accountability, thereby compelling officials to establish their roles and measure their impacts.

The outcome of the value of 'good governance' from a planning standpoint meant the adoption of a more managerial style of planning that could be measured and quantified. This is also seen through the introduction of corporate score cards. In the 2012 IDP, 'vertical integration' meant the alignment of national outcomes and provincial objectives, with local initiatives. It also meant the enhancement of managerial approaches to planning.

Furthermore, in the 2002 IDP the value of 'feasibility' meant financial sustainability by focusing on the implementation of affordable services and by paying attention to sustainable operating costs. This meaning, and its accompanying values, were echoed in the 2007 IDP, but it included an emphasis on the cost of infrastructure. Interestingly, 'feasibility', as a value, did not surface much in the 2012 IDP.

'Environmental sustainability' meant sustainable and healthy environments for the poor in the 2002 IDP. Such values also meant protecting the natural environment. In the 2007 IDP, the language of 'environmental sustainability' meant protecting the natural environment by searching for alternative forms of energy while still allowing development to take place. Values associated with the sustainable use of resources and the protection of the environment remained unaltered in the 2012 IDP. However, the meaning of 'environmental sustainability' was expanded in the 2012 IDP to include 'sustainable economic growth'.

'Usage optimisation' meant using existing investments, infrastructure and services more efficiently in the 2002 IDP. This meaning was echoed in the 2007 IDP. However, in the 2007 IDP we also find a more explicit emphasis on the optimisation of land. In the 2012 IDP, the meaning of 'usage optimization' shifted from merely optimising the use of land and existing infrastructure to the optimization of funding and human resource programmes. This shift coincided

with heightened desires to promote values of 'good governance' and a managerial approach to planning, which were first introduced in the 2007 IDP. 'Good governance' via the identification and attainment of 'key performance indicators' and corporate scorecards, was perceived as a means to enable 'sustainable economic growth'. However, strategic and longer-term planning was, arguably, neglected in the quest to measure the performance of 'economic growth' through the optimisation of funding and human resource programmes.

As a result, we find almost no mention of the values (and accompanying meanings) of 'involvement' or 'participation' in the 2012 IDP. Instead, 'participation' in 2012 IDP is only mentioned with regards to the language of 'good governance', in that the municipality aims to be 'responsive' towards Capetonians. By contrast, the meaning of 'involvement' and 'participation' in the 2002 and 2007 IDPs contains values of promoting democracy via the involvement of those being serviced and via the establishment of partnerships with stakeholders. Thus, and by extension, the language of 'empowerment' in the 2002 and 2007 IDPs meant improving the socio-economic conditions of the poor through participatory planning initiatives, whereas the language of 'empowerment' in the 2012 IDP focused solely on 'developing' people, but with little attention paid to involving the poor in this development. The poor were therefore 'prioritized' in earlier iterations of the municipality's IDPs, but were, seemingly, neglected in the 2012 IDP. It is also interesting to note that values of 'involvement' and 'participation' were replaced in the 2012 IDP with the value of 'inclusivity'. In the 2012 IDP 'inclusivity' meant: an inclusive economy, inclusive settlements, and an inclusive society, and not, necessarily, the associated values and meanings of participatory planning.

In the 2002 IDP the value of 'safety and health' meant the prevention of crime and sickness. This value also meant the establishment of safe environments for

the poor, and enabling their access to health and education services. In the 2007 and 2012 IDPs we find similar concerns for access to social services and the promotion of healthy and safe environments, but in these IDPs we also see an added focus on being responsive and controlling sickness. The idea of 'being responsive' thus surfaced again. However, the meaning of a responsive municipality in the 2012 IDP does not, necessarily, entail a purposeful engagement with the poor to remedy the divided city.

Finally, in the 2002 IDP, the value of 'transparency' meant accessible governance through 'vertical integration'. In the 2007 IDP, this value shifted to accountability through a focus on 'vertical integration' and governing finances. The language of 'transparency' in the 2012 IDP meant curbing any form of corruption by harnessing the language of responsive governance.

In sum, research findings demonstrate that the discourses underlying the 'integrated development planning' discourse, such as 'integration', 'sustainability', 'people driven democracy', and 'good governance' have remained unaltered since 2002, but the associated values and meanings have changed. Furthermore, the research findings demonstrate that the values of 'feasibility', 'involvement' and 'participation' have been replaced by values of 'responsiveness' and 'inclusivity'. At stake here are the values and meanings that have changed over time. Different values and meanings have, in turn, shaped the City's actions and priorities, which include a noticeable shift away from a focus on the poor through more engaged and participatory planning approaches. Different values and meanings have also resulted in the adoption of a managerial and quantifiable approach to planning, which, arguably, detracts from engaging with more strategic and longer-term approaches to spatial planning. Answers to the next set of research questions serve to demonstrate this claim.

6.1.2 What has prompted a change in the adopted values and meanings contained within the different iterations of the City's IDPs?

In order to answer this research question, the research began by exploring the political context during the 2002, 2007, and 2012 IDP. This was followed by an exploration of the socio-economic context in Cape Town. Finally, relevant information from the interviews was also used in order to assist in answering this research question.

Going into the 2002 IDP, the ANC had won the 1999 National elections, whereas the DA had won the 2001 local elections for Cape Town. Thus, the political party in charge of local governance was different from the political party in charge of national governance. One can imagine that these political parties had clashing ideologies regarding the future of Cape Town.

This political context explains why the meaning associated with the value of vertical integration in the 2002 IDP was the removal of regulatory barriers. I argue that that was the City's way of achieving autonomy to allow access to economic opportunities, whereas the meaning associated with the value of horizontal integration was more focussed on undoing the silo-ized nature of governance at the time.

Going into the 2007 IDP, the ANC had a lot more power than before. The ANC had won more than two-thirds of the vote at a national level and the DA had won less than 50% of the vote at a local government level. This also explains the loss in the value of horizontal integration and the prime focus being on vertical integration. I argue that this is as a result of the ANC having more power to control what happens at a local government scale. This also explains the increase in focus on the alignment of priorities with the budget. One can imagine that the budget came from nationally treasury i.e. the ANC rule. The

2007 political context also explains why the governing of finances was a meaning associated with good governance in the 2007 IDP.

Going into the 2012 IDP, this time around the DA had a lot more power than before. The ANC did not win more than two-thirds in the 2009 national elections. The DA, however, had more than 50% of the vote at both a provincial scale and a local scale. I argue that this led to the re-introduction of the value of horizontal integration. The City went back to focussing on removing the silo-ized nature of governance.

Looking at the socio-economic context also provided reasons for the change in the values and meanings. Statistics show that from 2001 to 2011, the percentage of people attending school was increasing. This was happening simultaneously with the increase in percentage of people with matric being their highest level of education. This showed two things. Firstly, that backlogs were being addressed, amongst which schooling facilities was one of them. Secondly, that there was an increasing percentage of people not going to tertiary institutions. This explains the introduction of meanings such as economic inclusivity in the 2007 IDP. I argue that the City was in pursuit of mechanisms to absorb these people into the economy. Furthermore, during the time, Western Cape's GDP growth rate had become relatively stagnant. I also argue that this is one of the reasons why there was a decrease in the focus on the needs of the poor and marginalized, to make way for a focus on the needs of the economy.

The statistics also show that services were being delivered from 2001 to 2011. I argue that this too, also contributed to a shift in the focus towards economic development and away from the needs of the poor.

The slowdown in the global economy in the 2008 – 2009 period is also advanced as one of the reasons for the change in values and meanings ascribed to the 'integrated development planning' discourse. I argue that the City became focussed on economic recovery after the slowdown, and in the process of proposing strategies to recover, the poor were somewhat forgotten.

There are also potential reasons for the change in the values and meanings, discovered in the interviews. To begin with, the influence of the silo-ized nature of governance, which has already been discussed. Secondly, the influence of the land/property market. I argue that it, along with the general lack of resources within the City to successfully conduct integrated development planning, contributed to the City paying less attention to the needs of the poor.

6.1.3 How have altered values and meanings impacted on planning actions and outcomes?

The impact on planning actions and outcomes from these changes in the values and meanings is evident. The 2002 IDP proposes an urban renewal strategy, safety strategies in some impoverished areas, development strategies in Philippi and Khayelitsha, along with changing the system of local governance. The outcomes show that the urban renewal strategy began being implemented, a sub-council system was created to make governance more effective, and strategies were implemented in Khayelitsha. The lack of follow through in the other planning actions is partly attributed to the growing focus away from the poor between the 2002 and 2007 IDP. This in turn yielded scant results from this IDP with regards to addressing the apartheid planning legacy.

This shift away from the poor is ever so evident in the planning actions and outcomes from the 2007 IDP. There is massive focus on development in this IDP

along with the optimization of land. This shows the effect from the change in the meaning of environmental sustainability. The planning actions show that it no longer means protecting the environment mainly for the poor, like it did in the 2002 IDP. The proposed planning actions do, however, have the potential to significantly redress the apartheid planning legacy. The outcomes, however, are nowhere near what was proposed. This shows the IDP starting to become somewhat of a wish list. I attribute this to various reasons. Furthermore, one of the reviews of this IDP shows the implementation of housing projects in poor areas. I argue that this does address the needs of the poor, but does not effectively address the legacy of apartheid. In fact, it replicates the apartheid planning legacy.

Finally, the 2012 IDP places a large focus on the development of infrastructure. We see this in the R3 billion used for the development of infrastructure during this IDP period. This planning action and outcome shows that feasibility was no longer a value associated with the IDP. Furthermore, I argue that this planning action outcome is a result of the necessity for economic recovery at the time, as well as to serve the people's needs. Once again, there are projects proposed in the 2012 IDP which have the potential to significantly address the apartheid planning legacy, but the outcomes are nowhere near what was proposed.

6.2 Policy Recommendations

6.2.1 Recommendations for integration

Different departments within the City should align their initiatives and projects. Silo departments within the City should be removed. This is to ensure horizontal integration within the municipality. This is to also assist in budgeting for these projects and ensuring implementation. Different municipal departments' planning actions need to be synchronised. This is essential in addressing the legacy of apartheid planning.

The City should take into account neighbouring municipalities' IDPs when drafting a new IDP. There should be a section in the IDP which shows how the City's IDP projects align with those of neighbouring municipalities. Projects should not clash, but rather complement each other. This is to ensure vertical integration from a local scale to a provincial scale.

The political context in South Africa poses a threat to vertical integration. With regard to the Western Cape, often the national political party is not the same as the local political party which runs the City. These political parties have different manifestos. There should be legislation put in place which gives local government more autonomy. The advantage of this is that it will encourage different IDPs to be more context specific. This will help integrated development planning address the legacy of apartheid planning.

6.2.2 Recommendations for sustainability

'Feasibility', as a value, needs to be introduced back into the City's IDP. This will ensure that the gap between what the IDP proposes and what is actually implemented, is closed. Thus, feasibility should mean that the projects are within the City's financial and resource means. There should be a clear indication of the budget allocated to each project within the City's IDP. No project should be financially unsustainable. This is to ensure the actual addressing of the apartheid planning legacy.

The shift in the meaning of environmental sustainability is cause for concern as is evidenced by the shift towards the protection of the environment being for economic growth and development. This leaves out marginalized groups and the spaces which they occupy. The City should have projects which specifically

protect the environment in marginalized areas. This will also assist in addressing the legacy of apartheid planning, through improving the lives in those areas.

The City should have projects which make use of existing services and facilities. There should more emphasis placed on land optimization. This will address spatial fragmentation. Every project proposed in the IDP should be able to sustain itself.

6.2.3 Recommendations for people driven democracy

The City's IDP should focus on involvement. This involvement should not only be for economic growth, as it was in 2002 and 2007. The City should have projects which involve the community which the project is aimed at. This is also to ensure that the City's integrated development planning is more context specific.

The City should focus on empowering previously disadvantaged groups as opposed to merely empowering everyone. This is to ensure that disadvantaged groups can also participate in economic activity. There should be projects in the City's IDP aimed at this specifically. These projects should prioritize the needs of these groups. This directly addresses the legacy of apartheid planning. This will ensure that Cape Town's economy is inclusive, settlements are inclusive, and that Cape Town, as a society, is inclusive.

The City's IDP should have projects which prevent crime and sickness. The City's IDP should also allocate some of its budget to creating a safe environment. This is also to ensure that society is inclusive.

6.2.4 Recommendations for good governance

Good governance should be more closely linked to people driven democracy. The next IDP should almost merge the two discourses into one. This is to do away with integrated development planning merely focussing on the production of IDPs.

The City should always be accessible to the community it is serving. The City's IDP should have projects which make the City accessible to all. Increasing accessibility will increase context specificity in the City's planning actions. This too is essential in addressing the legacy of apartheid planning.

The City should continuously manage its performance. However, this should be done without losing focus on people driven democracy. This is to ensure that the goals set out in the IDP are actually being met and that people are more involved with the integrated development planning process. There is no use in having a plan without follow through.

6.3 Reflections

Conducting this research was a fascinating experience. Analysing the discourse of integrated development planning gives one the opportunity to explore the transition from legislation, through to policy, concluding in planning actions and outcomes. More so, it allows one to explore the connection between planning values and planning actions. This research exposes the complexities within these transitions and connections, and ultimately within the planning profession.

This research shows the necessity to understand the context in which one is planning. Context helps to explain planning values and meanings. Thus,

context helps to explain planning actions. If context is disregarded, the complexities which underlie planning actions are ignored.

However, judging by the interviews, there is a sense of pessimism towards integrated development planning. The reason for this pessimism varies from research participant to research participant. One can only assume this pessimism is mainly as a result of integrated development planning not meeting expectations within the planning industry.

Cape Town is a good case study because its political context is different from that of other local municipalities. This gives the researcher an opportunity to touch on the relationship between politics and planning.

Finally, it's worth mentioning that towards the end of the research project, the City of Cape Town revamped its website. It appears that the previous IDPs/Reviews were not uploaded after the website was revamped. This may hinder the potential to conduct further research around this topic in future.

6.4 Recommendations for future researchers

This research opens doors for more research to be conducted. These research topics for future researchers are as follows:

1. An exploration of the extent to which the political context of an area influences integrated development planning. Political contexts differ from one municipality to the next, and more research is needed with regards to this.

2. A similar exploration of integrated development planning as is done in this research study, but for a different municipality in SA. This will allow for comparative findings.
3. An exploration of how the land/property market influences planning outcomes with regards to addressing the legacy of apartheid planning.

6.5 Limitations to the study

The main limitation to this study is that it is an exploration of a discourse. It is difficult to capture and understand a discourse in its entirety. While the researcher makes an attempt to analyse the 'integrated development planning' discourse, the researcher cannot cover every facet and nuance.

Another limitation is that there are only three main 'IDPs' which were available to be analysed. The next major IDP will be published in 2017. The exploration of the change in values and meaning is over a short period of time. A greater change may have been noticed over a twenty-year period, or more.

The 2002 IDP was not as comprehensive a document as the other IDPs. The reason for this is probably that it is the very first IDP by the City. This IDP doesn't delve much into planning actions.

6.6 Conclusion

Chapter 1 introduces the problem of the study and the main research question. This chapter contextualises the problem and introduces the aim of the research.

Chapter 2 establishes the theoretical framework for analysing and exploring the values and meanings of integrated development planning in the City. The theoretical framework is based on an in-depth review of relevant literature and legislation.

Chapter 3 outlines the research methods and techniques used to undertake this study. This chapter also encompasses discussions on conducting ethical research. In addition, this chapter encompasses discussions concerning the limitations of the methods and techniques used to collect data. It concludes with a discussion on how the data was analysed.

Chapter 4 analyses the data collected using the assessment criteria established in Chapter 2. This is to explore and analyse the values and meanings of integrated development planning.

Chapter 5 explores that the reasons for the changes in the values and meanings, as well as the impact this change has on planning actions and outcomes. This is ultimately to explore the impact these changes in the values and meanings have on integrated development planning's ability to address the apartheid planning legacy.

Chapter 6 begins by providing answers to the main research questions. In so doing, the research findings are synthesized. The chapter then goes on to present policy and other spatial planning recommendations for the purpose of addressing the problems identified in the study.

In conclusion, findings from this research show that the values and meanings associated with integrated development planning have indeed changed since the 2002 IDP. This change is mainly attributed to the dynamic nature of Cape Town's political context over time, as well as its socio-economic context. This change has resulted in the poor no longer being prioritized and empowered through integrated development planning. It is also seen that the shift towards a more managerial approach to planning, which is seen in the IDP, has come at the expense of actions and outcomes which successfully redress the legacy of apartheid planning. A result which clearly contributes to the persistence of the apartheid planning legacy.

[Word Count (including everything up to this point) = 38480 words]

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Appendix A: Discourse Analysis

A.1 discourse analysis of the IDPs

The following section will use Table A.1 below as colour coding legend for the discourse analysis of the relevant information contained within the different iterations of the CoCT's IDPs. The information within Table A.2, Table A.3 and Table A.4 will be colour coded according to this colour coding legend.

Table A.1: Colour coding legend for assessment criteria

Information relating to assessment criteria for 'integration'	
Information relating to assessment criteria for 'sustainability'	
Information relating to assessment criteria for 'people driven democracy'	
Information relating to assessment criteria for 'good governance'	

A.1.1 Findings and discourse analysis of Cape Town 2002/2003 IDP

The following Table A.2 serves as both an outline of the key information from the Cape Town 2002/2003 IDP as well as a discourse analysis of this key information in relation to the assessment criteria in Table 2.6. The relevant information is coded according to Table A.1.

Table A.2: Relevant information from Cape Town 2002/2003 IDP

Page	Relevant information from IDP
1	The introduction by the city manager describes how they have to bring together 7 municipalities into a single structure. This structure should be achieved by the officials through good leadership along with clear direction.

	<p>There is also an emphasis placed on the necessity for the participation in municipal affairs. This participation should be from communities, rate payers and residents. The city manager claims that they want the process to be inclusive. The city manager also states that the city is committed to democratization of society.</p> <p>Then the City Manager mentions that "financial sustainability remains the underlying thesis of all that we do". This is the necessity for expenses to be controlled as well as managed by the budget which is driven by the IDP.</p>
5	<p>The IDP then discusses the CoCT's values, which are as follows:</p> <ul style="list-style-type: none"> • Operating with integrity with no tolerance for any form of corruption • Being responsive to customers and working towards serving their needs • Treating stakeholders with honesty, openness and respect • Having no tolerance for poor service delivery • Providing services in a manner which is participatory and team based, as well as a manner that is focused on the outcome • Being a developmental, fair, caring organization where innovation, creativity, high productivity, professionalism, loyalty, and commitment are recognized. <p>Then the IDP describes the council's priorities and the following priorities were mentioned:</p> <ul style="list-style-type: none"> • The current priorities were the prevention of crime, HIV/AIDS, free lifeline services and job creation through tourism. • The proposed amendments to the priorities are HIV/AIDS, Safety and Security, Development and growth, Poverty alleviation which includes; Job creation through tourism, lifeline services and indigent policy. Another proposed amendment to the priorities is housing where the priority is to identify the awareness of the critical need.
6	<p>The IDP then describes a strategic pledge which is basically the goals which the City plans to achieve. These goals are as follows:</p> <ul style="list-style-type: none"> • A safe city for everyone • A caring city for everyone • A healthy city for everyone

	<ul style="list-style-type: none"> • An opportunity city for everyone • A well run, corruption free city for everyone • A smart city for everyone • A tolerant city for everyone • Local government being close to everyone • Access to housing for everyone <p>The IDP then mentions five fields of action to reduce poverty. The IDP also mentions that these can be seen as the initial effort in reducing poverty in the city. These are as follows:</p> <ul style="list-style-type: none"> • A social safety net, which refers to indirect income from things like subsidies, welfare and indigenous policies which are included in order to avoid absolute destitute • Infrastructure, which refers to both physical infrastructure and social infrastructure that can be made more readily available • Space, which refers to issues around location which relates to the access to employment and social opportunities. This also refers to the poor's exposure to the degradation of the environment • Employment, which refers to both formal and informal employment through the development of the economy and stimulation of the local economy • Livelihood strategies, which refers to social, as well as cultural responses where by the poor help themselves and support association / network activities 				
8 - 9	<p>Then the IDP discusses "The Strategic Pledges". The key information from this section has been divided into values, and the meanings associated to those values.</p> <table border="1" data-bbox="309 1563 1382 1953"> <thead> <tr> <th data-bbox="309 1563 842 1648">Value</th> <th data-bbox="842 1563 1382 1648">Meanings associated to value</th> </tr> </thead> <tbody> <tr> <td data-bbox="309 1648 842 1953">Creating jobs and economic empowerment: Making access to economic opportunities easier</td> <td data-bbox="842 1648 1382 1953"> <ul style="list-style-type: none"> • Developing human resources • Providing economic infrastructure and support services for the informal economy as well as for small to medium enterprises (SMMEs) </td> </tr> </tbody> </table>	Value	Meanings associated to value	Creating jobs and economic empowerment: Making access to economic opportunities easier	<ul style="list-style-type: none"> • Developing human resources • Providing economic infrastructure and support services for the informal economy as well as for small to medium enterprises (SMMEs)
Value	Meanings associated to value				
Creating jobs and economic empowerment: Making access to economic opportunities easier	<ul style="list-style-type: none"> • Developing human resources • Providing economic infrastructure and support services for the informal economy as well as for small to medium enterprises (SMMEs) 				

		<ul style="list-style-type: none"> • Having special programs for those who are economically vulnerable • Reviewing regulatory barriers and constraints • Supporting the poor's business networks • Supporting key sectors in the economy that have the potential to create jobs for the poor
	<p>Providing basic infrastructure and services: improving the quality of life and the poor having access to income generating opportunities</p>	<ul style="list-style-type: none"> • Access to basic services which is affordable via innovative funding and delivery mechanisms • Access to social services that are essential • Providing economic and recreational infrastructure in areas which are poor • Providing public transport which is sustainable, safe and affordable, that links to other areas which generate income and have recreational facilities
	<p>Developing sustainable living environments: improving the quality of life of the poor</p>	<ul style="list-style-type: none"> • The promotion of sustainable environments for the poor with regard to healthy as well as safe environments, along with access to green spaces • The creation of physical environments which are safer • Promoting public transport which serves the poor and their needs

		<ul style="list-style-type: none"> • Have projects in special vulnerable geographic areas • Ensuring that disasters are mitigated via risk reduction programmes
	Supporting community and social development: building on the positive initiatives of the poor	<ul style="list-style-type: none"> • Crime reduction strategies • Support of projects which are aimed at vulnerable groups • Supporting the poor's social networks (this includes religious, cultural, sporting and saving societies) • Supporting governance which is participatory • Healthcare programs which are preventative for things like HIV/AIDS, TB, etc • Make lifelong learning easier
	Providing a minimum social safety net: targeting indigenous programs of the poor	<ul style="list-style-type: none"> • Information as well as access to subsidies which are indigent for those earning less than R1000.00 a month • Making full use of indigence programs and subsidies aimed at poverty (where those in need are effectively identified and reached)
13 - 21	Then the IDP discusses pledges. The key information from this section has been divided into pledges, and the meanings associated to those values.	
	Pledge	Meanings associated to pledge
	Safety and security	(The meanings relate to the information mentioned in the priorities)

	<p>A caring city for all</p>	<p><u>Meaning with regard to health</u></p> <p>Providing efficient services which includes immunisation as well as HIV/AIDS education at clinics.</p> <p>All clinics being accessible to all people</p> <p><u>Meaning with regard to laws and regulations</u></p> <p>Delivering laws and regulations which are both fair and reasonable</p> <p><u>Meaning with regard to public participation</u></p> <p>Encouraging communities' involvement in decision making with the use of a well structured public participation process</p> <p><u>Meaning with regard to community satisfaction</u></p> <p>Continuing the delivery of services, the protection of the City's assets as well as the City's environment</p> <p>Continuous monitoring of the satisfaction levels of the community</p> <p><u>Meaning with regard to maintaining capacity</u></p> <p>Maintaining the capacity to deliver services which are essential during times of crisis or natural disaster</p> <p><u>Meaning with regard to the environment</u></p> <p>Monitoring the quality of the environment to protect natural resources</p> <p><u>Meaning with regard to pollution</u></p> <p>Preventing pollution via campaigns for clean up and awareness</p>
	<p>A healthy city</p>	<p><u>Meaning with regard to compaction</u></p> <p>Promoting intensification within the built area of the city, which already exists</p> <p><u>Meaning with regard to integration and concentration</u></p>

		<p>Projects which look for connections with other proposed or existing services or areas, with regard to function or space</p> <p><u>Meaning with regard to sustainability</u></p> <p>Not undermining the natural resource base of the city and not promoting long term operating costs which are unsustainable</p> <p><u>Meaning with regard to maintenance and renewal</u></p> <p>Projects should work with already existing investment and respond to the needs of “hotspots”</p> <p><u>Meaning with regard to dignity</u></p> <p>The quality of the environment or the services for the poor, should be bettered by projects</p> <p><u>Meaning with regard to the ecosystems</u></p> <p>Ecosystem requirements should be prioritized. Every project must be acceptable for the environment</p> <p><u>Meaning with regard to environment</u></p> <p>Protection of the environment, cultural landscape as well as the visual landscape</p> <p><u>Meaning with regard to pedestrians</u></p> <p>Projects should promote accessibility for pedestrians</p> <p><u>Meaning with regard to public transport</u></p> <p>Public transport is a priority with regard to all services</p> <p><u>Meaning with regard to public facilities</u></p> <p>The maximization of synergies by all spheres of government</p> <p>An environmental difference should be made</p> <p><u>Meaning with regard to special places</u></p> <p>Special places should be made.</p> <p>In the degraded parts of the city these special places should be linked to urban renewal activities</p> <p><u>Meaning with regard to development</u></p>
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		<p>Prioritizing development where there is already the necessary infrastructure, over development where there is not</p> <p><u>Meaning with regard to environment and resource management</u></p> <p>Development should respect the needs of the environment.</p> <p>Development should not threaten the sustainability of natural systems</p> <p><u>Meaning with regard to movement</u></p> <p>Projects should make the city both more convenient as well as more comfortable for pedestrians.</p> <p>Promoting accessibility as opposed to mobility.</p> <p>Movement projects promoting integration with regard to differing modes of transport.</p> <p>Providing public space which is dignified and allows for social as well as commercial activities. This should be part of public transport interchanges</p> <p><u>Meaning with regard to urban space</u></p> <p>Projects contributing to the creation of public space which is good quality</p> <p><u>Meaning with regard to social / public facilities</u></p> <p>Grouping/clustering social or public facilities in order to make the sharing of management, security, maintenance and space between functions and between agencies, easier</p> <p><u>Meaning with regard to utility services</u></p> <p>Maintaining or upgrading of already existing utility services should be given priority, instead of the implementation of new services. This is to ensure the promotion of greater compaction, greater equity, efficiency and financial sustainability</p>
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		<p><u>Meaning with regard to emergency and safety services</u></p> <p>Prioritizing projects which encourage the synchronization of differing emergency and safety services</p> <p><u>Meaning with regard to housing</u></p> <p>Prioritizing higher density projects which are at strategic locations and close to public transport, instead of low density projects on the outskirts of the city</p>
	An opportunity city	<p><u>Meaning with regard to the City Development Strategy</u></p> <p>Developing a City Development Strategy, which will be in partnership with other stakeholders, for a vision and strategy to establish the city as an investment and economic location, that is globally competitive</p> <p><u>Meaning with regard to a World Class City</u></p> <p>Creating an investment and development environment which attracts investors as well as potential entrepreneurs. This is to establish business, create opportunities for employment and possibilities for export</p> <p><u>Meaning with regard to the Economic Development Strategy</u></p> <p>Expanding the City's vision via partnerships, building global competitiveness, providing an environment that is business friendly, and providing opportunities for all</p> <p><u>Meaning with regard to SMME development</u></p> <p>Managing the informal sector, supporting small business, as well as encouraging urban farming and sector support</p> <p><u>Meaning with regard to the infrastructure investment strategy</u></p> <p>A lag strategy being used where there is rapid private sector investment, whereas a lead strategy being used for the development of infrastructure in areas where there is slow private sector investment.</p>

		<p>Infrastructure based on priority being started in order to stimulate tourism and economic development for the long term</p> <p><u>Meaning with regard to the airport development zone</u></p> <p>Investigating a development zone near the Cape Town international airport.</p> <p>Investigating rates holidays, tax incentives or other inducements, in order to leverage private sector investment</p> <p><u>Meaning with regard to the Joint Marketing Initiative</u></p> <p>Wesgro (investment promotion arm) being merged with into a Joint Marketing Initiative (which is a partnership with other spheres of government as well as the private sector)</p> <p><u>Meaning with regard to properties</u></p> <p>Ring fencing the property portfolio in order to create value which will be used as a gearing mechanism and going on an accelerated business development strategy</p> <p><u>Meaning with regard to procurement</u></p> <p>Procurement policy favoring small and emerging enterprises</p> <p><u>Meaning with regard to labour intensiveness</u></p> <p>Developing infrastructure which is labour intensive being given preference</p> <p><u>Meaning with regard to water and sanitation</u></p> <p>Working towards ensuring a sustainable as well as affordable water service which meets the needs of the customer</p> <p><u>Meaning with regard to solid waste</u></p> <p>Consolidating and rationalizing current service delivery structures (which are fragmented). This is to make sure that there are services to all customers within the metropolitan area, which are equitable, affordable, and sustainable</p>
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		<p><u>Meaning with regard to customer need driven</u></p> <p>Meeting the customer's needs with trading services which extend the provision of basic services to all the customers within the metropolitan area. This is on an equitable, affordable, and sustainable basis</p> <p><u>Meaning with regard to transport and roads</u></p> <p>Flagship projects which improve transport and road infrastructure</p>
	<p>A well run city which is free of corruption</p>	<p><u>Meaning with regard to restructuring</u></p> <p>Highest priority on the institutional agenda is to restructure the organisation, based on guidelines including:</p> <ul style="list-style-type: none"> - Decentralizing coordination and integration, which is area-based - Clear definition between service providers and service purchasers - A performance management system being implanted as well as a competency based process re-engineering model - Clear lines with regard to reporting as well as accountability <p><u>Meaning with regard to performance management</u></p> <p>Launching an organizational performance management system which will measure how the City's priorities and objectives are reflected in the IDP. Each priority and objective will have a performance target</p> <p><u>Meaning with regard to good governance</u></p> <p>Corruption not being tolerated at any level</p> <p><u>Meaning with regard to environmental impact</u></p> <p>The impact on the environment being monitored</p>
	<p>A smart city</p>	<p><u>Meaning with regard to accessibility</u></p> <p>Aiming to make local government, politicians along with the officials, more accessible</p>

A local government close to all	<u>Meaning with regard to public participation</u> There is an intention to be local as well as accessible. Promoting a network of community based consultative forums to make sure there are high levels of participation as well as involvement. A metro participation forum being set up, along with other public participation fora to make sure that the public participates in a way that is structured with regards to the development of IDPs and budgets.	
Access to housing for all	(The meanings relate to the information mentioned in the priorities)	
28	Then the IDP describes the key principles of service coordination, which are as follows: <ul style="list-style-type: none"> - An approach to service delivery at local level which is integrated - Coordination of service delivery which is city-wide which is within council's political structures and corporate strategies - Allowing the transformation of service delivery in order make sure service provision is equitable - Governance which is close to the people - There should be a focus on service delivery structures or mechanisms which are not centred around political structures - Access which is easy 	

(CoCT, 2002)

A.1.2 Findings and discourse analysis of Cape Town 2007/2008 IDP

The following Table A.3 serves as both an outline of the key information from the Cape Town 2007/2008 IDP as well as a discourse analysis of this key information in relation to the assessment criteria in Table 2.6. The relevant information is coded according to Table A.1.

Table A.3: Relevant information from Cape Town 2007/2008 IDP

Page	Relevant information from IDP				
Intro	<p><u>Introduction by City Manager</u></p> <p>This part of the IDP describes how the City's IDP is centred around the following focus areas:</p> <ul style="list-style-type: none"> - Economic growth and development which is shared - Urban infrastructure and services which are sustainable - Systems of public transport - Human settlements which are integrated - Safety and security - Development of health, social and human capital - Governance and regulatory reform which is good 				
3	<p>This part of the IDP describes how Cape Town's development plan needs to be aligned with initiatives at national and provincial level. This is to make sure that there is the best possible impact from a combination of efforts from government.</p>				
17	<p>This part of the IDP describes the goals, which are as follows:</p> <ul style="list-style-type: none"> - A city which is prosperous - Service delivery which is effective and equitable - An administration which is well governed and efficiently run 				
18 - 21	<p>This part of the IDP describes the different strategic focus areas of the IDP along with the objectives relating to each strategic focus area.</p> <table border="1" data-bbox="304 1518 1382 1935"> <thead> <tr> <th data-bbox="304 1518 847 1597">Strategic focus area</th> <th data-bbox="847 1518 1382 1597">Objective</th> </tr> </thead> <tbody> <tr> <td data-bbox="304 1597 847 1935">Shared economic growth and development</td> <td data-bbox="847 1597 1382 1935"> <p>Making an environment which makes it possible for the economy to grow.</p> <p>Preparing for the FIFA 2010 world cup. This is according to requirements from FIFA and the City's developmental objectives</p> </td> </tr> </tbody> </table>	Strategic focus area	Objective	Shared economic growth and development	<p>Making an environment which makes it possible for the economy to grow.</p> <p>Preparing for the FIFA 2010 world cup. This is according to requirements from FIFA and the City's developmental objectives</p>
Strategic focus area	Objective				
Shared economic growth and development	<p>Making an environment which makes it possible for the economy to grow.</p> <p>Preparing for the FIFA 2010 world cup. This is according to requirements from FIFA and the City's developmental objectives</p>				

Sustainable urban infrastructure and services	<p>Access to basic infrastructure which is universal.</p> <p>Natural resources being conserved</p> <p>Managing the City's infrastructure and resources in an effective way</p>
Public transport systems	<p>Bettering public transport systems as well as public transport services</p>
Integrated human settlement	<p>Improving, as well as developing integrated human settlements.</p> <p>Delivering housing opportunity</p>
Safety and security	<p>Encouraging a safe and secure environment to be developed</p>
Health, social and human capital development	<p>Facilitating the development of a society which is healthy, as well as socially inclusive</p>
Good governance and regulatory reform	<p>Making sure that there is enhanced delivery of services with institutional arrangements which are efficient</p> <p>Key financial areas being managed, such as the control of income, flow of cash, indigent support, alternative opportunities for income, management of assets, and management of risk.</p> <p>Establishing effective channels through which the community can engage</p>

23 - 43	Then the IDP discusses the strategic focus areas and how the IDP will respond to these strategic focus areas.	
Strategic focus area	IDP response	
Shared economic growth and development	<p data-bbox="624 421 1385 454"><u>Response with regard to resource allocation</u></p> <p data-bbox="624 488 1385 667">The City will identify the services that have an optimal impact on the growth of the economy and will prioritize the allocation of resources towards those services as well as council functions</p> <p data-bbox="624 701 1385 790"><u>Response with regard to marketing of focussed investment proposals</u></p> <p data-bbox="624 813 1385 992">The focus of delivery will be on unlocking the economy, job as well as business opportunities within Cape Town. This is unlocking should be by means of strategic interventions which are focussed</p> <p data-bbox="624 1025 1385 1115"><u>Response with regard to municipal entities/strategic partnerships</u></p> <p data-bbox="624 1137 1385 1563">So that economic growth targets can be achieved, the city will attract high value partners, and will attract investment. Strategic partners who contribute towards the achievement of economic growth which is enhanced as well as contribute towards development in the City, will be supported. Engagement with investors will be more pro-active in order to make it possible for private sector investment to support the broader goals of the City</p> <p data-bbox="624 1597 1385 1686"><u>Response with regard to investment in infrastructure that enables economic growth</u></p> <p data-bbox="624 1709 1385 1989">Transport as well as other types of infrastructure being invested in (such as information communication technology (ICT)). These investments are seen as being important as enablers for the growth of the economy and the reduction of poverty. The City will make sure that basic services are provided. The City will also make sure</p>	

		<p>that there is access to social services and human resource development in areas of need</p> <p><u>Response with regard to small business and economic participation</u></p> <p>The needs of small businesses will be supported by the City. The City will also broaden economic participation, and promote entrepreneurship. Finally, the City will also build as well as foster networks in order to sustain economic development initiatives at a community level</p> <p><u>Response with regard to protection of natural resources</u></p> <p>The City will make an environment which makes growth and development possible while at the same time protecting the environment for sustainability purposes</p> <p><u>Creating an enabling environment</u></p> <p>The City will engage with stakeholders actively in order to encourage a telecommunication platform which is cheaper, within the City of Cape Town. The City will also implement measures in order to cut red tape so that investment growth can be promoted. There will also be work done towards the alignment of skills development, training, as well as educational systems of the City and business</p>
	<p>Sustainable urban infrastructure and services</p>	<p><u>Response with regard to targeted support to the indigent</u></p> <p>The City is registering households which are indigent in order to identify and assist the indigent residents who are not benefiting sufficiently from the municipal valuations based indigent approach</p> <p><u>Response with regard to equitable service delivery</u></p> <p>The City will work towards making access to equitable basic services, possible</p> <p><u>Response with regard to public (national, province, local, SOEs, public & municipal entities) infrastructure led growth</u></p>

		<p>The City will go on a development path which is consistent and long-term, by using investment in public infrastructure as platform as well as a catalyst</p> <p><u>Response with regard to containment, densification and infill</u></p> <p>The geographic growth of the City will be restricted to the existing footprint as well as densification. There will also be the encouragement of the development of vacant and underutilized land</p> <p><u>Response with regard to sustainable urban infrastructure</u></p> <p>Leadership will be provided by the City. The City will also develop implementation plans for projects that will limit the growth of demand on water, electricity, waste along with the demand on travel as well as transport resources. The City will also offer opportunities for alternative forms of energy and recycling. The City will consolidate, protect, as well as improve access to natural resources</p>
	Public transport systems	<p><u>Response with regard to mobility</u></p> <p>The City will part ways from the historic commuter system which had services being designed only for peak hours, to a public transport system which has greater route permanence outside of peak hours, as well as over weekends and public holidays</p> <p><u>Response with regard to transport interchanges</u></p> <p>Transport interchanges will be given priority as hubs of economic development where there can be the development of communities which are socially inclusive</p> <p><u>Response with regard to transport growth as growth enabler of</u></p> <p>The City will go on a program which involves large scale investment in public infrastructure for transport. This is in support of the 2010 linked economic growth and infrastructure for development</p>

		<p><u>Response with regard to priority lanes</u></p> <p>The City will enforce the already present public transport priority lanes as well as introduce new public transport priority lanes on strategic segments of the public transport route network</p> <p><u>Response with regard to freight</u></p> <p>The City will encourage the reduction of freight traffic on the road by facilitating a shift to freight transport via rail, as well as to leverage and support rail rolling stock upgrade and better efficiencies in rail operations</p> <p><u>Response with regard to promoting public transport</u></p> <p>The City will improve transport services by integrating multiple modes, applying intelligent Transport Systems as well as by securing new investment in infrastructure</p>
	<p>Integrated human settlements</p>	<p><u>Response with regard to the housing plan</u></p> <p>The development of a medium to long-term plan for housing, with special focus on the acquisition of land, which is aligned with the City's spatial development framework (SDF)</p> <p><u>Response with regard to access to land for housing</u></p> <p>There will be a shift in focus by the City, from the provision of houses, to incremental, serviced sites; self-help integrated development projects. The City will focus on the facilitation of gap housing as well as the implementation of social housing. Areas of economic as well as settlement growth, that do not threaten agricultural land, cultural landscapes and natural areas that merit protection, will be identified by the City. These areas should also make effective and efficient use of existing infrastructure</p> <p><u>Response with regard to land restitution</u></p> <p>The City will begin with the implementation of its social as well as land restitution housing programme with identified</p>

		<p>external partners (like the implementation as well as the facilitation of gap housing with banking partners and the private sector)</p> <p><u>Response with regard to informal settlements</u></p> <p>The City will investigate how it is best to implement in-situ informal settlement settlement upgrades as a way of increasing the access to housing. With regard to land invasion, a zero tolerance approach will be taken</p> <p><u>Response with regard to spatial integration</u></p> <p>The City will transform dormitory suburbs, into areas that support a higher multitude of land uses, areas which offer a range of amenities and areas that are socially mixed by formulating urban renewal plans supported by public investment in strategic areas as well as public/private partnerships</p> <p><u>Response with regard to social housing</u></p> <p>There will be improvements to rent collection, effective and efficient maintenance of units, and dealing with problems related to unlawful occupations as well as social problems which involve shebeens and gangsterism</p>
	Safety and security	<p><u>Response with regard to internal management efficiency</u></p> <p>The constitutional mandate as well as required outcomes will be focussed on by functional departments. This is in order to facilitate a safer City</p> <p><u>Response with regard to stakeholder collaboration</u></p> <p>There will be focus on integrating the efforts of all spheres of government, business and the public. This is to work together in order to strengthen as well as align the activities of law enforcement agencies, the criminal justice system, municipal courts, as well as emergency and disaster risk management services, more. This is in order to reduce the current levels of crime as well as levels</p>

		<p>of vulnerability in order to improve safety, security as well as resilience in all areas as an important foundation</p> <p><u>Response with regard to disaster risk prevention</u></p> <p>There will be a contribution by the City to accelerated and shared growth via a significant improvement in the City's performance with regard to traffic policing, by-law enforcement, crime prevention along with emergency response to natural as well as human-induced hazards. Disaster risk will be both reduced and eliminated where possible. This will be done by making the impact of incidents and disasters, softer</p> <p><u>Response with regard to social crime prevention</u></p> <p>There will be a focus on social crime prevention programmes, by the City. These programmes will be directed at reducing crime, high incidencies of drug and alcohol abuse, gang affiliation, as well as crime against property and people, particularly women and children</p> <p><u>Response with regard to urban design</u></p> <p>There will be a focus by the City on improving urban design in order to reduce crime and emergencies</p> <p><u>Response with regard to protection and crime prevention</u></p> <p>There will be an implementation of fast, efficient and equitable emergency response to safeguard life, property, the environment as well as livelihoods</p> <p><u>Response with regard to a police plan</u></p> <p>There will be a police plan drafted which will focus on by-law and traffic law enforcement as critical priorities. This will be with a high focus on land invasion control and drug dealing properties.</p>
	Health, social and human capital development	<p><u>Response with regard to promoting citizenship</u></p> <p>Through the City's public engagement programme, there will be a focus on creating dignity and taking pride in being part of the City</p>

		<p><u>Response with regard to effective health care</u></p> <p>The delivery of health care which is designed to make sure that primary health care is delivered at a local level, will be facilitated by the City. Social and human capital development should benefit the most marginalized communities in every settlement</p> <p><u>Response with regard to multi-stakeholder strategies</u></p> <p>The City will pursue the following:</p> <ul style="list-style-type: none"> - The provision as well as the maintenance of community facilities as hubs in order to provide activities for youth development - The creative use of community facilities - Effective primary health care services being provided in collaboration with provincial health services - A control programme for TB and HIV/AIDS/STI, which is effective - Providing effective environmental health services which includes Air Quality Management as well as Air and Water Pollution Control programmes
	<p>Good governance and regulatory reform</p>	<p><u>Response with regard to improved efficiency</u></p> <p>Measures will be implemented by the City so that it can become more efficient and effective as an organization. This will be done by getting the right people at the right places within the organization</p> <p><u>Response with regard to intergovernmental relationships</u></p> <p>The City will work towards the fostering of good relationships with other spheres of government. This will be done by making clear the roles and responsibilities between provincial and national government. This will also be done by making clear the roles of specific cooperation with the private sector, NGOs, donor agencies as well as other role players</p> <p><u>Response with regard to institutional integration</u></p>

		<p>There will be a continued implementation of processes in order to align the City's operating budget with its strategic priorities. In order to assist in improving the efficiency of sub-councils, ward participatory mechanisms will be established</p> <p><u>Response with regard to revenue generation</u></p> <p>Tighter debt management programmes as well as progressive tariff policies, will be maximized by the City. Economic viability of services should be ensured by the tariffs which utilities implement. The revenue which is gotten from land as well as property holdings will be optimized</p> <p><u>Response with regard to financial sustainability</u></p> <p>There will be an intensification of the City's efforts to make sure that there is an improvement in the management of the City's key financial areas such as income control, the flow of cash, indigent support, alternative income opportunities, asset management along with risk management</p> <p><u>Response with regard to organizational efficiency</u></p> <p>The design of human resource strategies makes it possible to place the right people in the right places, as well as rightsizing the organization so that value can be produced. Operational integration will be enhanced by an integrated management system which will be implemented as well as a corporate support model which will be developed</p> <p><u>Response with regard to customer care</u></p> <p>The City will be marketed on a national as well as an international bases in order to attract investment along with promoting its image as a tourism destination. This will be done in collaboration with all the key stakeholders. This will be supported by by a citizen/customer care strategy which is enterprise wide, as well as staff development. This</p>
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		<p>is in order to improve operating efficiency, relationships and citizen/customer satisfaction</p> <p><u>Response with regard to human resource strategy</u></p> <p>The City will make sure that it has the needed human resources that are skilled and can be developed, retained as well as / or reskilled for 2010 and beyond</p> <p><u>Response with regard to information technology</u></p> <p>Information technology will be strategically utilized by the City in order to drive the transformation of public services in order to provide better as well as more efficient government</p> <p><u>Response with regard to good governance</u></p> <p>Via the accomplishment of sound financial governance, improved accountability and transparency in awarding tenders, established key procedures and processes, and by minimizing fraud and corruption, the City will improve its service culture as well as its workplace ethics</p> <p><u>Response with regard to regulatory environment</u></p> <p>The City will better the regulatory environment for development in order to maximize the impact of public investment as well as the delivery of services on the development potential of Cape Town. This is also to minimize any constraints that government activity places on shared growth and development</p> <p><u>Response with regard to non-constitutional functions</u></p> <p>There will be a shift in focus by the City to its constitutional competencies and the performance of non-constitutional functions will be pursued. The latter will be done by intergovernmental discussions with a view to resolve future funding and rendering of these services</p>
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(CoCT, 2007)

A.1.3 Findings and discourse analysis of Cape Town 2012/2013 IDP

The following Table A.4 serves as both an outline of the key information from the Cape Town 2002/2003 IDP as well as a discourse analysis of this key information in relation to the assessment criteria in Table 2.6. The relevant information is coded according to Table A.1.

Table A.4: Relevant information from Cape Town 2007/2008 IDP

Page	Relevant information from IDP
3	<p>This part of the IDP is the City Manager’s Forward which mentions three key words in integrated development plan:</p> <ul style="list-style-type: none"> • Integration of all the activities of local government. This is in consultation with residents as well as stakeholders • The IDP is focussed on development but in a broad sense. Development with regard to the economy, development with regard to infrastructure and development with regard to people • It is a plan which informs the priorities of the budget, the making of decisions as well as where resources will be allocated <p>This part of the IDP also mentions that local government should provide municipal services to all residents.</p> <p>Then the IDP mentions the five pillars, which are to create a city which is well-run, safe, caring, inclusive and opportunity.</p>
8 - 14	<p>This part of the IDP is the introduction. It mentions that as mandated by some legislation, including the Municipal Structures Act, the IDP serves as a strategic framework which guides both a municipality’s planning as well as budgeting over a certain political term.</p> <p>This section of the IDP also speaks of wanting to construct a city which is more inclusive by expanding economic opportunities.</p> <p>The IDP then introduces the different focus areas. These focus areas are as follows:</p>

	<ul style="list-style-type: none"> - The opportunity city: this is with regard to creating an environment which is enabling economically, where investments can grow and jobs can be created. - The safe City: this is with regard to the need for citizen's to be safe in their own city. - The caring city: This is with regard to Cape Town being well coming to all so that it can be a world class city. - The inclusive city: This is with regard to where everyone has a stake in the future. Where everyone belongs. - The well-run city: This is with regard to people needing to know that their government works for them, is accountable as well as answers to them at all times. - Infrastructure led growth: This is with regard to there being a continued investment in infrastructure to make sure that the city can support development.
25	<p>The IDP then discusses the different strategic focus areas and the key objectives associated to these strategic focus areas.</p> <p>Strategic Focus Area 1: The Opportunity City</p> <p>Key objectives in order to make Cape Town an opportunity city:</p> <ol style="list-style-type: none"> 1. Create an environment which is enabling so that investment can be attracted. This is to generate economic growth as well as the creation of jobs. 2. Provide as well as maintain infrastructure used for both economic and social purposes. This is to make sure that there is infrastructure led growth of the economy. 3. Make sure there is mobility and access by implementing a public transport system which is effective. 4. Leverage the City's assets in order to drive both economic growth and sustainable development. 5. Maximise the use of funding which is available, as well as available programmes for training and the development of skills.
48 - 52	<p>Strategic Focus Area 2: A Safe City</p> <p>Key objectives in order to make Cape Town a safe city:</p> <ol style="list-style-type: none"> 1. Expanding the staff as well as capital resources in policing documents and emergency services. This is in order to provide service which is improved, to all, especially communities which are most vulnerable.

	<ol style="list-style-type: none"> 2. Resourcing of departments to move towards optimum operational functionality. 3. Improving efficiency by policing which is driven by information and technology. 4. Effective training in order to improve efficiency of policing and emergency staff. 5. Use partnerships to improve safety and security.
54 - 75	<p>Strategic Focus Area 3: A Caring City</p> <p>Key objectives in order to make Cape Town a caring city:</p> <ol style="list-style-type: none"> 1. Providing access to social services for those that need social services. 2. Encourage an environment which is sustainable via the use of resources in way which is sustainable. 3. Providing services to every single citizen within Cape Town. 4. Make sure there are human settlements which are innovative. This is for increased access to those who need these human settlements. 5. Assess the possibility of selling/transferring/transacting of rental stock to beneficiaries which have been clearly identified within specified criteria. 6. Use improved services within informal settlements and backyard residences. This is to provide for the needs. 7. Provide environmental health services which are effective. 8. Provide air quality management which is effective. Provide pollution control programmes which are effective. 9. Provide primary health care services which are effective. 10. Provide substance abuse outpatient treatment and rehabilitation services.
76 - 81	<p>Strategic Focus Area 4: An Inclusive City</p> <p>Key Objectives in order to make Cape Town an inclusive city:</p> <ol style="list-style-type: none"> 1. Creating an environment which allows citizens to be communicated with and responded to. This is to ensure responsiveness. 2. Provide facilities which make citizens in Cape Town feel at home.
82 - 87	<p>Strategic Focus Area 5: A well-run city</p> <p>Key objectives in order to make Cape Town a well-run city:</p> <ol style="list-style-type: none"> 1. Make sure there is a government which is both transparent and free of corruption.

	<ol style="list-style-type: none"><li data-bbox="352 194 1398 277">2. Establish an administration which is both productive and efficient, that prioritizes delivery.<li data-bbox="352 293 1398 389">3. Make sure there is financial prudence with unqualified audits done by the auditor general.
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(CoCT, 2012)

Appendix B: Transcribed Interviews

Table B.1: Transcribed interview with Prof. Vanessa Watson

Question	What is your understanding of integrated development planning?
Answer	It is the very sensible and necessary aim to overcome the silo-ized nature of government, and to link what different departments do. And to (not only to link) but to prioritize and strategize what different departments do. And to coordinate that (certainly) in space.
Question	What values would you associate with integrated development planning?
Answer	Well, in the South African context, the values should be things like social equity and justice, and environmental sustainability, and recognition of diversity and difference. That's what they should be. (Joke: Not world class cities?)
Question	What meaning do you attach to those values?
Answer	<p>Okay. I think one has to say social and spatial equity (and they can be different). And it certainly means reducing the extent (I don't think you can ever equalize entirely) but certainly reducing the extent to which rich and poor, employed and unemployed, and a whole lot of other definitions, are divided in space. So I certainly (and you can think about equity at different scales: ... can be equity within a small part of a neighbourhood, or within a neighbourhood, or within a whole city) And it's very hard to get equity across all those scales, but one certainly wants to reduce the extent to which poor people are marginalized from the most important things in the city which they have to get to... and when there is inequity, that's usually what happens: poorest people and most disadvantaged people have most difficulty in getting to the things they need to access in the city, whether those be jobs, or health, or schools or whatever. So I'm taking a strongly spatial view of equity, but I do believe that the spatial and the social have to talk to each other if we're going to think about equity. So it's a better balance, it's less difference between rich and poor, advantaged and disadvantaged, in all sorts of ways.</p> <p>(Question: And you also mentioned environmental sustainability?)</p>

	<p>And then environmental sustainability which has to do with the way we use and dispose of resources. The concept of the city as [an] urban metabolism that is drawing resources from its environment and using them in particular ways. [...] the notion of intergenerational: leaving the planet for future generations as we found it. Always nice things to talk about. Part of that is of course addressing risks, climate change, other kinds of risks, natural risks.</p>
Question	<p>Would you say that your understanding, that you just mentioned now and you've discussed, of integrated development planning has changed in anyway?</p>
Answer	<p>Because I haven't looked at recent... It is hard to say [...] if you look at the goals which [...] always comes at the start of those documents. I know [...] the IDPs went through a period where the notion of world class cities was very strong. And I think the last time I looked (which is not a very recent one) that had pulled back a bit, and there was a bit more balance. It was not simply world class cities, but there was more of a balance between [...] economic opportunities, and social opportunities, and so on. [...] So I think it may have shifted back from that very strongly market driven approach, which was there probably mid-2000s, and there was a whole (I think) shift in the country at that stage back from that very strong neoliberal position.</p>
Question	<p>You did say in the email that your planning actions have never been influenced by integrated development planning [...]. Do you have something to input on that?</p>
Answer	<p>So I've always believed in integrated development planning as a principle, but the particular way it's done (which I have a big problem with) I would not say has [...] I mean I'm being a critic of that. [...].</p> <p><i>(Question: would you mind just expanding on that?)</i></p> <p>Okay. So I think my main criticism [...] is that they try and use the budget as way of integrating. Okay, every department can continue to do its own business as usual, and each department submits a budget and they put the budget together in one document and they call it [an] IDP. There's no integration actually happening. [...] One minor thing is wrong, is the way they locate spatial planning, and they locate that at the end of the IDP process. So again, each line function department can go and do their own thing and then they say: okay we'll harmonize it in space. [...] What is missing there is the idea that the</p>

	<p>spatial concern with equity and justice should be driving what all departments do. That's part of the problem. What the other problem is those line function departments still exist. And if you really want to get integrated development planning, you need to break down those line function departments. One alternative is what Durban municipality tried to do at one stage, which was area based management: So you take areas of the city and you put together a team of professionals with one engineer, and one planner, and one housing expert, and whatever team works together on developing that area. That's area based management. [...] so that's one way of breaking it, but you got to break down those silos, otherwise they will never speak to each other.</p> <p><i>(Question: and in essence, just continue with the same problem?)</i></p> <p>They will. They absolutely will. Because they speak different languages. Different discourses. Draw on different theories. Different best practice. No reason why they should speak to each other. [...] Been changing a bit in the city because as you may know that the spatial planning department has recently [...] reorganized to include environment, and housing and all sorts of other things. So you could do that, you put all these things into one big department, which can get a bit kind of clumsy. I don't quite know how they manage that stuff. So perhaps there's been more integration within the spatial planning department. And as far as I know doing that allowed them to sort of put spatial planning right up there as a major informant of other stuff. But the transport department is still separate and different [...]. It's partial integration but not full.</p>
Question	What role do you think integrated development planning plays in redressing the legacy of apartheid planning?
Answer	At the moment I don't think it does anything. It should. [...] That should be one of its central goals. [...] you just have to go look out there. We've had IDPs for how long, since 1990-whatever. And no difference. So clearly (and I mean. I can't put any other city [...] in South Africa to say here's a good example of where it's worked. So where there is a shift to really look at issues of equity it happens through all sorts of other means but doesn't seem to happen through the IDP. So I think we have to say that it's not achieved that goal at all.

(Watson, V. (2016) Interviewed by Samuel Mokgalong, 18 August: 12h00)

Table B.2: Transcribed interview with Hayley Geary

Question	What is integrated development planning to you?
Answer	<p>Well, I mean as a theoretical varsity student, when I came out of varsity, integrated development planning to me did mean ultimately moving away from our apartheid spatial planning legacy. Moving more into the practical planning world. Integrated development planning... I mean we try and take those theories and apply them as best that we can but, I mean its really next to impossible because every application is actually seen in isolation. As much as we have this massive spatial plan for the city to integrate different income groups and different people all around our city and to densify things and infill things, in reality every developer looks at a feasibility. So they say: this is a piece of land in the middle of the city that I am looking at. Its 3 hectares, what can I do here to get my maximum profit. So they don't really care about the actual integration and how that would benefit. And it generally ends up benefiting the middle to upper class people. There is very little integrated development planning happening in the lower income groups [...] It [integrated development planning] doesn't really exist. No. But the principle is there. So applications and development applications are often based on that theory.</p>
Question	<p>What values (or you could say planning values) would you associate with integrated development planning? And just to give you an example, maybe its sustainability, maybe its equity. Those type of values.</p>
Answer	<p>Efficiency: that being first and foremost. So we have a lot of transport. We have this principle of transport orientated development. [...]. So obviously being able to link parts of your city. And I mean we do have a very sprawled Cape Town, so it's very, it's a very important value to actually have and I love it and it's a great idea but I don't know how well it's being rolled out and acted on. I mean we don't exactly have very efficient transport systems at this point. But we're getting there. But in terms of a value for integrated development planning, apart from efficiency, is probably (I would say) probably sustainability and equity is a good one (ya). [...]. Sustainability firstly and foremost, in that we don't continue to corrode valuable open spaces, or environmentally sensitive open spaces. And Equity, in that we need to have. [...] and equity just in a sense that ultimately we need to integrated different income groups more effectively. Because obviously the poor get pushed to the periphery and our company is actually done a lot of tenders that have, for the housing development agency (which has actually</p>

	<p>looked at mixed income housing guidelines) and obviously the core of the challenge is that housing for the lower, like gap housing market and the subsidy housing market, always happen on the periphery of our city. One, because it is cheap, cheap land. And two, because its easy and sort of easy to facilitate and no one is going to object to it. As soon as you try now put (in practicality) if you try and put a low income or subsidy housing group in the middle of even Brackenfell, which is a middle income suburb, there are massive challenges to it, and people hate it. So I think we need to relook at how people's values are located in these sort of development applications [...] But anyway. So efficiency in that everyone can access where they need to be in and sustainability in that we cant keep on corroding critical environmental spaces. And equity, in that we need to consider integrating different income groups.</p>
Question	<p>So you've answered my third question as well, which was what meanings do you associate to those values.</p>
Question	<p>Overtime, how has your understanding of integrated development planning changed (if at all)?</p>
Answer	<p>Well I started off by just saying that, ultimately, when I was at varsity, integrated development planning was this like sexy idea, and it was obviously something that was highly panted in terms of theory but as I said in practicality, since I've been working, I've seen the disjunct between theory and practice. So developers don't care about being integrated. They don't care about sustainability and those principles I say with the ecosystem and the natural habitat. They don't care about efficiency. They don't care if there's a transport system that's located close, and they sure as hell don't care about equity because for them it's about the biggest profit. So in my opinion, that is what has changed. For me.</p> <p>(Question: And that's probably the problem that you have with integrated development planning?)</p> <p>Yes, definitely. I mean, I think that developers think too much in isolation, and so in practicality, I mean, I know that the City, evaluates every application fairly and based on our IDP and based on our spatial development framework. But, in reality, it's also a political decision. So we need to see housing rolled out. It doesn't matter what group of housing it is (economic group of housing it is) they just need to see it rolled out. So if someone is now developing a thousand erven on middle income development, that is a political application. That is seen as</p>

	<p>very attractive in terms of the politics and even though spatial planning and land use planning may reject the application, it would definitely get overturned at the appeals committee. So, I know, but this is a lot of planning jargon for you, but you'll understand when you start working.</p>
Question	<p>How have your planning related actions been influenced as a result of integrated development planning?</p>
Answer	<p>I wouldn't say that it is based on integrated development planning at all. As I said, every one of our applications is in isolation to one another. But obviously we do have very big applications that are very open pockets of land, like 20 hectares of land, that ultimately we could facilitate mixed use developments and typologies within that development. And so in a way we do try to integrate what is happening in one application (just to be like, to sustain itself). And obviously every application that we do ultimately needs to be able to support itself. So are there social or economic facilities to support it? Do people now have to travel from all the way here to town? Which is completely, like, not self sufficient. So we try to look at every application as how is it supported by surrounding facilities and if it's not, how do we make it supported by surrounding facilities. So integrated development planning is not only about integrating people, and that sort of stuff. It's also about integrating uses and activities. So integrating shops with, and obviously having a very close balance between how many business functions do you have in / around a residential area to support that residential area.</p>
Question	<p>What role do you think integrated development planning plays in redressing the legacy of apartheid planning?</p>
Answer	<p>I think if we get it right in terms of actual implementation, it could be a good tool, but as I say, the people who make planning decisions, land use planners at council, they might make an informed decision based on the principle of integrated development planning, and go; this is not the best use for this piece of land, this is not the best use for this area. So they might make that decision, and it often ends up being overturned at MAYCO (which is our mayoral committee or appeals committee). And obviously, as much as the principle is there in terms of our land use decision makers. And they're the professionals. When it now goes to the committee. The appeals committee or the mayoral committee, is not necessarily informed on planning decisions, and what is the best fit or best activity, for a piece of land. So in reality, I think it plays an important</p>

<p>part for the people who are making final decisions, which they do. They totally apply integrated development planning at council level, at land use planning level. But if that now, if that final decision gets escalated, I believe that it completely undermines the idea of integrated development planning, because it becomes a political decision, not a decision made by people who are actually informed. So the appeals committee (just by the way) is not necessarily made up of only planners. So it's made up of attorneys, and some planners, and all sorts of other professions. And ultimately the consequence of that is that people make decisions which their head and politically, rather than what is actually, what is the principle of our spatial development framework, IDP and all those other things. [...] Part of our application process gets dealt with as an integrated development planning idea. The other part, if it gets escalated, I believe that it really, there's no opportunity for IDP to play any role what so ever. I mean, integrated development planning.</p>
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(Geary, H. (2016) interviewed by Samuel Mokgalong, 19 August: 10h00)

Table B.3: Transcribed interview with Kier Hennesy

Question	What is integrated development planning to you?
Answer	Development planning to me is planning for the future. I mean, it's almost self explanatory in that it involves development. So altering the landscape. And creating urban liveability. And integrated is really looking at it in this holistic manner as opposed to... So in a sense, planners are charged more than anyone else with the responsibility to look at in as things as integrated a fashion as possible. That applies to (that should apply to everyone) but we sometimes maintain that people (that other sectors don't necessarily do that) and we're guilty of the same thing but almost by virtue of where we come from. We don't hold to any position. We don't have a specific sector that we, you know, we're not involved with infrastructure per-say, we're not involved in protecting biodiversity. But our brief is to cover the range. [...] but even then it's a... it isn't necessarily something that we do very well or have done very well. But to me, integrated means as holistic a view of the development areas as possible.
Question	What values would you associate with integrated development planning?
Answer	In no specific order, Balance, Equality, Justice, Growth [...], Environmental protection, Urban liveability, Wellbeing, improvement of well being, Economic growth, I said growth, but economic growth is perhaps a more specific part of it.
Question	[...] for each one, what is the meaning that you associate with each?
Answer	(Question: [...] what is the meaning of balance with regard to integrated development planning?) Well, I suppose for me it is [...] improving wellbeing of individuals in a city environment which is what we, without damaging the environment. Overly negatively affecting the environment. (Question: And with regards to equality? What does equality mean to you?) I suppose access to opportunity for all. (Question: And justice?) To me it's fairness. Its quite closely linked to the previous one. (Question: And growth, economic growth. What does that mean to you?)

	<p>Well, economic growth is linked to well being. [...] So improvement in wellbeing. So it's Improvement of living standards. For all. So as the city grows so you got to provide more opportunity for them.</p> <p>(Question: And environmental protection?)</p> <p>That's the conservation of primarily ecosystems [...] I suppose for the good of the city primarily for the worth that it brings to urban functioning and the costs that may occur if you don't do that.</p> <p>(Question: And finally you said urban liveability and wellbeing? But I think you've mentioned a lot on them already, but is there anything you want to add to the meaning you associate with...?)</p> <p>No, its just a perpetual process of improvement to the lives of everyone.</p>
Question	[...] So overtime [...] how has this understanding, which we just discussed now, of integrated development planning, has it changed at all? [...]
Answer	<p>Look, I mean, I also went through the UCT system and I think the kind of arguments and the point of departure hasn't actually changed. Obviously there are refinements that come along but (and I can't speak for 30 years ago) but I can speak for 20 years ago or 25 years ago. The kind of stuff that you were inculcated with is not much different to today. The words may have changed, but, I think the workspace has changed [...].</p> <p>(Question: And then you did mention how it's changed here? [...] is there anything you could add to that?)</p> <p>Well it was a very segmented, siloed, protectionist, simplistic approach which was applied within council, I think. I'm talking about, there hadn't yet been integration across authorities. So you still had authorities managing previously, then previously black areas, previously white areas. As much as the country was starting to change, the headspace hadn't necessarily changed within the workplace. Because of reluctance in some quarters. And I'm talking across government. Spheres of government. [...]</p>
Question	Have your planning related actions, as a planner, been influenced as a result of integrated development planning?
Answer	Ya, I think it definitely has in as much as its been explicitly put at the top of the agenda, and whilst that was part of our education, as a planner, and before that, for me I come through this sort of NGO, economic side, it certainly has

	<p>helped to make that top of the agenda for everyone. In a way that [looks] at planning and development. And not just in the planning profession but across all departmental sectors. I think it has had a massive positive impact. And I mean just the very word, integrated, it kind of reaffirms everyday that you can't just operate in your little silo, it's very much around listening to what other people have to say. And what the other competing conflicting demands are, and reconciling those.</p>
Question	<p>What role do you think integrated development planning plays in redressing the legacy of apartheid planning?</p>
Answer	<p>Does it or should it?</p> <p>[...] it certainly must play and it does play a significant role. And again, it's a bit like my former comment, it's inherent or implicit, in integrated development planning, a lot of those values that I stated at the beginning, should be there, and in most instances are there. But perhaps it's not being driven through quite enough. But I think it plays a very big role.</p>

(Hennessy, K. (2016) interviewed by Samuel Mokgalong, 22 August: 11h00)

Table B.4: Transcribed interview with Paul Olden

Question	What is integrated development planning to you?
Answer	Integrated development planning to me, what it should mean I think is, it's a term which the South African context talks about redressing spatial, the apartheid spatial planning legacy that we sit with in our cities. Alright, so that's what it means to me, that's what it should mean to other people. It also is a term that, has in many ways lost meaning because, and lost credibility, because the authorities, planning profession, we've been wholly and largely unsuccessful in redressing the spatial patters of the past. Poor people still live the furthest away. Jobs are far from where people stay. [...] transport systems are poor, particularly in the poor areas. Etc.
Question	What values do you associate with integrated development planning?
Answer	Well the first one is social justice. There must be social justice. [...] so it should be driven by [an] attempt to redress [...] and to address social justice at a spatial level. So in other words, put poor people in well located locations. And when you see the DA like putting more people in Atlantis, then you understand. And then housing developments in Atlantis, then you know, where there's no... already no jobs and far away from everybody, then you start to see that we just, like, re-perpetuating the same pattern. [...] [...] Well I think the main thing is it must be social justice. It must be to try and redress the injustice, the spatial injustices of the past, and that will take big, I mean that's big interventions [that] are required. That's not... it's easier said than done. (Question: Is there any other planning values you associate with integrated development planning?) Planning values? I think that integrated development planning for me is all about social justice and redressing. That's basically it.
Question	And you've already discussed the third question which was what was the meaning you associate with those values? [...]
Answer	So people don't have to travel far, and providing facilities, schools, community facilities, etc. In areas where they don't exist. And also providing the

	management, and the management and the skills to be able to... for those facilities and everything, to be able to be sustainable and properly utilized.
Question	[...] overtime, how has your understanding of integrated development planning changed, if at all?
Answer	I've become skeptical of it. I think it's a buzz word that's just lost all its meaning. Lost credibility. I think the... one of the big problems is that if you want to do integrated development planning, you need to have the budgets to be able to do it. And the resources, the financial resources. So you need to be able to purchase land, well located land at high costs, and to be able to... and then to relocate people onto well located land. Now well located land normally costs more, and those costs, those are the costs of the past. Those are the historic costs of the imbalances. And they, at the end of the day, relate to Rands and cents, right. They relate to Rands and cents. And that's where the whole thing falls apart. Because you find a brilliant site, and then you go to... and you find its own [...] city council, and you go and they say "no no no, our property management department, we're selling that on the open market to be able to fund something else". So... or... there's a brilliant piece of privately owned land and the owner quite justifiable wants market related values... and... which are high, and the amount of money for subsidies etc. to do subsidized housing on that, the cost of the land doesn't justify... they can't buy the land with these subsidy amounts available and there's no resources, financial resources, to take away that cost, and therefore you find that in the end of the day the [...] integration doesn't take place because... simply because the financial models that go with it do not have the wherewith or the resources to be able to pay the financial cost of the spatial injustices of the past. That's the big problem. That's about money. Why are you putting people in the back of Khayelitsha? Right on the end of [...] when the owe lives in... when the guy works in... he works in somewhere in the other part of the city. Why aren't they buying out land in the right parts of the city. And moving people there? Because the land is too expensive. It's crazy. So people get... poor people just get made poorer...travel further.
Question	[...] have your planning related actions been influenced by integrated development planning?
Answer	Ya. Definitely. Because we realized when we went through the transition in the early 90s, that [...] the planning models that we were using and the way the city had been planned were unsustainable, and that they were actually having

	<p>massive social and economic impacts. And that you can't just go and put people in the middle of nowhere, far away, with no public transport, no facilities, and no chances of jobs, you can't do that. And that [...] drives everything that we do. It's fundamental to everything that we do. But you get very little opportunity to do it, because if you're in the private sector, because you deal... private sector developers are not interested in social justice, they're interested in making a profit, alright, and the authorities are totally [...] and constrained, by the financial constraints of the current subsidy models etc. So that's a big a problem.</p> <p>[...]</p> <p>Ya, I mean, unfortunately [...] but wherever we can [...] we try to... if there's an opportunity to get a community facility or a government function or facility, we always try and put it [...] and we've had opportunities to locate them, we always try and let social justice and integrated development planning drive it.</p> <p>[...] the other thing about integrated development planning [...] integrated development planning also means that it's multidisciplinary and it looks at all aspects, that's the other thing.</p> <p>But integrated development planning also means reintegrating and fixing up the [...] messes of the past. And the spatial chaos that we got.</p>
Question	<p>[...] what role do you think integrated development planning plays in redressing the legacy of apartheid planning?</p>
Answer	<p>[...] everybody plays lip service to it, but in reality, nothing actually happens. If you can show me... there are very few housing developments and developments in Cape Town, post apartheid developments and even spatial development frameworks which actually redress. The city's... the Cape Town city's spatial development framework, that thing hardly redresses apartheid. Says it does, on corridors along Voortrekker road etc. and all that, but in actual fact, very little [...] its actually nearly business as usual. In terms of... it's gotta like a corridor along Voortrekker Road, and here. To me, the old model was... we should have had the fourth CBD, the fourth CBD should have been Cape Town, Tygerberg, Claremont, Philippi. Should have been in Philippi. The South East of the city... look at the South East of the city, it's still poor. Go to Philippi, go look what it looks like there. I mean, it's the murder capital of the world. I mean, more people get murdered there in a weekend than in the whole of New York in 10 years. So go... I mean... it's terrible there... it's still a lot of poverty and that's right</p>

close by here. And you'll know better than me, but I mean, I go there and I see it and I *flipping* get embarrassed about it. So [...] there should have been much more government. Government funded investment should have been moved.

If UCT were going to build another satellite campus, they should build it in Philippi. If the government is going to do a new head of... the Cape Town city council did their new electrical department, they built a hundred million rand building, over here, in Bellville. Why didn't they put it in Philippi? You know why, because the engineers that work in the city don't want to drive to Philippi everyday, but they should have put that investment there. Because of course, then it would create jobs, create investment, create focus on that area. UCT should put their satellite campus there. New tertiary institutions should go there. That's what I think. The South East of the city is still a mess. The South East part of the city is finished still. It's not where it should be at all. There's no... what's happening there is very poor in terms of integrated development planning. So I'm a little bit of a skeptic but that doesn't mean we mustn't give up. What I think is we need to change the focus. The resources, money, funding, buying of land, it's to go into the right places. People and authorities need to put their money where their mouth is. They don't do that. Talk but nothing happens.

(Olden, P. (2016) interviewed by Samuel Mokgalong. 22 August: 16h00)

Table B.5: Transcribed interview with Harry van der Berg

Question	[...] what is integrated development planning to you?
Answer	<p>Integrated development planning to me is interdisciplinary to start with. It's approaching a project not as a planner, but more approaching a project with a vision. And putting together the components. That would enable you to achieve a certain vision. So that would include obviously looking at it from different perspectives. Whether it be social impact perspective, environmental perspective, bulk services perspective. In terms of perspectives of basic planning principles. In terms of looking at the legal and policy environment in which project x would operate [...] in terms of the context in which the specific project or whatever would type of roll out. So it's bringing together all of that. So its breaking down silos obviously. So you need to think about everything, really, from...right through from transport planning to the whole shebeel. For me, that is something that I didn't necessarily grasp while I was studying, but working in an environment like this, where you have to grapple with all those issues, working together with civil, electrical engineers, transport planners, transport engineers, environmentalists, project managers. So it's that whole life cycle of what it takes to, I use the word project but whatever you want to develop, bringing that together and what it takes, and what needs to be considered, and not going at it from one specific angle.</p>
Question	[...] what values do you associate with integrated development planning?
Answer	<p>Accountability, full proof, but kind of accountability, responsibility. What values? That's a tough one. Kind of doing your due diligence [...] it's like an ethical thing, you know you can only approach it, say, from a certain perspective and prioritize certain things. Yes, in certain contexts, certain things would take priority, after other things, but you know, it's going into it objectively. Regardless of your specific interest in the project. 'Cause if you are in the private sector, you might have a specific interest in a certain project or development, be it financial gain or whatever the case may be. But to have that responsibility to think about the greater impact that that specific initiative would have on its surrounding context and the bigger picture of the city or the town or whatever the case may be. So it's that objective approach [...] yes, that's important for me, but it's not always possible because you don't necessarily always have the power to. [...] objectivity, responsibility, transparency and accountability.</p>

Question	Third question is just to expand on the meanings of those values [...]?
Answer	<p>(Question: If you could start with accountability, what does that mean?)</p> <p>So accountability would be the outcome of whatever it is that... when people go back and look at what was done, scrutinize what was done or look at the outcomes and how that influenced certain things. To be able to look back at that and say "at the onset of x project or development, due diligent was done and it was done correctly, taking into account... with the information available at the time, in order for the best possible outcome to be done." So everything was considered to the best of whoever's ability to kind of make happen whatever the project may be.</p> <p>(Question: And then responsibility?)</p> <p>Responsibility for me would be to kind of ensure that whatever your role is, that you kind of consider as much as you can. So kind of, very very closely linked to accountability. [...] because you are in a certain position, might not be a position of ultimate power, but you are able to influence certain things within the project. Having that responsibility to produce the best possible outcome, not for yourself in terms of financial gain but for... whether it be a new building or an informal settlement or whatever the case may be, taking your role very responsibly [...].</p> <p>(Question: And transparency?)</p> <p>Transparency... Ya, it's about making sure that everyone is on the same page. Very much to do with, especially in the private sector [...] that everyone knows what their roles is. What your role is, what your outcome is, what your agenda is. So everyone has all the information to deliver their best work. So, to kind of, that's where political agendas on certain projects etc. etc. has an influence on... transparency in that sense, is where you have all the information accessible to you, you know what kind of agendas there are...and... because there shouldn't really be, you know, in terms of if you just want to do... whether it be an informal settlement upgrading or whatever, it's about the people, it's not about the, you know, we going to prioritize this settlement because, you know, councilor x needs the votes for party x and thus he has an influence on the outcome of the funding application, whatever the case may be. So it's a... that integrated planning transparency where you do the things you do because it has the best logical outcome for community [...] and business, whatever x.</p>

	<p>(Question: And objectivity [...]?)</p> <p>Ya, so objectivity is just, not only wearing your planning hat. You know, it's a whole different range of things you need to think about and consider and look at it from different perspectives because a civil engineer might look at a project completely differently than I do, and its about understanding his perspective, and him understanding my perspective why we do certain things. So it's kind of finding that bridge. Do not push over just one agenda because you are in a position of power, for instance.</p>
Question	[...] overtime, how has this understanding of integrated development planning changed, if at all?
Answer	<p>It has changed. I think it would still change a lot in my future, as I work on more projects and get exposed to different industries and... but it definitely has truly taught me what integrated development planning means. When you walk out of [university] you don't have, obviously you don't have all the knowledge, but you don't even understand the scope of everything that's involved in bringing something together and making something happen. So, it has evolved to me to, integrated development planning, to a much more complex system and I understand it now as much wider and much broader than it was when I first started working. So it's still expanding, and I'm pretty sure the meaning behind integrated development planning will still expand for me, but I, at this point [...] you can say (ya) it's been an expanding concept, so you kind of always get more feeds into it and extra things that needs to be plugged into it and extra things that needs to be considered and thought about and people that need to be consulted. So it's a growing concept for me. It started as, you know, very much in a project you need an engineer, a planner, an architect or whatever whatever. But now its big. It's much larger than that. So many things to consider.</p>
Question	[...] how have your planning related actions been influenced as a result of integrated development planning? [...]
Answer	[...] when I do what I do, because the concept is one that is growing, I have a deeper understanding and a better idea... it enables me to make better decisions, I think. Because the concept itself. Because you need to consider so many things, you think twice about making certain decisions or doing certain things that you do. So it definitely has a marked impact on what you do because when you, simple example, when you (I don't know), do a layout plan

	<p>for informal settlement [...] the layout or the size of the... has an impact on...you know...firstly [...] civil engineering, it has to do with how the environment looks, how many people can be accommodated there, what is the kind of settlement we're working with, how many people are there, what are their needs, what came out of the public participation [...] single residential [...] so many things you need to consider. What is the municipalities budget, for instance, what do they prefer [...] So it's thinking about all those things while you design and while you plan, I think enables you to make better decisions [...] you can't just tackle things from a planning perspective because that's [...].</p>
Question	<p>[...] what role do you think integrated development planning plays in redressing the legacy of apartheid?</p>
Answer	<p>I think it plays a massive role because, you know, in terms of the legacy of apartheid, you know, planners would have come up with their schemes and done their things and that would have just been, like, passed on until now. You know, you do your part and, like, just make it work. Whereas now you kind of have to, almost integrated development planning is kind of expected of you now. It's an industry standard if you've been educated at a planning school in the past five years I guess. It's a concept that you do. So you need to, also in terms of legislation, you are required to do public participation, you are required to consult with different people and to have cross specialization on projects etc. So I think it definitely has a large impact because whatever you do you need to consider the people and the planning principles. So the principles are then, you know, how do we bring these people closer to economic hubs, how do we enable them to get cheaper transport. You know, so you consider the movement of people, you consider the social circumstances, you consider the context of where they're living, you consider culture, you consider schooling, you have to think about all these things. So in terms of redressing the legacy, they didn't think about that in that time, it was only a very slab bang, there you go [...]. Whereas now, there are a lot of controls in place but [...] those controls can very easily slip by the waist side if you do not grasp what it is that you actually need to do to kind of get the best outcome.</p>

(van der Berg, H. (2016) interviewed by Samuel Mokgalong, 23 August: 15h00)

Table B.6: Transcribed interview with Samantha Lee

Question	[...] what is integrated development planning to you?
Answer	<p>[...] I always have the stance that from, I'm speaking now from when I studied, that higher level planning, isn't...it's more of a guideline and a framework more than anything else. All it is is just to, for me, to establish or for everybody to establish what are the common goals, what are the plans for the future, and [...] how are we working towards whatever mission we're going to work towards with certain projects or with certain initiatives that will help us get from point A to point B. So it's almost like key areas which we're going to be working towards or key areas that we're going to use in order to meet the development that we desire. So that's what I feel that it is. But again, it's something that's very much in the air, I feel, it's still very much in the air. And we're putting a lot of resources into something that's still in the air. If you look at, like for instance, your metro projects and stuff, we do this large scale frameworks and all of those things, you are dictating according to an analysis, based on data and all of those things. And, to a certain extent, it can be skewed, and it filters through from the top down. So as much as I think an integrated development plan is needed in order to have that common vision, you still have different interpretations that will filter through as to what should be needed in order to achieve that development, even if we do have different projects. Because, although you're looking at data, you're looking at data across the board. Whereas, in district level [...] the data should be [informing] what projects should be looked at. So now you got blanket projects, But each district is so different, it's actually really intense. If I speak to my colleague, they don't do the same work as what I do. They have a totally different way of doing their work. They have totally different scale at which they work. And it will be the same position. The same scope of work. Same job description. But, the alignment would be very different and the interpretation of that would be very different. Even though we go to the same meetings, we still [...] have different informants.</p>
Question	[...] what values do you associate with integrated development planning?
Answer	<p>[...] I think my mind is so land use orientated it's actually difficult for me to... okay I'll get back to that one [...]</p>

Question	Overtime, how has this understanding that you mentioned in the question 1, how has this understanding of integrated development planning changed, if at all?
Answer	<p>I previously thought it was <i>airy fairy in the air</i>. I still think it's <i>airy fairy in the air</i>. It's very light hearted. You see what decisions are actually being made and how the decisions are being made. It's something that would need to be looked at [...] in terms of capacity and resources. They have these amazing amazing initiatives and projects, but there's no funding and capacity to actually implement those projects. So that's why I'm saying it's something that's in the air. Because you can employ anybody to write an IDP. You can employ somebody to write the IDP which obviously you have the SDP and the frameworks and all of those things, which are informants. But if you actually don't have the capacity to actually put that to work, you literally just have a piece of paper. [...] and I think that's, in planning, that's something that's still a legacy that's being filtered through. Even if we got, for instance, the by-law, you can see, they're trying to change something in planning, and they're trying to be development orientated. But, how much of those values are integrated in terms of the fact that the inclusivity, and all of those aspects. How much of it is actually inclusive? Or how much of it is actually used? Is very different because if you look at, when we do, for instance, public participation, and commentary on frameworks and all of those things [...] earlier you spoke about jargon, that's where the issue comes in for me. That's what I've noticed as a planner. [...] when I did my dissertation I did "public participation, this needs to be done, whatever". But [...] when I stand at the counter and somebody comes to me and they're like "what's a departure, what's this, what's that?". It's the most basic terms that you need to work with as a planner. They don't know what that is. So how can you have [an IDP?] How can you have such high level things? That the actual people who are supposed to be doing [it] don't understand. So when it comes to that, the value system that I do feel is ...where there is a bit of a lack, is in the inclusivity. [...] There is a very big gap between what is understood and what is put out. So now, we put something into the public for comment, and then sometimes you don't even get the comments that you would think you were supposed to get. You would think that you would going to get thousands of comments for change. Because you're putting it out there for them to give us comment, not putting it out there [...] for the sake of putting it out there. We're putting it out there because we want change, we want to</p>

	<p>make a change, a difference through the initiatives and whatever. But [...] they don't actually understand what they are commenting on. So, it's integrated in terms of the fact that there's many aspects, that [are] looked at in order for development to occur. There's many frameworks, there is many levels of frameworks that inform each other, but where we fall short, is our understanding. So I don't know how integrated it actually is. It's integrated theoretically. Theoretically this stuff is amazing, but rhetoric, it falls short in terms of the rhetoric.</p>
Question	<p>[...] you mentioned inclusivity, so is that possibly the values you associate with integrated...?</p>
Answer	<p>[...] for me, any type of planning, any type of public work, needs a great amount of inclusivity. The problem is that inclusivity isn't properly defined, I feel. There isn't a common understanding of what inclusivity is. So now you have somebody coming, for instance, I'm going to talk about land use because obviously I'm [in land use]. You have somebody coming in, don't even understand what they're commenting on [...] and then you don't actually know what to respond to then because they don't actually have the understanding that they need to have. And I think with IDP, any document that we're releasing, you need to look at not only putting it out there. It's not the output, it's the understanding. That's where the lack is. The people [who] are understanding the information are the people who are highly educated. The people who [...] can afford to pay R50000.00 for a town planner. Those are the people that's actually commenting on whatever. I think that's where our documentation falls short. And that's where that apartheid legacy is going to find trouble in... remove. But I think, also, that's why the city is trying to push for development. But again, development is based on people who can actually understand what they are doing.</p>
Question	<p>[...] what does inclusivity mean to you though?</p>
Answer	<p>Well, inclusivity is the basis of public work, because [...] as a public servant, you obviously at the interface of integrating whatever is being applied to the public with the beneficiaries. So the beneficiaries are pretty much, they put you into a position to initiate projects which are for the greater good, initiate development [...] and integrating all of those things for the greater good [...] so you need to include them in that process. And they are initiatives in the city that include people. [...] if I go to the counter and I come to someone and say "oh you can</p>

	<p>check out page 302, all your things will be over there, take a read". That isn't inclusivity, that is me pretty much dictating to you, read, comment, goodbye.</p> <p>[...]</p>
Question	<p>And how have your planning related actions been influenced as a result of integrated development planning? [...]</p>
Answer	<p>[...] we are right at the ground level of any type of implementation. So you have the IDP, and then you have the current By-Law, that we're looking at and the way we do it, is we would have our integrated development planning [...] which would obviously be the overarching goals that we're looking at. Then there will be, you know, [these] frameworks, different types of frameworks, spatial development frameworks, whatever. [...] then you look at the land use and those informants. So at each aspect they are informed. At each aspect we look at does this development [...] fall within the spatial development framework? Is it something that's earmarked? Is it something that can be looked at? Even though [those] things are <i>airy fairy</i>, it still needs to look at those goals... at the goals that the IDP has set. Because it still needs to match up with that. Because, again, the informants need to match up with whatever is informing it. [...] for instance, an everyday process for us, you do the normal "you get a new application, you do an assessment, you do a 14 day check. A 14 day check is 14 days after you received it, you see if they got all the information. You'd circulate it to any departments. You'd circulate it to the public. Get everything back. You circulate it back to the people, to the applicants, if there's any objections. From then it would go to any type of tribunals [...] You get internal reports, you get external reports, depending on the nature of the report, well, the nature of the actual development. At circulation stage, we check does it match with the spatial development framework. You also have pre-consultation meetings. So before somebody actually comes in with whatever, does your plan fit in with the spatial development framework? We tell you that before you even apply for it. And if it doesn't, we tell you "look, we're not going to support you. You can apply for it, but it doesn't support whatever it needs to support." So yes, we do definitely look at the IDP, we do look at all of those things, and we are informed as we go along, we are informed from head office, "this has changed, you need to align with this or that has change, you need to align with that." [...] this is our core document that we work with as land use planners. [...]</p>

	this informs us which is informed by frameworks [...] which was previously the zoning scheme.
Question	[...] what role do you think integrated development planning plays in redressing the legacy of apartheid?
Answer	[...] in mind set, you need to set a common vision. And with the IDP, I think that it sets a common vision and it sets out a pathway, for people to almost look at... "look this is the goals that we have set, this is the pathway that we want to walk. When you do development, this is the type of thing that we're looking for". So it informs development from a very high level, and it has the potential to make changes, but I think the problem is that [...] the informants or the aspects that are informing those changes are set at a very high level that it won't make the changes that, I feel, that we're looking for. You looking for grass root level changes, integrated area based work, Nancy's stuff. I think that is amazing stuff purely because [...] Cape Town is [or South Africa in general) there's micro-pockets and there's needs and wants that are very [...] specific. And that's not what the IDP addresses, the IDP addresses a blanket statement. This is our vision, let's work from that. So it sets a vision, it sets a goal, it sets a pathway. [...] it obviously has the impact to change because every five years it needs to change according to whatever political standpoint is being taken, and that's how development will be informed. If the SDP needs to be changed, it needs to still speak to the IDP. If the by-law is changed, it needs to speak to whatever informants it has. But yeah, I personally feel [...] if you're looking for large scale change you need to be looking at putting more funds into lower level work, but you need to have an IDP. I do believe you do need to have [an] IDP. You need a goal, you need people to say. 'Cause you get these big developers come with lawyers, right, and obviously they know their [stuff]. And you need to tell them that this doesn't align with what it needs to align with. You know. It's not working. When you look at Wescap, Princess Vlei, all of those wingfield... all of those thingimagz, that needed to align with [...] spatial development framework which was informed by the IDP. That was the goal, the political goal, for five years. When somebody else changes that political goal, then the game changes. Then the IDP will change. And, you know, that will inform development going forward. That's just what I feel with regard to what the IDP could hold for... yeah.

(Lee, S. (2016) interviewed by Samuel Mokgalong, 24 August, 11h00)

Table B.7: Transcribed interview with Simon Nicks

Question	[...] what is integrated development planning to you?
Answer	<p data-bbox="352 353 1391 434">[...Research participant shows researcher document which they use to conduct integrated development planning...]</p> <p data-bbox="352 533 1337 562">So we always take this integrated approach. Does make it very challenging</p> <p data-bbox="352 660 1391 741">[...Research participant shows researcher document which they use to conduct integrated development planning...]</p> <p data-bbox="352 840 1391 2002">And if we're talking about sustainability, which to our mind is where planning should always be going, in the long run. And you have to be quite careful of getting out of equilibrium in the short term in case you don't get back again in the long term. That, what you extract out of your natural environment, which is water, minerals, agriculture, all of that, and into which also feeds your socio-economic issues, and what we did there is we looked at human development indicators and also urban settlements indicators. The strength of those, plus what you're extracting from the natural environment, determines how effective your economy is. So, if you've got very efficient cities, very high levels of education, you using your natural inputs very sustainably, and you've got a planning framework that's directing all of that. You're able to work at a high economic level than say somewhere where those indicators are very low and you're plundering your natural resources 'cause the Chinese are just coming in and just mining <i>whilly nilly</i> and then in turn, for that whole system to stay in balance, what you do with your resources, your outputs, your sewerage, your stormwater, your wastewater, refuse, that all has to go back into the system, into the natural areas, in such a way that it returns to equilibrium, it doesn't just create... like we're working in Stellenbosch at the moment, they've got a big problem with their water quality, those farmers are always in danger of losing their EU and fair trade certification because of water problems. Which in turn is stemming from two areas, one is infrastructure short falls and wastewater treatment works. And then also things like informal settlements that are poorly located. In fact, even the whole way in which urban development has been structured. In this country, you'll see it most places where you go. We still tend to turn our back on our water</p>

courses. And they're not in the front and they, you know, they're treated very badly. So what this whole thing did is that it then desegregated those into a whole lot of indicators. And it continued to say we need to be practical about this. In that, there are also what we called, they could be stabilizers, or they also destabilizers, which are your governance, and to what extent governance is working or not. And I think it's been fascinating if we just look at these local elections that have just happened. You can see that governance is not just something that happens there, it affects people. We were working in Ficksburg, just before those riots started and which, remember that fellow was assassinated. Tatane, I think it was Andries Tatane. And we knew there was going to be problems in that township because half of it you just had sewerage flowing in the streets. And they weren't doing anything about it. And also, if you haven't got a planning decision making system that can guide development quickly into the right places, there's just a terrible bureaucracy. You're going to get people being corrupt doing development in the wrong places because possibly it's more profitable. Equity and social justice is a key factor there. It's what that triangle is representing [referring to document]. And if that's not taken into account, and every single one of these decisions, can be made in a way that's inclusive or exclusive to participation, you know, particularly by emerging groups. And if you get that wrong, again, this isn't like, I think part of where you going with this is that the IDP processes have become very divorced from social, and environmental and physical realities, you're going to have things like service delivery riots. See. We've been working a lot in the mining towns, and there's a huge debate, we've actually identified... we did some work for the premiere. About 9 sectors, transport, fishing, retail, housing, you just carry on. And you look at are those sectors being structured in such a way that it's easy for people to get economic access to them. Or are people getting pushed out to the fringes all the time [...] If you look at what's happened in the combi taxi industry, or the transport industry, there's been a sense to try to capitalize the industry and get monopoly control over supply chains, employ a lot less people. You see, the same thing with fishing quotas in the fishing industry. Housing, if you want to be a low income housing provider, and get registered with the departments here, your construction company has to put down a R100million guarantee with the bank. Now you can imagine, there's only six companies in this province that can do that. Now the government says " well we do that to make sure there's a good standard of work and the guys don't go bust on the projects." And then we say, "but how many people are you cutting out of the game." And you know, you

could be having little builders doing 10 or 20 units at a time. And then there's obviously the need for income. And again, your planning processes can't be naive about that. So municipalities need rates income. Individuals need salaries. Your property developers, you're going to need a return on your capital. Your business people need to make profits. If that stuff is ignored in the IDP process, again, you start to find short cuts, and things happen there. Then the property market, the planning world for some reason has ignored the property market in a lot of its making of proposals. And we in fact always have a section in our status quo reports where we look at what's going on in the property market. For example, in the Stellenbosch wine lands at the moment, there's actually been quite a lot of job creation, there's been a lot of economic development, but your property prices for agricultural land is getting up between R1million to R3million a hectare. Absolutely, you know, enormous. So the first thing you have to do is understand that, then the second thing one has to look is at the physical and socio-economic implications of that. And do you try and undermine that and say break the small farms up or do you, you know, get very strong with things like your sector charters and try have more people participate in the tourism and agricultural ventures on those farms and there are particularly areas in public land where you could be getting emerging farmers going for example. Because, you know, if you ignore the property market, and you also ignore the social justice issues, again, you know, your planning proposals can have, you know, no real effect. So then to structure all of that, we [...] and this to us is what integrated planning is about. Is we look at all of those sectors, starting off with the biophysical environment. Beginning with your geology and soils. Looking at what's happening with your socio-economic, and then looking at your built environment [...] what is very interesting is [...] you can't actually get away from those patterns [...] you often find kind of councillors and people that are very interested in social justice they're always trying to distribute resources evenly. Like put a lot of money into rural development, etc. And what we try and say is that there's the ideal and there's the actual reality. And what's very interesting to us is how your socio-economic patterns actually follow the patterns of your natural environmental resources. And that in turn, your built infrastructure, which is really where people are living, and they set up their infrastructure in such a way that that they can get resources off the land. Those patterns are very fundamental. And they, you know, they often get contradicted. [...] So that's when you ask me, what do I understand by integrated development planning. [...] so all of our proposals that emerge we try and keep, you know, as closely to that. We a whole

lot of what we call planning tools or principles, and we, I'm interested you're not speaking about SPLUMA or the Development Facilitation Act. Because the MSA is actually quite silent on things like tools and principles. [...] So we look at settlement guidelines, and you know, often people think that an existing urban area is full up and if we're going to do anything we must go to the edge. And do something there, and we say, if you take a much more fine grained approach, there's all sorts of opportunities, that can happen but if your housing [...] model only operates at a minimum of a thousand units a time, because we going for such a big scale, which as we agreed earlier is also going to be very exclusive, there's only a few people that can operate at that level. If you say that we can go to like almost a small is beautiful approach, you know, local builders and all of that. Suddenly you find little pieces of land here which were not seen as being even viable. Suddenly you can start to come into the picture. There's things that can be done, simple things like, you know, urban upgrading, using well located municipal land for informal markets. I don't know when you were last in Khayalitha, I was there on the weekend. I've actually done quite an impressive upgrading on Spine road as you come into it from Mitchells Plain. It's made it very conducive to small business and all that. But we're on the road access guidelines thing at the moment with provincial department of transport. And they trying to push away from all of that stuff because they saying in terms of traffic flow and all of that, it's not a good idea, and they talk about pedestrians. So then, in terms of how you locate facilities, how you look at what we call a socio-economic gradient. Don't thoughtlessly which happens with unintegrated development planning, they'll just suddenly chuck a site and service scheme, you know, on the nearest piece of publicly owned land that they've found. And they don't take into account [...] the business, people's aspirations regarding, you know, their home ownership. The need to cater for other markets other than just the low job market. So all of those principals then become the basis, you know, for making proposals. This one is quite interesting, we were there the other day, don't know if you know Ashton and Zilani. You go through Ashton, you completely leave Ashton, and then about [2kms] later you find this township called Zilani. It feels like it's absolutely nothing to do with Ashton, but that's where all African people in Ashton live. And the original proposals were for Zilani to grow further away. And what we said [...] if we're doing integrated planning we need to actually turn that direct link into a main road. And in fact, in terms of the character of this area, it's very good agricultural land. I mean, the simple way might have been to say well that's the actual tar roads at the

	<p>moment, let's do something here, rather than just cutting across, which is actually how people walk. And then start to do development here. And get both sides of town to start to connect to each other. What we're finding, we're just finishing a work at the moment looking at the restructuring of mining towns. This whole mining transformation thing. We're looking at SDFs, all over the country. And municipalities are identifying that here. And they're leaving big bits of well located land vacant. And they not even thinking... so now we can't put poor people in the middle of nowhere and they not even thinking about the whole... what I was showing you just now in terms of a detail design [...] you look at a gradient. That's very interesting, I don't know if you've been to Langabaan, right in the middle of town you've got an RDP scheme. But because they paid a bit of attention to... they didn't just wall it off with vibcrete, and just chuck up the cheapest RDP houses. You've got little gables like the architecture styling in the West Coast. Everything in Langabaan happens around this RDP scheme. It's about as integrated as you can get. And it's not an issue. Because this stuff's been thought through. Because most of the time it's unintegrated, they just gooi the stuff there, you know, they don't think about it at all.</p>
Question	[...] what values do you associate with integrated development planning?
Answer	<p>[...] You need to be keeping things as balanced over shorter distances as possible, and that's in terms of your extraction of natural resources. Your consumption of energy. Social justice is obviously key, particularly in terms of making sure that there is fair access to opportunities, which is a different concept to...say social grants. Where you just give people money, which obviously depends on their circumstances. So I'm thinking about a situation where you actively try... and they've kind of done it here with the sub-grading of Bree Street, you'll see under those trees under there, they've provided for street trading. That every single action you do, you try and make sure that it's going to be as inclusive as possible. So that would probably would be a value. Rather than exclusive. And that you think about explicitly. And also the value that goes with integration, I mean, it's kind of a a bit of a difficult question because the words, you know, nobody is listening to the words. But you get away from compartmentalization. So you don't think, oh well, what I've just been talking about now with making sure that your road improvements have opportunities for street trading is the responsibility of the local economic development department and it's not the responsibility of the planning department. Or the transport department. So you work in an interdisciplinary way rather than a compartmentalized way.</p>

Question	[...] what meanings do you associate to those values? [...]
Answer	<p>Perhaps you could build a bit more on inclusivity, what meaning do you associate to that?</p> <p>Well it's essentially making sure that people have access to opportunities. In all of those different sectors. And that there's a very strong relationship between space and economics. Which is not understood properly by most professionals. I think the only people that understand it are business people and the informal sector. You know, they understand that stuff 'cause they out there. We struggle to find economists that understand that relationship. And I was doing work with the informal sector years ago. You can move a street trader one meter out of a pedestrian traffic flow and his turnover will drop by 50%. And people don't... that doesn't even register on their radar. "So no we'll go and put them on the other side of the street" it can be the end of their business. "Ya they're only about 10 meters away, what's the problem?". So Ya that's what I mean about being inclusive.</p>
Question	[...] overtime, how has this understanding, which we've discussed, of integrated development planning, how has it changed, if at all? [...]
Answer	<p>[...] I don't think my understanding's changed. I think my tactics for achieving it... we're always working as hard as we can at it, and it's very very difficult. [...]</p> <p>The IDP is a bit of a funny thing because it's not really that spatially orientated. In fact, the spatial aspect of the IDP, is there's only one, [the SDF]. [...] Because they said "why aren't SDFs getting implemented?" and we're saying "SDFs are really the chest boards on which all the activities of a municipality happen". And the IDP, is at the top here, it gets reviewed every year. And it almost works like a project manager. And the actual implementation of the SDF, if it's happening properly, is that you've got all these other sectors. You've got housing, you've got education, you've got transport, you've got infrastructure. They tend to work on five-year capital roll out plans. So you see that's every five years. And they should be getting guided by the SDF and they should be getting project managed by the IDP. What happens in a lot of instances, these guys are all working on different budgets and on different time frames. And sometimes you'll find that the water infrastructure people are even using their own separate set of demographic projections, compared to what might be contained in the SDF or what the</p>

treasury department's doing. So integrated development planning should be working like that. And it does require... and I think that's why the planning profession has really not engaged very well with the IDPs, it requires a much more interdisciplinary understanding. Than most planners have or are taught. Sometimes if they get high up in the municipality. I don't know if you speaking to consultants who prepare IDPs, you find there's hardly any planning consultants. [...]. But you find a lot of them are economists or they're social planners. You know, they come from that world. Some of them are human resource people even. And in fact your earlier question as to what extent are they helping in restructuring South African settlements. [...] The people preparing IDPs hardly even know what you're talking about when you say that, and they don't know a lot of planners. I mean, we did a big job for Limpopo government on looking at whether SDFs were being implemented properly or not. [...] We found the planners actually didn't have a clue. Hardly knew how infrastructure was implemented. They didn't know how to gage with these processes here. They were very susceptible to political influence. And I don't say that as a criticism at all. But I think one of the weaknesses of the profession is, and I've been saying it for years, I'm on the accreditation panel for the school with RTPI, there was a very good course with the development planning unit at the London school of economics called room for manoeuvre, and it was to teach planners on that course how do you manage to make decisions. In environments of different agendas, corruption, aid, etc. because if you're not taught how to do that, particularly restructuring, which is an unbelievably difficult task. It's difficult enough just to do things in the normal way, never mind try and go to another direction. That your people are hopelessly [unequipped] to deal with those challenges. So we'll be working in a traditional area up in Limpopo, and the planners saying "well there's certain decisions I can't make here or I'm going to get killed." And there's no... you know, the institute or the council, you know, they don't even begin to understand those issues. And we find it's quite a stand off for example between traditional authorities and municipal officials. Although sometimes we've managed to get them together sometimes. Sometimes the chiefs have actually been quite appreciative of being able to discuss the issues. Sometimes you find the chief is making better land use decisions than the officials are. Because they're a bit closer to reality. And other times, there's like, long term environmental implications which haven't been brought to the chief's attention. So you've got all of these kind of dynamics [...] 'cause I don't know if you were going to ask the question of "what should integrated development planning

	<p>be?” and “what is it actually at the moment?”. Because they’re very very different things. [...] So I think that should be the crux of your research. And as I was saying, first of all, the IDP, is, it might say it in the preamble, but it’s really a project management exercise. Trying to get coordination going. You can’t get your municipal budget approved unless treasury signed off on your IDP. It’s also... the DBSA used to have a very scary graph, like a Catherine wheel [...] [IDP has to be approved every February]. So they’ll start going to the municipal departments in about November, and then you should have your IDP ward committees, [...] so it’s actually a very hectic programme. And just to keep up with that programme, just the bureaucracy, never mind getting radical and innovative planning approvals in place. You know the people who driving that. You know, they just got to get that stuff done. And you’ll find in most cases. Their line departments are hardly involved in that process. Often it’s just the municipal treasury and the MAYCO committee, and the IDP secreteria that’s sort of producing the IDP. And you can see in that lot there’s no planning. And at best, they say “okay, we need an SDF for our planning section of the IDP”, so just make a photocopy of it. Sometimes they even ask the consultants “well, won’t you make an executive summary”, so there’s two pages, and they say that’s done. But no one hardly looks at it. And you might have an infrastructure plan four pages later, completely contradicting the SDF. So as long as it’s in there. And there some text there. And there’s some budgets. Off it goes. So that’s basically how I think a lot of IDPs are working. Obviously when you get to the metros, it’s a hopefully better different process than that. But I still think in Cape Town, if you look at the Cape Town IDP, it’s got very little spatial restructuring content. [...]</p>
Question	<p>[...] how have your planning related actions been influenced as a result of integrated development planning? [...]</p>
Answer	<p>We’ve had to make it a personal crusade [...] you look at a lot of SDFs for example, they don’t anywhere near the kind of stuff that we do here. [...] we didn’t believe that you could do integrated planning. We’ve got a very strong environmental bent in this office. Which a lot of planning firms don’t have. They much more land use planning and zoning schemes orientated. So, they’ll rely on other people [...] so now I’ve also got a commerce and economics background, so we’re quite strong on the economic side of things, which a lot of planning firms aren’t either.</p>

Question	[...] what role do you think integrated development planning plays in redressing the legacy of apartheid?
Answer	<p>I would probably say not much. [...] I mean just have a look around. Plettenberg Bay, they had the ANC in place for about 15 years, and they nearly got things into place of doing quite a radical restructuring of Bitou. Moving their civic centre into the middle of the place. And relinquishing... a lot of their municipal property was actually much better suited for tourism purposes. And then the DA came in, and then it's been a rocky road, you know, ever since. Because that's one of the other things with, if you're talking about restructuring, you need to have such a solid long term political environment. That can manage the urban flow and storms of restructuring. Because restructuring, by definition, is going to be going against the status quo. And you're going to be upsetting people. And one of the interesting things to me. In this country, over the last 20 years, is to watch how things have moved to a greater extent than the politicians would like us to understand, from race based social fractures to class based social fractures. So you'll find that increasingly, a lot of people who you thought would be promoting a relatively radical urban restructuring, are in fact subtly undermining it. And I think people that are asking this kind of question are not understanding that sufficiently. Because I've noticed in quite a lot of our work, we've been working again in the deep rural areas. You've got this fascinating contrast of rural poverty, which often you struggle to find it. And in other areas there's this rural affluence going crazy. There's shopping centres. There's roads. People are building massive Tuscan mansions. On their old betterment scheme plots. You know, 10 or 15 years ago, those would have been rondavels. I actually did a paper on it [...]. I think we're going to head into suburbanization on a scale that the world hasn't seen. Because what's happened with most countries with rural urban migration, you haven't had this one foot one foot thing. People have tended to leave the rural areas and move to very dense situations in the cities. You take a [400km] radius around Gauteng, and that doesn't seem to be happening. It's very very interesting. We identified 5 or 6 factors why that's not happening. And so people will sit in their offices in town and there's these kind of policy frameworks on which they're working, and then there's reality. [...]</p>

(Nicks, S. (2016) interviewed by Samuel Mokgalong, 25 August: 14h00)

Table B.8: Transcribed interview with Dr. Nancy Odendaal

Question	[...] what is integrated development planning to you?
Answer	[...] it is an approach to planning that is inherently [...] multi-sectorial. And from the word go, from analysis through to plan making, considers space [...] well integrated development planning in this country is kind of bigger than that. But it's an approach to planning that seeks to be multi-sectorial in its analysis and in its plan making and in its process. So... and to me its not just the production of an IDP as it is in this country, it's an actual approach that could yield an IDP, but it could yield something else. It could yield a plan for a smaller area. Or [...] like a precinct plan. Or the Cato Manor example [...] a structure plan which was then the word for [...] plan. So, ya, to me it's very much an approach.
Question	[...] what values do you associate with integrated development planning? [...]
Answer	Definitely participation, consultation, ya, I mean those are the ones that initially come to mind. But also, I suppose, connection. [...] Democracy, transparency, definitely transparency. Can't really think of anything else. Ya.
Question	[...] what do these values mean to you? [...]
Answer	<p><i>What does participation/consultation mean to you?</i></p> <p>Ya, I'm glad you grouped them together, because they're kind of, in my head, the same thing. I mean to me it means actually working together with stakeholder groups in a meaningful way rather than just in "tick boxy way". I think so much consultation gets done just to like get it out of the way so you can start with the real process. I think it often get approached like that. But if you look at the Municipal Systems Act, the chapter on community consultation, it's about far more than that. And I sort of embrace those principals which basically say it's about partnership rather than just consultation. So to me, that's really important.</p> <p><i>And then what does connection mean?</i></p>

	<p>Connection to me means kind of, you know, being open to seeing the connections between different issues. And between different aspirations. And, ya, so to me connection is kind of a conceptual way of looking at the world where you broaden your mind to be able to see that that actually talks to that, even though traditionally it might not be the case. But connection is also about kind of connecting people and stake holders. And professionals. 'cause that's to me what integrated development planning is. Is people coming out of their comfort zones and working together. (joke: idealy)</p> <p>[...] And then democracy?</p> <p>Democracy means [...] equal say. You know. Equal input. And no barriers to having a say regardless of your gender or your race or your social standing... you know... there should be no barriers.</p> <p>And finally you mentioned transparency?</p> <p>I did, transparency I see as a kind of radical openness, where things are open for [...] scrutiny. Where [...] things don't get...kind of hidden files or reports. [...] you kind of aware of the process whoever you are, basically.</p>
Question	[...] overtime, how has this understanding, which now we've just discussed, of integrated development planning changed, if at all?
Answer	[...] when I first started working in the realm of integrated development planning, it was on the Cato Manor Project. So, you know, from an early stage it was kind of drummed into me that this is a method of planning [...]. Fairly early on I saw it as a kind of ongoing process of working in a multi-sectorial team and [...] taking a more kind of holistic view to planning etc. [...] I think in the 1990s when I was working on the project there was a kind of excitement about the idea of integrated development planning. It's potential to kind of yield something that's quite different from the old technocratic planning approaches. And then later on I did work on an IDP, a couple of IDPs, and it struck me that moving into a local government situation, where IDPs are required every five years or to be revised every five years, it sort of became

	<p>almost like a tick box thing where you have to do it as a local authority [...] And I think a lot of local authorities were quite overwhelmed by this kind of demand to produce an IDP and certainly a lot of municipalities I interfaced with kind of battled with capacity and [...] I think sometimes the timelines were a bit dodgy. So I think [...] I sort of saw it move from something that was seen to be quite positive and quite innovative to something that was just another process that has to be done. And I think that's a great pity.</p>
Question	<p>[...] how have your planning related actions been influenced as a result of integrated development planning?</p>
Answer	<p>Ya, I mean I don't see how you could plan in any other way. I must be honest. I think it just is a kind of no brainer. You know, you can't go into a planning process without considering the various sectors that will be impacted. Without considering, you know, other actors and stakeholders and professions [...] But, I think how it's shifted in my head is that I've been thinking a lot more carefully in terms of what this means for spatial planning. And, so it's definitely influenced the way that I look at space, analyse space, you know, as the kind of on going co-production of place that involves many actors and therefore has to be managed by many actors. So I think my focus has shifted to kind of more spatial understanding of integrated development planning. [...] so it's definitely influenced my thinking in terms of how I teach studio, in terms of some of the consultancy work that I've done, which I haven't done recently but ya, no it definitely has.</p>
Question	<p>[...] what role do you think integrated development planning plays in redressing the legacy of apartheid?</p>
Answer	<p>I mean I think it plays a really important role in bringing various actors together. I think it plays a role in two ways. I think it plays a kind of procedural role in bringing various actors together, to kind of work towards a common vision, on how to address those imbalances and those inequalities [...] I think that's the point that Gustav [Visser] was trying to make in his paper on social justice and IDPs [...] It's quite old now but I think it really does kind of remind us how valuable the process [...] so I think there's a procedural capital, you know, there's a procedural value to it. And I think its substantive value is obviously enabling more effective service delivery and obviously that is absolutely essential to addressing the past injustices. I don't think it's been terribly successful at spatial integration, enabling spatial integration. 'Cause I think what happens is the SDF,</p>

which is a component of IDP... well if we talk about IDPs as opposed to integrated development planning. The SDFs are kind of handed over to the spatial planners, and they kind of carry on and then the IDP kind of gets carried out by economists and etc [...] I think there's sometimes a disjuncture there. I think Cape Town tried to sort it out though in terms of trying to link its various strategies in its spatial development frameworks to various line departments and then back to the IDP. But I think it's a difficult thing to get right. And I think you got to get it right in order to kind of enable better spatial integration.

(Odendaal, N. (2016) Interviewed by Samuel Mokgalong, 26 August: 12h00)

Table B.9: Transcribed interview with Brian Watkyns

Question	[...] what is integrated development planning to you?
Answer	[...] that underlines the budget. So what you need to do is you need to get your planning for the city together, and then it has to be, obviously integrated, and it has to be development. I mean, it's obvious, that's what it means. So it means that you're trying to take a city like Cape Town, which is disperat and you trying to integrate all your services, you're trying to integrate the services to all your communities. So there's two steps in integrated... you got your integrated services and you're trying to integrate your communities, and you can do that through development, okay.
Question	[...] what values do you associate with integrated development planning? [...]
Answer	[...] So sustainability is the first most important, and I suppose viability would go with that [...] you must take into account environmental issues. Both built environment as well as the natural environment. At the moment I'm swinging much more towards heritage, so, it should be protecting cultural and heritage values within the various communities. [...] The one thing it should be doing is actually working towards job creation. It should underlie. And then of course, the whole question of housing and transport, must be taken into account when you're doing your integrated development planning. So that you, once again, you coming back to integrating your communities, you coming back to integrating your actual service delivery.
Question	[...] what do these values mean to you?
Answer	and we can start with sustainability, what does that mean to you? Well sustainability, well firstly, it must be viable in first instance. It's useless having a plan down on paper and you're going to say [...] let's give an example because I used to have Langa in my ward. In the planning it said we're going to build 3000 dwelling units in Langa. But there isn't land for 3000 units. So the very first point is that it must be viable. And to do that you need to do your homework because you could look at land and say "oh, ya we could build there" but it's actually a wetland and you can't. [...] the sustainability in any development it

must be sustainable. You must be able to continue with what you've set out your plan to do. Let's say for instance, the MyCiti bus, we want to roll it out. We want to reach all communities. And then find that we actually can't do that. It's not sustainable. Well that the financial model is wrong. For me, sustainable is, it must be possible, and you must be able to continue the sustainability.

And you mentioned values with regard to the environment, both built and natural, do you want to build on that?

Ya, that's quite important to me because, on the one hand you want to [...] uplift those areas which have not got their fair share of the budget in the past. But you want to do it without impacting on the services that others have come to expect. One of the problems that I struggle with, particularly in a place like Maitland Garden Village, where I want to raise the bar in terms of the built environment as well as the natural, built environment. How do you do it without causing hardship? For instance, its illegal to have car wrecks on the property. Just go drive there now, you find umpteen car wrecks on the property. Now does it mean we're go and toe them away. You can't do that. So while you're trying to protect and improve the environment, the built environment, how do you do it without causing hardship. [...] how's that sustainable in an area like that. Natural environment, again, if you're going to be doing development, you got to make sure that what you're planning to do overall. And, just coming back one step, what I didn't say was, [...] your SDPs, that actually should be telling you what your IDP should be. So I've always maintained, and I know not everybody agrees with me, is that your zoning scheme, your spatial development plan for the whole area, your high level, that should be underpinning your IDP. So you first get that in place, and then you build your IDP on that. And on top of the IDP you build your budget. But that's how I see the best way to do it. So coming back to environment [...] the IDP needs to be directed by the spatial development plan as to actually where you're going to be doing the development. Is it viable? Are you going to be going beyond the current urban edge? Can we afford to develop Philippi in terms of the water, the aquifer that's underneath. Can we afford to develop in terms of the produce that they're producing at the moment. So, the environment, for me, has always been important. And I'm also now leaning very much towards the heritage and culture, that what you do doesn't destroy. What comes to mind, I was listening on the radio coming from town now,

the people that are being removed from Woodstock and they can go to Gulf. But the kids go to school in Woodstock. They've been evicted, so you're actually destroying that small community that's been moved. So the IDP must take that into account.

And then you mentioned a value around job creation?

There are two skills of thought on where job creation should happen. The one is, it should be happening in a centralized area, and then you got to allow easy transport for people to get to work. The other one is that you actually take the job creation programmes. In other words, that's maybe the industrial areas, and you take them out to where people are living. Which was the MSDF plan. And not so much the City's plan now. They're already looking at Voortrekker corridor as a revival there. And then putting people in places like Conradie and Oude Molen. So they'll be closer to the work. Thing is, you got to do things which are going to create jobs in the city because it's pointless for the people getting houses built and putting them into houses, and they usually can't pay the rent or they can't pay the houses. So job creation is absolutely critical. So when you do your IDP, whatever you do, must actually work towards that and not hinder it.

[...] and finally, housing and transport?

Linked [...] I believe that we shouldn't be concentrating jobs into a single area, it should be decentralized. So it's where the people live. But that's my view. In fact, what we did way back in 2006 or 7 where I got all the planning councillors together and did a workshop. And what we came up with, we felt that the future of Cape Town was an accessible city. And, I suppose the MyCiti is realizing that. Not that our group pushed the MyCiti thing, but we just felt that that was the most important and the MyCiti is going the wrong way to achieve that. [Going] far too slowly. So with an accessible city you can have your jobs actually anywhere. And the people can get there easily and smartly, and quickly. [...] and the housing of course, that's important too. You don't want to put all your new housing out in the steps where apartheid planning... So you got to start densifying the inner city in the inner areas. But you must do it such a way in that it doesn't destroy it, what's already there. 'Cause that is a danger. The people buy into an area. And

	<p>there's this huge rush to move more people in the area by demolishing and building even larger... or building second dwellings and then the services don't keep up with that. Or when the visitors come, there's no parking, cause there too many people living in that [...] and so on. So it has to be finely balanced. I don't think anyone gets the balance.</p>
Question	<p>[...] over time, how has this understanding of integrated development planning changed, if at all?</p>
Answer	<p>For me it hasn't changed. I mean, what I'm giving you now is what I would have said to you in 2002. So I'll have to look and see how others interpret it. What has happened is that there's been less of an emphasis on the environment. And heritage. And more of an emphasis on development.</p>
Question	<p>[...] how have your planning related actions been influenced as a result of integrated development planning?</p>
Answer	<p>One of the things I've discovered. I'm going to give you a politician's answer and then try and answer your question properly. One of the things I've discovered is that you can plan as much as you like. But if it isn't financially viable or if it's not acceptable to the public, you got problems. And talking about planning itself, and coming back to the spatial development plan. You can plan that X must happen there. And you put it in your IDP, and everything works towards this wonderful development that's going to come up. It's going to create jobs. There's going to be some housing that will benefit from it, etc. etc. But if the developer doesn't see it as a financially viable option, it's not going to happen. You're wasting your time. On the other hand, you might say nothing should happen there. And, for whatever reason, it goes ahead. And it's a huge success. And I'll give you an example, and that's Century City. According to the plan of the past, Century City should never have happened. It's not viable. But look at it. It's a shopping centre. There's job creation. There's living. And yes, sure, it's not for the poorest of the poor, but the thing is, it's building the economy, which assists the poor in terms of more money is around, there's job creation, etc. etc. So, how have I actually in my role assisted it? Well, one of the things that we look at when we do our planning, and when we looking at policies. Is how does it fit in with the IDP. Any policy that the City has, any development that it approves, any project that it approves, should be in line with the IDP. They should be talking to each other. They don't. In my experience. They don't. and of course, as a councillor we don't have the power to make individual decisions. We can only</p>

	<p>vote, depending on which committee's we're on. Or we can put up suggestions for policy. We can try and influence policy. But we can't actually adopt policy. So your own... or my own personal influence is, you know, one in 213or36 whatever it is these days. You know, so you don't have a huge influence. However, having said that, depending on which committee's you sit. Because if you sit on a relatively small committee which [...] you can align it with the IDP, then you can influence. And I like to believe that in my role in the planning department, I have managed to influence.</p>
Question	<p>[...] what role do you think integrated development planning plays in redressing the legacy of apartheid?</p>
Answer	<p>Well again, if it's the SDP would influence the IDP. And so, what you got to do is you've got to try and find ways of integrating the community. You can do that with the ways of integration [...] is through culturally, where people get together for events etc. [...] an event itself wouldn't be in the IDP. But the IDP could influence a programme which unites individuals. Obviously, having developments in areas where people start moving into an area which was exclusively [for] one race or another. That's what you can do. And I must say, it always seems to be that the emphasis is on the former white areas. But there doesn't seem to be any emphasis on the other areas to get them into a position where people want to move out of those formally white areas into other areas. [...] We talk about integration, but integration is one way, it's not two ways as it should be. (Joke: have I gone off subject here? Have I gone off topic?) [...] well it addresses everything, it should address everything, whether it's apartheid, or any other rural policy that was put in place, which might not be apartheid linked. The IDP should be redressing, you know, anything. Let's just assume we feel in an area that the environment is being taxed, got nothing to do with apartheid, it should be redressing that. And making sure that we can keep it. [...]</p>

(Watkins, B. (2016) Interviewed by Samuel Mokgalong, 31 August: 14h00)

Appendix C: Signed Consent Forms



SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS
 University of Cape Town
 Private Bag x3, Rondebosch 7701
 Centlivres Building
 Email: Janine.Meyor@uct.ac.za Tel: 27 21 6502359

UNIVERSITY OF CAPE TOWN

STATEMENT TO BE READ OUT TO AN INTERVIEWEE BY A STUDENT ABOUT TO UNDERTAKE AN INTERVIEW FOR THE PURPOSES OF RESEARCH, AS A REQUEST FOR PERMISSION FOR THE NAME AND/OR IDENTITY OF THE INTERVIEWEE TO BE REVEALED IN AN ESSAY/ REPORT/ DISSERTATION

A copy of the form can be given to the respondent if they request it.

MY NAME IS Samuel Mokgalong
 AND I AM STUDYING CITY AND REGIONAL PLANNING AT THE UNIVERSITY OF CAPE TOWN.

I AM DOING RESEARCH ON the discourse of integrated development planning
 AS PART OF MY MASTERS PROGRAMME AND I WOULD LIKE TO ASK YOU SOME QUESTIONS TO HELP ME WITH MY RESEARCH.

I WOULD LIKE TO USE YOUR NAME, DESIGNATION AND POSSIBLY DIRECT QUOTES IN MY ESSAY/ REPORT/ DISSERTATION AS A SOURCE OF INFORMATION. PLEASE INDICATE YES OR NO BELOW TO GIVE OR WITHOLD YOUR PERMISSION FOR ME TO DO THIS.

YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

 Signature of interviewee

 Signature of student

Date: 18/03/2016

Figure C.1: Consent form signed by Prof. Vanessa Watson



SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS
 University of Cape Town
 Private Bag x3, Rondebosch 7701
 Centlivres Building
 Email: Janine.Meyer@uct.ac.za Tel: 27 21 6502359

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A copy of the form can be given to the respondent if they request it.

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 AND I AM STUDYING CITY AND REGIONAL PLANNING AT THE UNIVERSITY OF CAPE TOWN.

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YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

Signature of interviewee

Signature of student

Date: 19.08.2016

Figure C.2: Consent form signed by Hayley Geary


SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS

University of Cape Town
 Private Bag x3, Rondebosch 7701
 Centlivres Building
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A copy of the form can be given to the respondent if they request it.

MY NAME IS Samuel Mkgaleng
 AND I AM STUDYING CITY AND REGIONAL PLANNING AT THE UNIVERSITY OF CAPE TOWN.

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 AS PART OF MY MASTERS PROGRAMME AND I WOULD LIKE TO ASK YOU SOME QUESTIONS TO HELP ME WITH MY RESEARCH.

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YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION



NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION



IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

Signature of interviewee

Signature of student

Date: 22/08/2016

Figure C.3: Consent form signed by Kier Hennessy


SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS

University of Cape Town
 Private Bag x3, Rondebosch 7701
 Centlivres Building
 Email: Janine.Neyer@uct.ac.za Tel: 27 21 6502359

UNIVERSITY OF CAPE TOWN

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A copy of the form can be given to the respondent if they request it.

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YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

Signature of interviewee

Signature of student

Date: 22/08/2016

Figure C.4: Consent form signed by Paul Olden


SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS

University of Cape Town
 Private Bag x3, Rondebosch 7701
 Centlivres Building
 Email: Janine.Meyer@uct.ac.za Tel: 27 21 6502359

UNIVERSITY OF CAPE TOWN

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A copy of the form can be given to the respondent if they request it.

MY NAME IS Samuel Makgalong
 AND I AM STUDYING CITY AND REGIONAL PLANNING AT THE UNIVERSITY OF CAPE TOWN.

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YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION



NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION



IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

Signature of interviewee

Signature of student

Date: 23/08/2016

Figure C.5: Consent form signed by Harry van der Berg


SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS

University of Cape Town
 Private Bag x3, Rondebosch 7701
 Centlivres Building
 Email: Janine.Meyer@uct.ac.za Tel: 27 21 6502359

UNIVERSITY OF CAPE TOWN

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A copy of the form can be given to the respondent if they request it.

MY NAME IS Samuel Mkgaleng
 AND I AM STUDYING CITY AND REGIONAL PLANNING AT THE UNIVERSITY OF CAPE TOWN.

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YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

Signature of Interviewee

Signature of student

Date: 24/09/2016

Figure C.6: Consent form signed by Samantha Lee



SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS
 University of Cape Town
 Private Bag x3, Rondebosch 7701
 Centlivres Building
 Email: Janine.Meyer@uct.ac.za Tel: 27 21 6502359

UNIVERSITY OF CAPE TOWN

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A copy of the form can be given to the respondent if they request it.

MY NAME IS Samuel Makgalang
AND I AM STUDYING CITY AND REGIONAL PLANNING AT THE UNIVERSITY OF CAPE TOWN.

I AM DOING RESEARCH ON the discourse of integrated development planning
AS PART OF MY MASTERS PROGRAMME AND I WOULD LIKE TO ASK YOU SOME QUESTIONS TO HELP ME WITH MY RESEARCH.

I WOULD LIKE TO USE YOUR NAME, DESIGNATION AND POSSIBLY DIRECT QUOTES IN MY ESSAY/ REPORT/ DISSERTATION AS A SOURCE OF INFORMATION. PLEASE INDICATE YES OR NO BELOW TO GIVE OR WITHOLD YOUR PERMISSION FOR ME TO DO THIS.

YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION /WORDS IN YOUR DISSERTATION

IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

Signature of interviewee

Signature of student

Date: 25/06/2016

Figure C.7: Consent form signed by Simon Nicks



SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS
 University of Cape Town
 Private Bag x3, Rondebosch 7701
 Centlivres Building
 Email: Janhne.Meyer@uct.ac.za Tel: 27 21 6502359

UNIVERSITY OF CAPE TOWN

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A copy of the form can be given to the respondent if they request it.

MY NAME IS Samuel Mokoatong
 AND I AM STUDYING CITY AND REGIONAL PLANNING AT THE UNIVERSITY OF CAPE TOWN.

I AM DOING RESEARCH ON the discourse of integrated development planning
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YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

 Signature of interviewee

 Signature of student

Date: 26/03/2016

Figure C.8: Consent form signed by Dr. Nancy Odendaal


SCHOOL OF ARCHITECTURE, PLANNING AND GEOMATICS

University of Cape Town
 Private Bag X3, Rondebosch 7701
 Centlivres Building
 Email: Janine.Meyer@uct.ac.za Tel: 27 21 6502359

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A copy of the form can be given to the respondent if they request it.

MY NAME IS: Samuel Makgalong
 AND I AM STUDYING CITY AND REGIONAL PLANNING AT THE UNIVERSITY OF CAPE TOWN.

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YES I GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

NO I DO NOT GIVE PERMISSION FOR YOU TO USE MY NAME / DESIGNATION / WORDS IN YOUR DISSERTATION

IF YOU WANT TO END THE INTERVIEW AT ANY POINT YOU ARE FREE TO DO SO.

MY SUPERVISOR IS Dr Tanja Winkler, AND HER CONTACT DETAILS ARE: (021) 650-2360 or Tanja.Winkler@uct.ac.za.

Signature of interviewee

Date: 31/01/2016

Signature of student

Figure C.5: Consent form signed by Brian Watkyns

Appendix D: Approval of Ethics in Research

Application for Approval of Ethics in Research (EIR) Projects Faculty of Engineering and the Built Environment, University of Cape Town

APPLICATION FORM

Please Note:

Any person planning to undertake research in the Faculty of Engineering and the Built Environment (EBE) at the University of Cape Town is required to complete this form **before** collecting or analysing data. The objective of submitting this application prior to embarking on research is to ensure that the highest ethical standards in research, conducted under the auspices of the EBE Faculty, are met. Please ensure that you have read, and understood the **EBE Ethics in Research Handbook** (available from the UCT EBE, Research Ethics website) prior to completing this application form: <http://www.ebe.uct.ac.za/user/ebe/research/ethics.pdf>

APPLICANT'S DETAILS		
Name of principal researcher, student or external applicant:	Mohlaping Samuel Kgaditsi Mokgalong	
Department	Architecture, Planning and Geomatics	
Preferred email address of applicant:	mkgeam000@myuct.ac.za	
If a Student	Your Degree: e.g., MSc, PhD, etc.,	Master of City and Regional Planning
	Name of Supervisor (if supervised):	Associate professor Tanja Winkler
If this is a research contract, indicate the source of funding/sponsorship	Personal funding	
Project Title	(1) To understand the underlying values and meanings of the discourses used in the many iterations of the City's IDPs, as well as (2) to explore if, and how, these values and meanings have changed since 2002. If such changes are identified, then additional aims include, (3) to establish what has prompted a change in the adopted values and meanings contained within different iterations of the City's IDPs, and (4) to critically assess how altered values and meanings have impacted on planning actions.	

I hereby undertake to carry out my research in such a way that:

- there is no apparent legal objection to the nature or the method of research; and
- the research will not compromise staff or students or the other responsibilities of the University;
- the stated objective will be achieved, and the findings will have a high degree of validity;
- limitations and alternative interpretations will be considered;
- the findings could be subject to peer review and publicly available; and
- I will comply with the conventions of copyright and avoid any practice that would constitute plagiarism.

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Supervisor (where applicable)	Tanja Winkler		30 Jun 2016
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Appendix E: Letter from editor



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To whom it may concern

This is to certify that I, Professor JE Nel, proofread and edited the dissertation by Mr Samuel Kgaditsi Mokgalong.

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