

CHAPTER 1

RATIONALE AND SCOPE OF THE STUDY

Throughout history, experiences and stories of transformation, be it the transformation of governments, institutions, organisations or systems, have been associated with conflict, resistance, protest, struggles - and power, power structures and power relations (Foucault 1972 and 1975; see also Foucault in Faubion ed. (1994: 122); and Foucault in Gutting ed. (1994: 237).

Although power is omni-present in almost all spheres of society (Foucault, see Chapter 2), the various forms and levels of power and the dynamics of power relations are specifically present and active in public and political institutions such as local governments. In view of these institutions' setting within the public realm and its relationship with political systems and influences, it became an/the arena for power games (see Forester 1987; Mc Cloughlin 1992; Mc Clendon and Quay 1992; Hoch 1994; Flyvbjerg 1996; 1998 a and b; Watson 2001; Allmendinger 2001; and Lapintie 2002). Often when these institutions or government systems are challenged, changed or threatened by new or external influences and powers, e.g. new practices or transformation, the volatile power relations become under siege.

Following on the groundbreaking work and new insights on power developed by Foucault during the sixties (see Chapter 2) many scholars in various disciplines have studied experiences of transformation in an attempt to unravel the complex dynamics of power relations. During the nineties and early 2000, a number of authors such Healey (UK), Flyvbjerg (Denmark), Hillier (Australia), and Forester (USA), Hoch (USA), Innes (USA), Mandelbaum (USA) and Watson¹ (South Africa) have also explored the nature of power relations within the ambit of urban planning and the local authority planning environment². In spite of numerous efforts to study power relations in local authorities and to develop tactics and strategies to 'manage' power relations, there is still limited knowledge on this complex phenomenon with its hidden nuances - as is evident by the many power experiences and struggles in local authorities (see also Flyvbjerg 1996; 1998 a and b; Lapintie 2002; and Hillier 2002).

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² For more information on power and planning, see McClendon and Quay (1972:118); Hoch (1984), Forester 1987: 305; Mc Auslan (1992: 97); Thomas (1995:5); Fainstein and Fainstein (1996: 269); Kogler (1996: 239); Davis (1998: 71); Flyvbjerg (1998); Yiftachel and Huxley (2000); Allmendinger (2001:221); Hillier (2002:47); and Lapintie (2002).

In South Africa, the recent government transformation process which effectively started in 1994, not only resulted in a new democracy, a new governmental dispensation or a '*new South Africa*', but it also spurred a significant, rapid and radical transformation of local government in South Africa, as well as a radical transformation of urban management and urban planning.

These transformations were (during the 1990s), largely influenced, propelled and (re) directed by the socio-political changes as well as a number of emerging international trends with regard to urban planning and management (Harrison 2002: 172), viz: community involvement and participation; the new emphasis on social planning and communities; the emerging focus on strategic planning; the focus on environmental management and sustainable development; and the ever-growing relationship between urban planning and urban management and municipal affairs. This new urban planning and management system in South Africa also developed in tandem with (and within the context of) a new democratic and developmental system of local government³ (see discussion on these trends and systems in Chapter 4). These new urban planning and local government systems, which became firmly entrenched in a wide array of new, post transformation Acts and policies in South Africa⁴, not only affected local government in South Africa as a whole, but ultimately had a major impact on urban planners, local authority managers, officials and politicians - and power, power structures and power relations in local authorities.

As was the case with many other local authorities in the country, the City of Pretoria/Tshwane was strongly influenced by the changes at national level (and indirectly by emerging international trends). During the period 1992 to 2002, the former municipalities in the Greater Pretoria region, and more recently the City of Tshwane Metropolitan Municipality (CTMM) made various efforts to develop and implement a new integrated, developmental and democratic approach to urban planning and urban management (see Chapter 5). The former transforming Pretoria Municipality which comprised one of the largest metropolitan regions in the country, was at one stage during the late 1990s, regarded by many local authorities and government departments in South Africa as 'the front runner' in local government transformation (and urban planning) in this country.

³ For more information on the post-apartheid planning system, see ANC (1992 and 1994); FEPA (1994); Castleden (1994: 14-16); DFA (1996), the Constitution of the Republic of South Africa (1996); the White Paper on Local Government (1998); Planact (1997:18); CSIR (1998: B9 and B15); Pycroft (1998); Oranje, Oosthuizen and Van Huyssteen (1999:12 and 15); Oranje *et al* (2000); Rauch (2002); Republic of South Africa (1995,1996 a and b, 1997,1998,1999, 2000, 2001a and b); and Department of Constitutional Development (1997:8).

⁴ The Development Facilitation Act, DFA (1995), Local Government Transition Act, 1996 (LGTA 1996), The Constitution (1996), White Paper on Local Government (1998), National Environmental Management Act (1998); Green Paper on Development and Planning (1999); the Local Government: Municipal Systems Act (2000) and the more recent Draft Land Use Management Bill (2001) and the White Paper on Spatial Planning and Land Use Management (2001) (Republic of South Africa 1995; 1996 a and b; 1998 a and b; 1999; 2000; and 2001a and b).

This transformation of the urban planning and local government system in the City of Pretoria/Tshwane, not only had a major effect on the urban planners, but also affected many local authority managers and officials involved with planning and development, specifically those who had been moulded in the rigid, apartheid planning and local government system. This transformation presents a very useful example of the typical painstaking institutional and transformation issues that are associated with the new emerging forms of urban planning and management, specifically within the context of the unfolding/ transforming (developmental) local government system in South Africa. It specifically highlights the challenges and shortcomings of the new urban planning and management system⁵, and indicates how difficult it is (even for a large metropolitan area with capacity) to effectively translate urban planning theory and policy into practice. These transformation processes in South Africa (and in the City of Pretoria/Tshwane) happened at such a pace and within such a dynamic transforming society, that it almost outpaced the capacity of local governments, urban planners, managers, councillors and officials to keep abreast of it. Although some local authorities, planning consultants and institutions in South Africa have documented and assessed the emerging practices, there remains a lack of documented experiences⁶. This created numerous challenges for academia, researchers, urban managers and planners, to 'write about', study and analyse the new approaches, specifically within the context of contemporary planning theory and practice.

Although this transformation was influenced by power structures and power relations, it in turn also had a major impact on these power structures and power relations. The Tshwane case presents a useful example and experience of the relationships between transformation in a local authority planning environment and the power(s) associated with such transformation. The Pretoria/Tshwane experience also presents an example of the complex web of inter-related power relations (the power web), the different types of powers and power structures, and the struggles, conflict and resistance associated with these powers, specifically within the local authority planning environment, as well as an example of the web of inter-related social relations (the social web), the dynamic process of communicative action (or lack thereof) as well as the power struggles, conflict and resistance associated with it.

⁵ See Perception Survey (1999) and Interview Survey (2002). See also Oranje *et al* (2000); Harrison (2001 and 2002); and Rauch (2002).

⁶ In South Africa, most research efforts on new forms of urban planning or the transformation of urban planning were done by academics or consultants who were appointed to assess a specific aspect of planning. Examples include the studies by Oosthuizen (1999); Oranje (2000); Harrison (2001 and 2002); Watson (2002); CSIR (2002); and Rauch (2002). There seems to be reluctance amongst planners to analyse, record and publish planning experiences and to share information and learn from each other. In general, many public officials are so caught up in transformation issues and inertia that they are unable to do planning research.

The above “problem” and challenges not only inspired the need to study and narrate the transformation processes in the City of Tshwane, but it also enthused the need to study power relations within the context of a transforming urban planning and local government system. As a result of the limited knowledge and theory which exists on power relations, specifically within the context of local government transformation in South Africa, this study set out to explore and unpack the various components of the complex power relations, its dynamics and characteristics, so as to contribute to the knowledge base of urban planning (within the context of power relations and local government transformation).

In view of the foregoing, the following research question/ problem statement is presented: *How did power relations affect the transformation of urban planning in the municipalities of the Greater Pretoria Region (now Tshwane⁷) during the period 1992 to 2002⁸, and how were these power relations, in turn affected by this transformation?⁹*

Although the study in some ways challenges the power theories and suppositions presented by other scholars such as Flyvbjerg, Hillier and Watson, it also builds on the work of these scholars (see also theoretical framework for analysis in Chapter 2). Notwithstanding the study’s focus on power relations, the study also presents an important slice of the history on the transformation of urban planning and local government in the City of Tshwane and South Africa.

The value of the study is intrinsically underscored by *the narrative* itself and the experience presented by *the narrative* (see contribution of narratives in Chapter 3). This “lessons learning” not only contributes to the knowledge base, but also contributes to improving the overall understanding of urban planning (and urban management) in South Africa, specifically within the context of the unfolding democratic and developmental local government system. This could also assist local authorities, urban planners and managers in South Africa¹⁰ (and in other countries) with the development and transformation of urban planning processes and systems. This also has significant value to academic and research institutions, government organisations, local authorities,

⁷ Although the study focuses on the transformation of urban planning in the Greater Pretoria region, the primary focus of the narrative part of the study was on the former City Council of Pretoria and its planning department. Prior to the establishment of the Greater Pretoria Metropolitan Council (GPMC) in 1995, and the amalgamated City of Tshwane Metropolitan Municipality (later in 2000), the former City Council of Pretoria was responsible for almost 80 % of the former metro area. The former City Council of Pretoria also presents a good example (and case study) of the transformation of urban planning in the Pretoria/Tshwane region.

⁸ The period 1992 to 2002 in the City of Pretoria/Tshwane can be distinguished as a distinct period in the history of the City in which a significant transformation of the local authority- planning environment took place.

⁹ For more information on the characteristics of a problem statement, see Weidenborner and Caruso (1982:6); Smit (1995:7 and 22); Leedy (1996); Moore (2000); Barzun and Graff (1985: 5); and Botha and Engelbrecht (1992:72).

¹⁰ Many of the smaller, newly structured local authorities in South Africa have difficulty to effectively plan, develop and manage their urban areas, mainly as a result of a lack of knowledge, skills and experience on urban planning and management. See also Harrison (2002).

as well as the various role players involved in urban planning, specifically those involved with policy and legislation making.

Structure of the thesis

Following on this introductory chapter (Chapter 1), an overview is provided on the *theoretical framework for analysis*, or the theory which contextualised this study (Chapter 2). This second chapter is followed by a detailed discussion on *the research methodology* that was applied for this study (Chapter 3). In order to contextualise the Tshwane story/ narrative, Chapter 4 presents an overview of the *contextual realities that informed, shaped and framed the transformation of urban planning in the municipalities of the Greater Pretoria/Tshwane region during the period 1992 to 2002*. Chapter 5, which forms the main component of the study, presents a *narrative on the transformation of urban planning in the municipalities of the Greater Pretoria region (now Tshwane) during the period 1992 to 2002*. This narrative is capped by a critical reflection on *the trans[formation], the trans[formed] and trans[forming] urban planning system in the City of Tshwane* (Chapter 6). The last chapter (Chapter 7) presents a concise summary and some concluding remarks on the *theoretical contribution of this study*, with specific reference to power relations.