

SECTION E: INSTITUTIONAL

1. Introduction

This section briefly discusses the participation structures and responsibilities established for the project execution processes. Information is also provided regarding the proposed MCDC Development Body.

2. MCDC planning structures

2.1. The MCDC Steering Committee

According to the contractual agreement between the Department of Transport and the former Greater Pretoria Metropolitan Council (see paragraph 3.1.6 on page 114 for detail), the overall responsibility for the management of the MCDC-project settled in the former GPMC. However, a Steering Committee was established on 27 March 1996. This action was taken as a result of:

- ◆ a precondition from the former office of the Reconstruction and Development Programme related to the approval of the project and its budget; and
- ◆ the resolutions of the former Greater Pretoria Metropolitan Council taken on 28 March 1996 (see paragraph 3.1.4 on page 113 for detail).

The Steering Committee consisted of representatives from the following institutions:

- ◆ the former Greater Pretoria Metropolitan Council (several departments);

73 See the discussion on the proposed MCDC Development Body in paragraph 2.6 on page 162.

- ◆ the former City Council of Pretoria (several departments);
- ◆ the former Town Council of Centurion (several departments);
- ◆ the former Northern Pretoria Metropolitan Sub-Structure (several departments);
- ◆ representatives of the former Brits Transitional Local Council (town planning and transport engineering);
- ◆ representatives of the former Eastern Gauteng Services Council (town planning and transport engineering);
- ◆ representatives of the former Western Gauteng Services Council (town planning);
- ◆ representatives of the former Midrand Transitional Local Council (town planning and transport engineering);
- ◆ representatives of the Khyalami Metropolitan Council (town planning);
- ◆ the Provincial Government of Gauteng (several departments);
- ◆ the Provincial Government of the Northwest Province (several departments); and
- ◆ the Department of Transport.

The responsibilities of the Steering Committee, as accepted during its first meeting on 27 March 1996, were summarised as follows:

- ◆ guiding project execution;
- ◆ co-ordinating inputs;
- ◆ monitoring spending versus progress;
- ◆ preparing detailed cost estimations for projects;
- ◆ preparing implementation programmes;
- ◆ considering and approving each step of the project processes;
- ◆ keeping role-players informed;
- ◆ monitoring the work of the Project Management Committee; and
- ◆ compiling a final report "*...on the performance and results of the project for consideration by the GPMC and the RDP Office...*" (MCDC Steering Committee, 1996a)

This Steering Committee still exists and now concentrates on the monitoring and co-ordination of project implementation activities.

2.2. The MCDC Project Management Committee

A Project Management Committee was established in April 1996 with representatives from the former Greater Pretoria Metropolitan Council, the former City Council of Pretoria, the former Town Council of Centurion and the former Northern Pretoria Metropolitan Sub-Structure (several departments), as members. Urban-Econ Development Economists, as the appointed project advisor, was also a member of this Committee.

The responsibilities of the MCDC Project Management Committee included the execution of the planning processes, the management of the project, guiding the project team and monitoring project results and progress.

The committee was abolished in July 1996 as a result of duplication that appeared between this committee and the responsibilities of the Steering Committee, as well as that of the appointed project manager (MCDC Steering Committee, 1996c).

2.3. The MCDC participation structures

Community participation structures were established in the form of area-bound work groups (refer to paragraph 3.2 on page 118, as well as Diagram 7 on page 117). A separate work group was established for the regionally-based institutions and organisations (Thebe Development Consultants, 1996a, b and c).

These work groups existed for the entire period during the execution of Phase One of the MCDC-project, which was completed in August 1997. Thereafter, the work groups were abolished. Since Phase Two was commenced with in October 1997, use was made of so-called Planning Zone Forums (PZF's) for project participation processes. These structures were established by the former Greater Pretoria Metropolitan Council during August 1997.

PZF's⁷⁴ represented a system of community involvement in the integrated development planning, decision-making and project implementation processes that took place throughout the entire area of jurisdiction of the former Greater Pretoria Metropolitan Council.

2.4. The MCDC project team meetings

Regular project team meetings, workshops and brainstorming sessions were held as from the start of the planning processes in May 1996. The purpose was to discuss project strategies, the project's progress and results, comments, criticism and project processes.

These meetings are still being held to determine guidelines for project execution and to find solutions for obstacles experienced during project execution.

2.5. The MCDC development task teams

After the approval of the IGDIS-report in September 1997, the project team proceeded in October 1997 with the implementation of the strategies and projects contained in the report. For this purpose, three task teams were established in accordance with the approved Integrated Implementation Strategy. These three task teams included a Business Development Task Team, a Spatial Development Task Team and a Social Development Task Team (Urban-Econ Development Economists, 1997b).

The responsibilities of the task teams could be summarised as follows (also refer to Diagram 9 below for a schematic illustration):

- ◆ to ensure the incorporation of the MCDC strategies and projects with the respective Integrated Development Plan processes of the respective councils found in the former Greater Pretoria Metropolitan Area;

⁷⁴ More specifically, the PZF concept represented a structure that was "...designated to ensure complete coverage ... in order to provide a unrestricted platform of opportunity for comprehensive involvement by civil society ... in the identification, prioritisation and implementation of projects in the respective areas...". 19 such PZF's were established throughout the area of jurisdiction of the former Greater Pretoria Metropolitan Council (GPMC, 1999f).

- ◆ to facilitate and initiate project implementation processes;
- ◆ to manage and monitor project progress;
- ◆ to co-ordinate project results and input amongst role-players; and
- ◆ to distribute information related to project progress.

In January 2000, the Spatial and the Social Development Task Teams were combined to act as one task team. This was done as a result of a lack of progress with the human resource development-related strategic projects (see paragraphs 2.13 and 2.14 respectively for detail).

The former Greater Pretoria Metropolitan Council nominated Councillors in January 1998 to act as chairpersons for the task teams. This ensured that political representatives were also involved in the technical activities and could easily report back at council meetings regarding the progress made with the establishment of the MCDC (GPMC, 1998h).

These task teams were established to act as interim “*implementation agents*”, until such a time that the MCDC Development Body was established. However, although approval was granted to establish the latter, it has not happened as yet. The task teams, therefore, still commence with their respective project responsibilities.

2.6. The proposed MCDC Development Body

The proposed MCDC Development Body, for which approval for establishment was granted by the former Greater Pretoria Metropolitan Council in September 1997 (refer to paragraph 4.8 on page 139), was in terms of a preferred type of structure and preferred composition further researched during 1999 and 2000. During this investigation, some key findings were made with regard to the need of a development body for the MCDC-project. Hereunder an abridged list of the findings:

- ◆ a serious need existed for the enhancement of economic growth in the MCDC area;
- ◆ the need for the further implementation of an interactive planning and development process;
- ◆ the need to maximise development opportunities in the MCDC;
- ◆ the need to facilitate active community involvement, consultation and empowerment, especially during implementation processes;
- ◆ need for the development of an appropriate information data base; and
- ◆ the identification and implementation of projects with the highest added value (Afrosearch, 2000).

In terms of a proposed structure, it was proposed that a Trust be established, accommodating all respective stakeholders and role-players. These role-players should ensure the credibility of the further planning and implementation processes of the MCDC-project. For dedicated implementation, administration of the MCDC structures and provision of “*adequate business and development support*”, it was proposed that a small Section 21 Company (a company not for gain), be established, consisting of four to five employees at the most.

It was proposed that this MCDC Development Company should have the responsibility to:

- ◆ lobby and market the MCDC concept;

- ◆ implement an integrated development planning and implementation approach;
- ◆ obtain “*sufficient buy-in*” and commitment from stakeholders;
- ◆ “*promote economic and business development with a local and regional focus*”;
- ◆ negotiate and compile an appropriate incentive package to attract investment to specific focus areas;
- ◆ provide a “*policy interpretation*” function;
- ◆ obtain and ensure the availability of business and related information;
- ◆ initiate a “*flagship project*”, which could benefit all MCDC-stakeholders and which could simultaneously secure continuous commitment to the MCDC-project;
- ◆ “*implement effective communication and feedback processes...*”;
- ◆ prevent any duplication of functions between the proposed development body and that of other stakeholders, such as local government;
- ◆ “*think globally whilst acting locally*”⁷⁵; and
- ◆ “*assess and address social and environmental impacts...*” as a result of corridor development activities (planning and implementation) (Afrosearch, 2000).

However, irrespective of the above proposals to develop the MCDC area as a partnership between all applicable stakeholders (with a strong private business leadership basis), the structure still has not been established. This is to be a crucial handicap in the implementation and developmental processes of the MCDC-project.

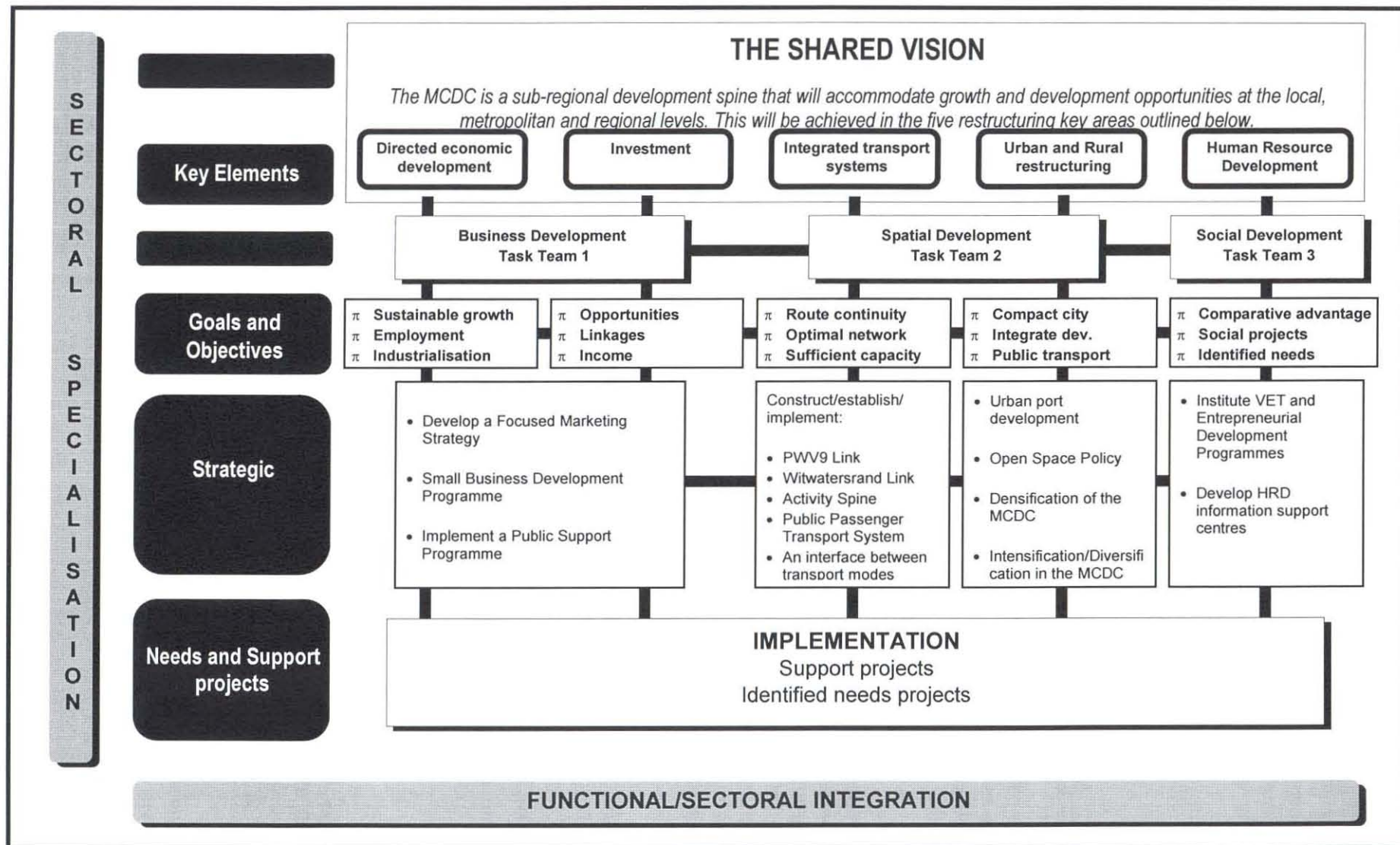
3. The budget of the MCDC-project

With regard to the budget for the execution of the planning and implementation projects of the MCDC-project, a variety of financial resources were used. This is a result of the fact that a number of institutions are stakeholders in the MCDC-area and each implement those projects which fall within the ambit of their responsibilities and authority. Stakeholders which made major financial contributions, include, amongst others, the following:

- ◆ the former office of the Reconstruction and Development Programme;
- ◆ the national Department of Transport;
- ◆ the Gauteng Provincial Government – Department of Transport and Public Works;
- ◆ the Gauteng Provincial Government – Department of Housing and Land Affairs;
- ◆ the former Greater Pretoria Metropolitan Council;
- ◆ the former City Council of Pretoria;
- ◆ the former Town Council of Centurion;
- ◆ the former Northern Pretoria Metropolitan Sub-Structure; and
- ◆ the South African Railway Commuter Corporation.

⁷⁵ This includes aspects such as the marketing of local development opportunities internationally, the improvement/provision of infrastructure services to increase the global competitiveness of companies in the MCDC area and improving international access to local information.

Diagram 9 MCDC Implementation Framework



(Urban-Econ Development economists, 1997b)

This situation reflects the necessity (from within the representative MCDC structures) for using facilitation as an approach to get institutions to accept their respective responsibilities in the MCDC area and to budget for priority projects decided upon as a representative group.

A separate account known as the “*MCDC: Urban Reconstruction Fund*”, was also opened in April 1996 for the depositing of funds received from external sources⁷⁶. Approximately R16 million has already been channelled through this fund to execute projects which could contribute to the initial implementation actions of the MCDC-project.

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## SECTION F: CONCLUSION

To initiate the establishment of a development corridor by starting with the compilation of growth and development strategies as was done for the MCDC, was regarded as appropriate for the MCDC-project and the area within which the MCDC is to be established. When compared to the development corridor perspectives discussed in Chapter Two, this approach will not necessarily work for other development corridor projects.

Furthermore, from the theoretical framework discussed in Chapter Two, it seems that the establishment process for the MCDC is still in its “*child’s shoes*”. It also seems that it is potentially lacking a number of implementation approaches guiding development through the preparation of development programmes and policies, special incentive schemes and dedicated institutional structures focussed on implementation and development activities. However, this does not imply that the provision of these aspects will speed up the delivery and developmental processes of the MCDC-project, but it does seem that these potential opportunities should be identified and considered.

It can also be deliberated that it is not appropriate to measure the MCDC-project against other development corridor projects and to accept their project approaches and strategies due to the fact that:

- ◆ the physical circumstances and characteristics of each development corridor area differ;
- ◆ the nature of the social, economic and physical circumstances, needs and requirements of communities differ;
- ◆ the availability of implementation funds differ;
- ◆ political commitment of responsible authorities differ;
- ◆ institutional structures established to manage and implement projects, differ;
- ◆ the level and extent of infrastructure projects, which are needed to create an enabling environment for the establishment of the corridors, differ; and
- ◆ government policies and approaches differ.

The national Department of Transport expands on the above view by proposing that “...*corridor development projects should be established in terms of an overall urban development and reconstruction programme...*” (Department of Transport, 1993). However, although the project strategies and sub-projects of the MCDC-project are incorporated into

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76 External sources refer to institutions other than the former Greater Pretoria Metropolitan Council.

the overall "urban plan"<sup>77</sup> for the former Greater Pretoria Metropolitan Council, an evaluation<sup>78</sup> revealed that it does not differentiate between development priorities experienced in the entire metropolis (to work towards focused urban/rural restructuring). The latter incorporates a lesson for any development corridor project, viz. the establishment of a development corridor in a given urban environment should be measured against the development priorities of the entire urban area it forms part of.

The Gauteng Spatial Development Framework also regards the MCDC initiative as a "...provincially significant economic initiative...". It also recognises the importance of the mobility spine of the MCDC area, the PWV-9, as a road aiming at underpinning densification, a compact city and a guide to corridor development. In other words, the MCDC is, from a provincial perspective "making sense" (APS Plan Africa, 1999). These statements made in the Gauteng Spatial Development Framework specifically deal with the location and nature of the physical development of Gauteng, "...ensuring a sustainable, equitable and economically viable future settlement pattern...".



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77 The "urban plan" refers to the Greater Pretoria Metropolitan Integrated Development Plan.

78 Please note that it is not the purpose of this dissertation to question the quality of the former Greater Pretoria Metropolitan Integrated Development Plan.