

**FUTURE-ORIENTATION OF MUNICIPAL PLANNING IN SOUTH AFRICA:
THE CASE STUDY OF MAKHADO LOCAL MUNICIPALITY**

by

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**Mini-dissertation submitted in partial fulfilment of the requirements for the
degree Master of Town and Regional Planning in the Faculty of Engineering,
Built environment and Information Technology, University of Pretoria**

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8 November 2016

The financial assistance of the National Research Foundation (NRF) towards this research is hereby acknowledged. Opinions expressed and conclusions arrived at, are those of the author and are not necessarily to be attributed to the NRF.

DECLARATION OF ORIGINALITY

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Declaration

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SUMMARY

Planning in the 21st century finds itself hesitant in providing hope for a better future. The foregoing is due to complex and dynamic process such as urbanisation and globalisation that have created an unknown and uncertain future. As such, Literature reveals that little attention has been given to the relationship between planning and its orientation to the future. Meng (2009:48) goes as far as contending that “planning has been reduced to solving today’s problems rather than creating a vision of the future”. As a result, the aim of the study is to investigate whether local government’s planning systems, approaches and interventions are informed by a proactive engagement with the future; if so, what is the nature of such engagement.

ACKNOWLEDGEMENTS

I would like to thank the following people for making this mini-dissertation possible:

My wife Mrs. Ndamulelo Sebola for her love, support and understanding throughout this mini-dissertation, my parents Mr. Phillip Sebola and Mrs. Lena Sebola for all that they have instilled in me, and my supervisor Mrs. Engela Petzer for her expert guidance, advice and constant encouragement.

Thank you all, may those in the winds be with you...

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LIST OF ABBREVIATIONS

IDP	Integrated Development Plan
LED	Local Economic Development
SDF	Spatial Development Framework
GDS	Growth Development Strategies
DFA	Development Facilitation Act
BNG	Breaking New Ground
NURP	National Urban Renewal Programme
NDDP	National Urban Renewal Programme
NUDF	National Urban Development Framework
ASGISA	Accelerated and Shared Growth Initiative South Africa
NDP	National Planning Commission
SPLUMA	Spatial Planning and Land Use Management Act
COGTA	Department of Cooperative Governance and Traditional Affairs
WVS	World Value Survey
CBD	Central Business District
RDP	Reconstruction and Development Programme
MIG	Municipal Infrastructure Grant

1. CHAPTER ONE (1): INTRODUCTION

1.1. INTRODUCTION TO THE STUDY

In the present day, planning practically and conceptually finds itself disordered and hesitant of its sole purpose and mandate of providing hope of a better future (see Isserman, 1985). Bearing in mind the planning outcomes observed in South Africa from pre/post-1994 to date; such as socio-economic and spatial segregation, this hesitance remains true in spite of the plethora of laws and programmes introduced thus far. Meng (2009:48) contends that ‘planning has been reduced to solving today’s problems rather than creating a vision of the future’. It is imperative to understand that local government's familiarity with its community best positions and enables it to realise the ideal socio-economic and spatial transformation conceived through planning. Consequently, if the (re)merging of futures studies and planning is the ‘answer’, local government is the facilitator.

1.2. BACKGROUND AND RATIONALE

Planning in South Africa has to this day had two major paradigm shifts namely pre-1994 and post-1994 (Oranje & van Huyssteen, 2010). The first paradigm, throughout the apartheid regime, consciously strived towards dictating socio-economic and spatial patterns in a manner that left the major part of the population in settlements with poor infrastructure.. Planning applied a top-down approach wherein powers were vested in the national government, limiting the powers of provincial and even more that of local authorities. Consequently, Mabin & Smit (1997) argue that planning as a profession had become a disappointing substitute for the existing practices desired by politicians. Tewdwr-Jones (2003) adds that it had been reduced to a ‘harmless’ low-key activity. It has become less of a future-shaping profession as it ought to be, one that advocates socio-economic and spatial improvement. This remains true despite the legal requirement of planning to engage with the future.

1.2.1. Legislation and Policies require an engagement with the future

It is important to understand that legislation such as the Green Paper on Development and Planning (1999); National Green Paper on Strategic Planning (2009); Spatial Planning and Land Use Management (2013); Municipal Systems Act (2000); as well as policies and programmes such as the National Development Plan (2011); National Spatial Development Plan (2006 and 2011); and Growth Development Strategies (GDS), constantly reinforce the requirement of planning to engage with the future. Consequently, planning in South Africa currently strives towards socio-economic and spatial integration through strategic planning around land use, spatial patterns, economic activities, transport networks, social structures, and the natural environment.

In achieving the foregoing, strategic planning has adopted a less rigid and more flexible planning approach, with the aim of promoting proactive planning. As a result, the paradigm shift has not only enhanced South Africa's past planning instruments such as guide plans and structure plans to holistic Spatial Development Frameworks (SDF) (du Plessis, 2013), but has brought with it new urban planning instruments such as the Integrated Development Plan (IDP), a product of the integrated development planning process. However, even with the IDP and SDF, planning progressions are continually stifled by short-term orientated political interference, with the result that planning struggles to deliver on its promises.

1.2.2. Planning determined by political office bearer's time in office

The short-term orientation phenomenon in planning is mostly perpetuated by the political agenda. The phenomenon is perpetuated by politicians racing against budgets and appointment timeframes set by legislation. In addition, politicians go as far as utilising future proposed development as their lobbying instruments. As such, there are multiple examples that one may use to further explain and elaborate the said phenomenon. Here, however, I will employ 'the appointment period of a municipal manager by a municipal council' as an example of this phenomenon.

The pieces of legislation which are responsible for the situation include the Municipal Structures Act of 1998, Section 82. as well as the Municipal Systems Act of 2000, Section 56, which insists ‘the municipal manager is to be appointed by a municipal council’.

Although initially enacted to appoint a municipal manager and management team who are conversant with the administrative echelon of the municipality but the political echelon, the abovementioned Acts are regrettably politically translated to the fullest extent. I question how a municipal council consisting of politicians, can be tasked with appointing a municipal manager, who is the administrative head of a municipality. Consequently the municipal manager and the team reporting to him/her more often than not serve a parallel period with the mayor (Wooldridge, 2008). Should the mayor’s term in office come to an end, so does the manager’s term end. This political system has a detrimental trickle-down effect on the administrative echelon of a municipality. This includes corruption (nepotism, money laundering, bribery, and fraud), therefore hampering planning and development progress and outcomes of a municipality.

1.3. RESEARCH PROBLEM

Given the above background and rationale, the research problem is as such; planning in South Africa has today become overwhelmingly concerned with the correction or rectification of past socio-economic and spatial injustices, so much so that it has stifled and even abandoned its role as a future-shaping profession. The former statement is not intended to rule out current future engaging efforts witnessed via Integrated Development Planning Plans and Process (idp/ IDP) as per Municipal Systems Act 32 of 2000. However, it is intended to question whether the said IDP and other strategies such as Urban Renewal/Regeneration, Local Economic Development (LED), and Development Goals/Strategies alone; suffice to proactively engage with the future.

1.4. RESEARCH QUESTIONS AND OBJECTIVES

The fundamental aim of the study is to: (i) investigate whether local government’s (Makhado Local Municipality will be used as a case study) planning systems, approaches, and interventions are informed by a proactive engagement with the future; and (ii) if there is an engagement with the future, what is the nature of such engagement?

As such, the desired outcome of the study is to have a better understanding of the contemporary reality of planning in relation to its engagement with the future. Ideally, the (re)merging of futures studies and planning will result in maximising the known and minimising the unknown (Connell, 2009).

1.5. RESEARCH DESIGN, METHODOLOGY, AND METHODS

The study's research design is exploratory in nature, this allows it to utilise both quantitative and qualitative methods where necessary. That being said, the study's methodology is phenomenological, with the intention to understand a particular situation (in this case the situation is the disconnection of planning and the future). As such, semi-structured interviews and content analysis will be the two methods employed in the study (see Chapter 3).

1.6. CHAPTER OUTLINE

The study will be divided into five chapters as illustrated below:

Chapter 1: Introduction

This chapter introduces the background and rationale of the study. It further provides a brief description of the study's research questions and objectives as well as research design which includes the methodology and methods employed in the study. Lastly, the chapter concludes with a description of the study's chapter outline and conclusion.

Chapter 2: Literature Review

This chapter employs a combination of both thematic and chronologic approach (see Mouton, 2012). As such the chapter begins with an introduction which aims at demonstrating the literature covered in the review. Secondly, key concepts of which the study is built are defined. Thirdly, a discussion of the literature is presented in an organised and structured manner. And lastly the chapter ends with a summary of the main conclusions.

Chapter 3: Research Methodology, Design and Methods

This chapter documents the research design and methodology. It also elaborates on what the value and benefit of the methods employed have been for the study. It then discusses the sample and its characteristics to understand the nature of the findings. Lastly, it explicates the ethical concerns observed during fieldwork.

Chapter 4: Results, Presentation and Discussions

This chapter begins with a brief overview of Makhado Local Municipality. It then documents the results obtained from the fieldwork study via semi-structured interviews. Subsequently, the obtained results are first described and then visually presented in tables and charts. And lastly, with reference to the problem statement and research questions, the chapter concludes with an interpretation and discussion of the results.

Chapter 5: Conclusion

In concluding the study, this chapter summarises main points of the research, and the implications are discussed. Secondly, it explicates the study's limitations. And lastly, it provides direction for further research.

1.7. CONCLUSION

Through the background and problem statement, this chapter has served as an introduction to the rationale of the study. It has further provided a brief description of the study's research questions and objectives as well as design and research methodology. The chapter then concluded with the study's chapter outline. Also, the chapter has recognised and acknowledged that planning has become hesitant of its purpose to provide for a better future; and has been reduced to solving day to day problems rather than creating a better future.

The following chapter documents the literature review of the study. It consists of themes such as: history of planning in South Africa; the normative and legislative framework of planning in South Africa; current understandings, practices, and outcomes of planning;

international case studies; and lastly the relevance as well as beneficial outcomes of (re)linking planning and futures studies.

2. CHAPTER TWO (2): LITERATURE REVIEW

2.1. INTRODUCTION

As briefly mentioned under the chapter outline, this chapter employs a combination of both thematic and chronologic approach (see Mouton, 2012). It provides an overview of the state of knowledge in the field referring to both international and local literature. As such, the structure will be as follows.

Firstly, the chapter will discuss the history of planning in South Africa; with a specific focus on pre- and post-1994 planning in the country in order to establish a locus of enunciation (point of perspective) and provide a general understanding of where South African planning is coming from. Secondly, it will chronologically unpack and discuss the normative and legislative framework of planning in South Africa to reveal where planning in contemporary South Africa is. Thirdly, it will analyse current understandings, practices, and outcomes of planning, with a specific focus on local government planning and its integrated development planning process, to identify and expose the disconnection of planning and futures studies. Fourthly, the chapter will discuss the relevance and beneficial outcomes of (re)linking planning and futures studies. Lastly, international case studies and their lessons will be discussed as a practical elaboration and outcome of (re)linking planning and futures studies. In the process, other interesting issues and characteristics in planning and futures studies, such as planning academics and futures techniques will be discussed in the literature.

2.2. HISTORY OF PLANNING IN SOUTH AFRICA

Undesirably, apartheid planning has sown seeds that currently produce fruits of chronic socio-economic and spatial challenges; this is seconded by Slabbert (1994). It is perhaps more imperative to understand not only the seeds but the degree to which apartheid planning has contributed to the disconnection of planning and the future in South Africa. It is the foregoing occurrences (apartheid planning) as well as post-1994 South African mandates (see below discussion under ‘Planning in South Africa post-1994’) that have led scholars such as Tewdwr-Jones (1999) to state ‘planning sometimes conjures up an image of the abandonment of the past and not necessarily that of a pro-active future seeking and

future-shaping profession'. Sadly, planning in South Africa has fallen victim to Tewdwr-Jones's observation.

2.2.1. Planning in South Africa pre-1994

As mentioned before, South Africa has thus far had a pre- to post-1994 paradigm shift (see Oranje & van Huyssteen, 2010). Planning then (pre-1994) adopted and applied a top-down or centralised approach, wherein powers were vested in the state. This resulted in limited powers to provincial authorities and even less to local authorities. In an attempt to better understand the apartheid planning system, it is important to constantly keep in mind that the apartheid regime consciously strived towards dictating socio-economic and spatial patterns in a manner that left native settlements totally underdeveloped (see Fanon, 1963). As a result, planning in South Africa had already lost its sense of objective professionalism and meaning long before 1994, let alone its engagement with the future. Mabin & Smit (1997) argue that planning as a profession had become a disappointing substitute for the existing practices desired by politicians. Tewdwr-Jones (2003) further adds that it has been reduced to a harmless low-key activity. It has become less of the future-shaping profession it ought to be, one that advocates socioeconomic and spatial enhancement.

The above intends not only to provide a short contextual background of South Africa's planning history but a clear indication that, although the practice of apartheid planning was effective and efficient in implementing apartheid-fuelled government agendas, the values and principles that guide the practice and profession as theoretically and contemporary understood, were simultaneously lost in the process, let alone planning's active engagement with the future. Therefore, any discourses of strategic, resilient, post-modernism, contemporary, sustainable, inclusive, integrative, and collaborative planning have more credibility in the late 1990's dispensation of South Africa than in any other earlier dispensation. Coined by the South African Labour Bulletin, this dispensation is known as the 'shift from resistance to reconstruction' (South African Labour Bulletin, 1992).

2.2.2. Planning in South Africa Post-1994

In 1994, the democratic elections welcomed both the country and the planning paradigm into a new dispensation, a new era of (re)construction. The country's mandate was clear, to

rectify past socio-economic inequalities and spatial fragmentations. Policies and acts such as the Development Facilitation Act (DFA) of 1995 and National Urban Development Framework (NUDF) of 1997 were passed, and socio-economic redistribution programmes such as the Reconstruction and Development Programme (RDP) of 1994 were implemented. More significantly, South Africa's planning shifted from a strict Master Planning approach to a more Strategic Planning approach (Pieterse, 2004). It was during this period that Mabin & Smit (1997) added, planning and reconstruction in post-1994 South Africa have an exciting future, one filled with a broader participation and development perspective, a crucial element that pre-1994 planning lacked. However, given the above discussion, a fundamental question I ask here is whether the said 'planning shift' was informed by an active engagement with the future? And if it was, what was the nature of such an engagement?

As such, the next part of the review focuses on the more physical or practical aspect of urban planning. This includes discussions on planning approaches, tools and pieces of legislation from 1994 onwards.

2.2.3. Shift from Master Planning to Strategic Planning approach

Presently, planning in South Africa strives towards socio-economic and spatial integration. This is attempted to be achieved through strategic planning around land use, spatial patterns, economic activities, transport networks, social structures, and the natural environment. In achieving the former, strategic planning has, unlike its predecessor, adopted a less rigid and more flexible planning approach, one that promotes proactive planning. Consequently, it has been able to enhance mixed land use development through co-locating industrial, residential and commercial land uses, therefore resulting in the stimulation of local economic development (LED) (Department of Housing, 1997).

Considering the aforementioned, there are several arguments that support why the shift from a master planning to strategic planning was necessary for South Africa's planning domain. First of all, the shift accommodated the ability for planners to implement their cognitive understanding of planning in that they could now plan for South Africa's complex livelihood systems by providing the poor with real employment opportunities in both the informal and formal sector, adequate shelter, basic services, and decent infrastructure

(Rakodi, 1993). Secondly, it provided a perspective on how conventional planning instruments such as the master planning approach undermined and overlooked social aspects of planning with a much-given focus on physical aspects (ibid). Thirdly, the shift promoted participatory processes that allowed for a bottom-up or decentralised development approach together with a heterogeneous understanding of power relations between role players such as community members, planners, investors, and other stakeholders (Beall, 1997; Chambers, 1997; Turner, 1997). And last but not least, the shift provided for a distribution of powers among citizens, especially those previously marginalised. This resulted in strengthening social movements in as far as socio-economic, spatial, and political development is concerned (Abers, 2000; Beall, 2000; Friedmann, 1992;).

In a nutshell, the above arguments by scholars such as Rakodi, Beall, Chambers, and Friedman in support of the planning paradigm shift from master planning to strategic planning can be summarised as follows: The shift was from a hard-core application of planning which was very technical, spatial, rigid, systematic, non-participatory, and myopic (Todes et al., 2010), to a soft-core application which was rather diversified, socio-economic and political, flexible, strategic, participatory, and somewhat futuristic.

Consequently, the paradigm shift not only enhanced South Africa's past planning instruments such as guide plans and structure plans to holistic Spatial Development Frameworks (SDF) (du Plessis, 2013), but brought with it new urban planning instruments such as the Integrated Development Plan (IDP).

2.2.4. Integrated Development Planning Process

In 1998, the integrated development planning process became South Africa's pioneering planning method and instrument of expressing the country's paradigm shift towards strategic planning (Pieterse, 2004). Reinforced by the promulgation of the Local Government's Municipal Planning and Performance Management Regulation in 2001 (Republic of South Africa, 2001), it aimed/aims to interconnect local government's statement of purpose with local plans, institutional design, and practices, programmes, monitoring mechanisms and financial flows (Pieterse, 2002).

The Local Government Transitional Act of 1996 defines an IDP as a short, medium and long-term plan that is aimed at integrating the development and management of an area within a municipal jurisdiction concerned (local municipality), in terms of its powers and duties. The intention is to achieve restitution objectives through the redistribution and redevelopment of socio-economic and spatial opportunities at a local level. Therefore, an IDP also acts as a fundamental tool that ensures the integration and alignment of local, provincial and national government plans, programmes and activities (Parnell & Pieterse, 1998). Parnell & Pieterse (1998) add that an IDP is an institutional mechanism that is mainly designed to recognise the interconnection of political, socio-economic, environmental, and infrastructural development aspects in terms of spatial relations. In summary, an IDP's core components are: A vision for long-term development; An assessment of the existing situation; Priorities and objectives; Development Strategies; Spatial Development Framework; Operational Strategies; Disaster Management Plan; Financial Plan; and lastly, Performance Indicators and Targets.

Considering the above descriptions of an integrated development planning process, it comes as no surprise why it has become South Africa's most important mechanism in not only combating poverty and encouraging Local Economic Development (LED), but decentralising planning development powers. Nonetheless, as discussed in the subsequent segment, there were other major planning events post-1994 apart from the IDP. These events were in the form of planning programmes, policies, and pieces of legislation which among others included the RDP, DFA, and NUDF.

2.3. NORMATIVE AND LEGISLATIVE FRAMEWORK OF PLANNING IN SOUTH AFRICA

A flagship initiative that paved a dominating path forward in the new democratic South Africa was the RDP of 1994 (van Wyk, 2012). The programme aimed at addressing socio-economic and spatial injustices that were consciously implemented via the use of apartheid principles, policies, and pieces of legislation. Consequently, the programme attempted to address the foregoing by investing in infrastructure and basic services, redistributing socio-economic opportunities, and rectifying spatial fragmentations. In as far as planning theory was concerned, the programme practically introduced integration and diversification as

well as urban form concepts such as compaction and densification (Republic of South Africa, 1994).

In hand with the RDP was the DFA of 1995, one of South Africa's most influential planning legislations introduced in post-1994. The Act provided normative spatial principles that were understood and applied as legal sources that guided the content of planning in South Africa (Republic of South Africa, 1995; Harrison, Todes and Watson, 2008).

As mentioned before, there were other planning related policies and programmes that emerged during this period. These included: The Breaking New Ground (BNG) housing policy, which had a direct impact on the urban spatial structure in that it provided for the construction of thousands of houses with the intention to (re)construct and integrate South Africa's urban areas (Republic of South Africa, 2004); The Accelerated and Shared Growth Initiative South Africa (Asgisa), which identified land use management within planning as a key instrument in realising institutional reform (Harrison, Todes and Watson, 2008); The 20's onwards period which introduced The National Urban Renewal Programme (NURP) and the National Spatial Development Perspective (NDDP) which emphasised the significance of integrating planning and service delivery; The National Urban Development Framework (NUDF), which emphasised that 'the term urban did not seek to reinforce a divide between urban and rural, but that the two concepts are rather viewed as part of a continuous regional, national, and international system interrelated through a web of economic, social, political and environmental linkages' (Republic of South Africa 2009:2; du Plessis, 2013); The National Development Plan (NDP) introduced by the National Planning Commission, which to this day is still South Africa's advisory body to the Cabinet in as far as long-term development is concerned (National Planning Commission, 2012), the plan focuses on the reconfiguration of both rural and urban areas in order to promote socio-economic and spatial equality and sustainability (du Plessis, 2013). Last and more significant to the planning domain, is the recently promulgated Spatial Planning and Land Use Management Act (SPLUMA) of 2013. The Act provides for a new set of principles, norms and standards, as well creating uniform planning procedures and processes applicable to the entire country (van Wyk, 2012).

Below is a list of planning related policies and legislations that were not discussed above but are however very relevant in the post-1994 South African planning discourse:

- Urban Development Framework of 1997;
- Rural Development Framework of 1997;
- White Paper on South African Land Reform of 1997;
- Municipal Structures Act of 1998;
- Municipal Demarcation Act of 1998;
- National Environmental Management Act of 1998;
- White Paper on an Environmental Management Policy for South Africa of 1998;
- White Paper on Local Government of 1998;
- Green Paper on Development and Planning of 1998;
- Municipal Systems Act of 2000;
- White Paper on Wise Land Use Management of 2001;
- Municipal Finance Management Act of 2003; and
- Provincial Employment, Growth and Development Plans of 2009-onwards.

Indeed, post-1994 planning in South Africa witnessed a paradigm shift, one confronted by a challenging but promising future (Mabin & Smit, 1997). As discussed above, planning has since then witnessed a lot of direct and indirect pieces of legislation, policies and programmes, all intended to restructure South Africa towards a better and more socio-economically and spatially accessible country for all.

However, I believe that relevant critical questions to ask here are, after 22 years since democracy and the paradigm shift, what does planning in South Africa have to show for all its efforts? What are the outcomes of post-1994 planning thus far? And more significant to the study, apart from the Spatial Development Framework (SDF), Spatial Development Plan (SDP), Integrated Development Plan (IDP), and National Development Plan (NDP), what other planning interventions, instruments and approaches have been introduced that proactively engage with the future?

Relating to these questions, Myers & Kitsuse (2000) note that, perhaps planning's strong focus on spatial analysis is what has led it to neglect the aspect of time.

2.4. PRESENT-DAY PRACTICES AND OUTCOMES OF PLANNING IN SOUTH AFRICA

Despite the reconfiguration of planning from post-1994 to date, its effectiveness in (re)constructing South Africa has frequently been questioned. This view is supported by the National Urban Development Framework (NUDF). It believes that post-1994 urban planning policies and pieces of legislation have to a large extent failed in restructuring past socio-economic and spatial inequalities (Republic of South Africa, 2009). That said, Du Plessis and Landman (2002) assert that South African urban areas are amongst the most inefficient in the world. Robins (2002) adds the socio-economic and spatial inequalities of apartheid continue to reproduce every day; it has become a repetition without difference. The former is seconded by Pieterse (2004); South Africa may truly be as socio-economically and spatially fragmented as it was on the eve of the democratic era. And lastly, the National Planning Commission opines that the apartheid socio-economic and spatial injustices have probably been worsened since 1994. Considering the aforementioned, it has become clear that there is a need to critically reflect on the planning system and its outcomes in South Africa since 1994.

The said critical reflection is by no means intended to deny that apartheid planning has sowed seeds that currently produce fruits of chronic socio-economic and spatial challenges. However, this critical reflection asks: will the foregoing statement continue to signify and validate the disconnection of planning and the future as well as the responsive progress that planning has produced for the past 22-years?

In view of these unanswered critical questions, the need to develop new cognitive understandings and applications of planning in South Africa has become inevitable. The need is triggered by the manner in which most planners understand and apply contemporary planning. It is sadly still based on a conventional cognitive approach. In other words, planning's normative framework has to some extent evolved to adapt to the current socio-economic and spatial environment, but some planners have cognitively

remained static in the past (Coetzee, 2010). Serfontein & Oranje (2008:28) attempt to elaborate by contending ‘there is a deep disconnection between planning thought and the “real emerging” spatialities of the 21st century’.

Considering the above-discussed outcomes of planning in South Africa, the following part of this segment will deliberate on the planning outcomes of local government since 1994 and will discuss local government's integrated development planning process.

2.4.1. Local Government Post-1994

Prior to 1994 local government has been subservient to both provincial and national government. Contrastingly, in democratic South Africa, local government finds itself unable to fully utilise its newly and limited administrative powers in driving development forward (Tsenoli, 2007). There are three spheres of government, each having an immediate mandate of realising the socio-economic and spatial enhancement of South Africa. However, it should be closely kept in mind that local government's rightful place is not only to facilitate a bottom-up or decentralised approach; its rightful place is also to deepen democratic development through community participation to find sustainable means to meet society's socio-economic and material needs, as well as improve the society's quality of life (White Paper on Local Government, 1998).

Nonetheless, outside local government's underutilised powers, there are other observations. These include infrastructural bottlenecks such as housing, roads, and amenities; service delivery backlogs such as water, electricity and sanitation provision to the previously disadvantaged (Mufamadi, 2008). Therefore, ‘the transformation of South African local government from racialised, fragmented administrative centres under the apartheid government, to a constitutionally recognised, autonomous sphere of government in democratic South Africa, is itself described by many as phenomenal’ (Christmas & De Visser, 2009: 109). As such, to realise the transformation of the previous challenges towards a ‘just’ socio-economic and spatial setting it is imperative that: (i) local government is furnished with the appropriate powers and functions (ii) is capacitated enough to execute such powers and functions, (iii) and more importantly, has the potential to create proactive and innovative future engaging planning solutions.

2.4.2. Examination of the IDP and its Process

Perhaps the most pivotal task of local government is the adoption of an Integrated Development Plan (IDP) (see Constitution, Act 108 of 1996; Municipal Systems Act, Act 32 of 2000; Municipal Structures Act, Act 117 of 1998; White Paper on Local Government, March 1998; Municipal Finance Management Act, Act 56 of 2003; Van Wyk, 2012). Theoretically, the introduction of the integrated development planning process has elevated and propelled municipalities to function way further than just the provision of services. It has compelled municipalities to think and aspire towards socio-economic and infrastructure performance excellence. However, practically, many municipalities may never realise performance excellence due to a mere lack of capacity, let alone the potential to create proactive and innovative future engaging planning solutions.

The sad and unfortunate truth is that many local municipalities lack the capacity to effectively drive and realise integrated development planning in its municipalities. Statistically, ‘28% of local municipalities lack the capacity to prepare an IDP even with additional support, leaving only one in three (about 37%) municipalities with the capacity to prepare an IDP independently, whereas the remaining 35% of municipalities have the capacity to prepare an IDP with additional support’ (Good Governance Learning Network, 2008:51; De Visser, 2009:23). Additionally, in most municipalities, it is not just a lack of organisational capacity, limited powers, and undefined functions, but ‘pervasive trends of corruption, mismanagement, immature politics and a skills deficit’ (ibid).

Nonetheless, in most if not all local municipalities, it is not only just a matter of lack of organisational capacity, limited powers and undefined functions; but the disconnection of planning and the future. Additionally, ‘there is no doubt that pervasive trends of corruption, mismanagement, immature politics and a skills deficit are present in many’ (De Visser, 2009:23). Depressingly, The Department of Cooperative Governance and Traditional Affairs (CoGTA) (2009) goes as far as remarking that, Local Government is failing the poor, it is not performing and is not accountable to its local community.

The above deliberation is not intended to discredit or rule out the Integrated Development Plan (IDP) and its process. It has contributed both greatly and positively to planning's paradigm shift. That being said, the above is merely intended to expose the gaps and

weaknesses that lie within the 1994 paradigm shift, as well as question whether Spatial Planning, IDP process and NDP alone; suffice to proactively engage with the future. Accordingly, the following part of this segment discusses why planning is not engaging with the future.

2.4.3. Why planning is not engaging with the future

I. Urgency of the present

One mistake that planning has continued to perpetuate is exaggerating the present, therefore treating it as an emergency and feeling the need to ‘plan and implement as you go’. In the process, the pivotal function of planning is ignored, which is planning for the future (Dalton, 2001). In other words, the said urgency is a mere artificial product of not planning for the future on time. On the other hand, as a result of the nature of planning practice to address immediate challenges (Couclelis, 2005), visionaries, academics and experts in the planning field are constantly pressurised to formulate innovative approaches to solve and deal with current challenges, rather than formulating innovative approaches that will enable planning to actively engage with the future. Consequently, the foregoing results in limited long-term planning resources, approaches, strategies, concepts, and theories.

It is no wonder why scholars such as Mant (2011); Steele (2007); and Miller (2011) state that planners are not at the forefront of change, they are preoccupied with day to day procedural activities.

II. Short election cycles

Indeed to a large degree, this urgency of the present is provoked by short election cycles. As discussed before under Chapter 1 (Political interference), these short election cycles hamper long-term planning proposals, developments and decision-making processes. Sandercock (cited in Freestone, 2012:13) contends ‘for politicians involved in urban governance, the greatest risk of all is to think beyond the short-term yet that is precisely what is necessary when the sustainability of cities is at stake’. The foregoing statement by Sandercock communicates to the uncomfortability about uncertainty discussed below in

the sense that the said politicians are not certain whether they will still be in power in the following election cycle. Therefore, they self-limit their involvement and contribution to long-term developments. Unfortunately this has a trickle-down effect on the administrative management and developmental aspect of a municipality, consequently hampering socio-economic and spatial as well as planning and development outcomes.

III. Uncomfortable about uncertainty and Reference of the everyday

Today unlike in the past, there are several unpredictable external forces such as globalisation, urbanisation, ‘reworlding’ (see Soja, 2000: 152,218), and ‘urbaning’ (see Coetzee & Serfontein, 2002:2) that constantly need to be taken into consideration when planning for the future. In view of this uncomfortable uncertainty, Abbott (2005) argues that there are two leading forms of uncertainty: (i) the contextual-social (social well-being), economic (economic instability) and physical environment (spatial resilience) (ii) the complication and process of the proposed planning intervention and mitigations.

In comparison, it is no wonder that planners and the planning profession contemporarily find comfort and certainty in short-term approaches towards development. Unfortunately, the above leads to the perpetuation of losing confidence in planning for the future, and simultaneously gaining the confidence in planning for the present (Adam, 1990). However, Batty (2010) opines that even short-term interventions and developments have become volatile in anticipating them.

IV. Lack of technical skills and contemporary planning education

Hambleton (2006: 108) contends that ‘the demand for skilled planners is set to expand dramatically’. Unfortunately, the skills mentioned are not limited to skills obtained through university learning; these are skills further sharpened through personal enhancement. Grant (cited in Poxon, 1999) argues that planners globally tend to misunderstand the gist of universities, they automatically assume that, in the completion of a planning programme, one (the graduate) is readily equipped with the necessary skills to perform the daily work of planning. Grant goes on by elaborating that universities are there to simply enhance the intellectual and reflective capacity of students, in order for them to develop their analytical and critical skills, as well as to develop their capacity for further development (ibid).

That said, planning skills that can be sharpened through personal enhancement include: Communication skills, Intellectual/Analytical and problem solving skills, Interpersonal skills, Negotiation skills, Leadership skills, Numeracy skills, Presentation skills, Research skills, Teamwork, IT (Information Technology) literacy, Commercial awareness, Professional awareness, Spatial understanding, Time management and Future orientation. In addition, sources such as Editorial (2005); Goldstein et al. (2006) and Faling (2011) argue that planners need to enhance their political knowledge and involvement in politics as space and economy have increasingly become very politicised (see Political interference under Chapter 1, and Short election cycles under Chapter 2).

Consequently, Coetzee (2010) adds, urban planners will have to revisit the current focus of the planning system in an attempt to bring planning not only back in the developmental arena, but also to enhance its position as a developmental profession. Unfortunately, due to rootedness in historic and trend data, the current focus is dominated by spatial mapping, evaluation and analysis tools that do very little to enhance future-oriented strategic planning (see Myers & Kitsuse 2000; Couclelis 2005). Hence, the foregoing perpetuates the very uncertainty that planning aims to minimise (Sieverts, 2003).

V. *The Legacy of Planning: a Focus on Modernism and Post-Modernism*

In the modernism and postmodernism legacy of planning, there are perhaps as many understandings as there are planners. Modernism is an ideology that aims to formulate comprehensive and universal scientific methods, in order to harness natural forces and thereby liberate people from irrational and arbitrary ways (Ellin, 1996). Therefore, it is the ordering of disorder or chaos. Within modernism was a 'belief in linear progress, positivist, technocratic, rational planning of social and geographic space; 'standardized conditions of knowledge and production and a firm faith in the rational ordering of urban space' to achieve individual liberty and human welfare' (Irving, 1993: 476).

Its successor, on the other hand, postmodernism, is an intellectual shift in viewing the world that is moving away from modernism where socialism becomes the ultimate scientific law (Dear, 2000). Emerging from the late 20th century, it can be said that the foundation of post-modernism is modernism itself. Consequently, progress is an essential feature of all life. The foregoing statement is intentionally directed to the continuous

practice of old outdated approaches and methodologies of planning and other relevant professions.

Challenges facing planners today have changed tremendously. The simple and easy to execute approach of solving multiple challenges through the generalisation of one solution has become null and void. Today, planners find themselves tangled within challenges such as social justice, environmental conservation, economic instability, and heritage matters. In a nutshell, postmodernism contemplates planning approaches to social, economic and environmental challenges. Hence in the past, planners believed that their main objective was to formulate and implement one single ‘right way’ of planning (Irving, 1993). As such, similar to pre-1994 planning in South Africa one of the main problems with modernism in planning was the lack and rejection of public participation. This resulted in planning being a super-imposition of planner’s ideas upon communities (ibid). Hence, the emergence of advocacy planning and public participation in the 1960s introduced as a response to and defence against the encroachments on social justice.

Today, postmodernism aims at creating places, diversity, opportunity, and liveable spaces through the sensitising awareness of social difference. However, both modernism and post-modernism seldom directly engage with the future. The preceding, therefore, reinforces the need for a planning paradigm shift that directly links or (re)links planning and the future. Adding insult to injury, planners must now find a way to reconstruct the future for a reluctant public (Connell, 2009).

As a practical elaboration and outcome of (re)linking planning and futures studies the following section discusses futures studies and planning as well as international case studies and their lessons.

2.5. FUTURES STUDIES AND PLANNING

In light of the evident disconnection of planning and the future as argued throughout the paper, it is clear that there is a need to (re)kindle the future in planning.

2.5.1. Introduction to Futures Studies

Also known as 'futurology' and 'futurism', futures studies is defined by McHale (1978:10) as 'an activity which embraces many elements — prediction, speculation, imaginative extrapolation and normative projections' (see also *The year 2000* by Kahn and Wiener (1967); *Future Shock* by Toffler (1970); *The coming of post-industrial society* by Bell (1973)). As such, a 'futurist' is a person who does not predict, but rather studies possible future scenarios with the aim to prepare, understand and anticipate it (Hichert, 2012). Niiniluoto (2001: 373) argues that 'a futurist should construct alternative possible futures, assess the probability of alternative futures, and evaluate the preferability or desirability of alternative futures'.

As such, futures constitute of the following four main futurist analytical processes: First is Framing; this is an understanding of the current state of affairs. Second is Visioning; this enables opening a wider range of possibilities. Third is Describing, which constitutes the explaining and reporting of possible futures. And lastly is Scanning, mainly comprised of looking for an indication of the future (see Hopkins & Zapata, 2007).

2.5.2. Futures studies and Planning

Advantageously, planning and futures studies share a common concern and purpose; to provide for a better future as well as minimise uncertainty or the unknown (Connell, 2009). The two disciplines can be distinctly and collectively understood as follows: futures studies aim to discover, invent, examine and evaluate as well as propose possible, probable and preferable futures (Bell, 2003). On the other hand, planning is comprehended as the implementation of an orderly sequence of actions that ultimately lead to the achievement of a premeditated goal (Hall, 1993). A simple analogy that better elaborates on the interconnectedness is that of a dream: a futurist will help society to clearly articulate and elaborate its dreams, while planners will help make the dreams become a reality.

Therefore, considering the aforementioned, Ratcliffe & Krawczyk (2011) argue that the purpose of linking or (re)linking futures with planning is to: (i) Extend thinking about planning beyond conventional comprehensions and confinements; as well as lead towards stimulating conversations that force thoughts about the future. (ii) Help spot future

assumptions that may require further investigation, testing or alteration as well as encourage society to have a positive approach towards the future together with its potential, threats, and disasters. (iii) Make intelligent decisions today that will help formulate better policy for tomorrow and at the same time inspire society to become innovative in all aspects of socio-economic and spatial development as well as prepare for change by enhancing the capacity to learn. (iv) Create shorter reaction times and more relevant responses to future events, as well as promote active participation in strategic thinking and decision-making.

2.5.3. Practical implementation outcomes of Futures Studies and Planning

International case studies together with learned lessons compiled by the World Value Survey (WVS) are presented below. The WVS is an international organisation established in 1981 with the aim of ‘providing a comprehensive measurement of all major areas of human concern, from religion to politics to economic and social life’ (Ratcliffe & Krawczyk, 2011:649). The said case studies will, therefore, serve as practical elaborations of the outcomes of (re)linking futures and planning as discussed above (see Ratcliffe & Krawczyk, 2011).

The first case study is that of Dublin City’s foresight exercise. The exercise was based on a scenario approach conducted in 2002, with the sole aim of bringing public and private sector stakeholders together prior to a visioning exercise to be held by the community board (Community Development Board for Dublin City). The lessons learned were as follows: various stakeholders from different professional and socio-economic backgrounds need to be included, not just visionaries, futurists and planner. Second, it is paramount that the different generated scenarios are synchronised with the city’s strategic planning goals. Third, the scope or range of exercise need not be limited when brainstorming as this is the crux of the entire exercise. Lastly, the foresight exercise needs to be understood as a learning and interactive ongoing process.

Similar in comparison, the second case study is the ‘Ballymun visioning project of 2002’. The project was based on a Ballymun’s regeneration vision exercise that aimed at developing a set of indicators that would guide one of Ireland’s most deprived communities towards a better and more socio-economically and spatially sustainable

future. As such, lessons learned here were as follows. First, participants need to undergo induction workshops that introduce that aim of the exercise and to participate in a common or shared vision of a better future. Second, all decision makers need to be included from the very beginning of the exercise and not halfway or towards the end. And lastly, it is important to constantly remember that innovation is the engine that drives the entire visioning exercise.

Other international case studies include: (i) A prospective approach of the Dublin-Belfast economic corridor, a collaborative project with the University of Ulster addressing the strategic question, What might the future hold for the Dublin-Belfast economic corridor in the year 2025; (ii) Imagine Dublin 2020, a project commissioned by the Dublin Chamber of Commerce to establish an agenda for a new and improved city. (iii) And Imagine Lincoln 2020, an exercise commissioned by the Lincoln Futures Group, representing all the major public and private sector stakeholders, to construct a bold vision for Lincoln (see Ratcliffe & Krawczyk, 2011:650).

2.6. CONCLUSION

Challenges such as socio-economic inequality and injustice as well as spatial fragmentation have resulted because of apartheid led planning. However, the post-1994 dispensation brought with it a decentralised, democratic and interactive approach to governance and planning in local government. Strategic planning, Spatial planning, and Integrated Development Planning approach are evidences of these.

Nonetheless, after investigating contemporary South African planning approaches and their disconnection from the future, it is clear that there is a need to (re)merge futures studies with planning in order to undertake more informed planning decisions that proactively engage with the future. Consequently, considering the disconnection of planning and the future, there is a gap or opportunity to (re)connect. On the other hand, however, a need for a ‘third paradigm shift’ in South African planning is proposed as scope for further research.

In conclusion of this Chapter, the relevance and benefit of linking or (re)linking future studies to planning are as follows. The linkage will enhance planning's ability to systematically create, test and explore possible as well as desirable futures, resulting in a

more informed decision-making process. Second, it will facilitate proactive planning through strategically anticipating, rather than strategically responding to change and challenges. And lastly, planning will not only be informed by the future but will be more influential in shaping it.

In as far as the overall literature review is concerned; the current state of knowledge reveals that a lot has been written about (i) Integrated Development Planning and the problems in planning within South Africa as well as (ii) planning's relationship with the future. However, the writings are mostly non-South African. Therefore, this reveals that there is a gap in planning's relationship with the future and South Africa's experience at a local level. The current study aims at filling this gap.

The following chapter documents the research design, methodology and methods employed in the study.

3. CHAPTER THREE (3): RESEARCH METHODOLOGY, DESIGN & METHODS

3.1. INTRODUCTION

As mentioned in Chapter 1, the fundamental aim of the study is to investigate whether Makhado Local Municipality's planning systems, approaches and interventions are informed by a proactive engagement with the future; and if there is an engagement with the future, what is the nature of such engagement? The desired outcome of the study is to have a better understanding of the contemporary reality of planning in relation to its engagement with the future. Ideally, the (re)merging of futures studies and planning will result in maximising the known and minimising the unknown (Connell, 2009).

With the above in mind, this chapter documents the research design and methodology of the study. It further elaborates on what the value and benefit of the methods employed have been for the study. It then discusses the sample and its characteristics to understand the nature of the findings. Lastly, it explicates the ethical concerns observed during the fieldwork.

3.2. RESEARCH METHODOLOGY

3.2.1. Mixed-Method Approach

The study was based on a mixed-method approach. The main reason for adopting this approach was to be able to incorporate a quantitative component into an otherwise qualitative study. A mixed-method research approach is understood as a procedure for collecting, analysing, and integrating both quantitative and qualitative research as well as methods in a single study, so to better understand a given research problem.

Qualitative research is a type of educational research in which a researcher relies on the written text and the views of respondents. It asks general questions and collects data consisting largely of words or text from respondents. It further describes and analyses these words or themes and conducts the enquiry in an objective and unbiased manner. According to Rossouw (2003), the credibility of a qualitative research is equivalent to

internal validity as it refers to the degree to which findings, and by implication, the methods that are used to generate findings, can be trusted. By nature a qualitative study is flexible and open ended and evolves over the course of the project (Leedy & Ormrod, 2005).

As for quantitative research, it is a type of educational research in which a researcher decides what to study, asks specific, narrow questions, collects quantifiable data from respondents or a large number of respondents, analyses these numbers using statistics and conducts the inquiry in an unbiased, objective manner. Furthermore, quantitative research tends to focus on numeric data. Therefore, the quantitative approach was applied interpretatively under Chapter 4 to make better sense of the study. In other words, the study was mainly qualitative; the quantitative component's relevance in the study was in interpreting the data collected and the analysis thereof.

In combination qualitative and interpretive-quantitative data provided a better understanding of the research problem than either type by itself. Therefore, adopting one type of research approach would not have sufficed in fully addressing the research problem or in clearly answering the questions posed. Combined, the approaches helped in providing an in-depth understanding of planning for the future.

3.2.2. Phenomenological Methodology

A phenomenological methodology was employed for the study. Leedy & Ormrod (2005:147) define a phenomenological study as 'a study that attempts to understand people's perceptions, perspectives, and understandings of a particular situation'.

Adopted as one of this study's methods, phenomenological research relies largely on prolonged interviews as a means of deriving data. The said interview sessions are usually semi-structured or unstructured with the aim of both the interviewer and interviewee to understand the crux of the phenomenon (Tesch, 1994). It is the interviewer's responsibility to be able to interpret both verbal and non-verbal communications expressed by the respondent, as these are a crucial contributing element in truly and fully understanding the phenomenon.

3.3. RESEARCH DESIGN

The figure below illustrates the current research design.

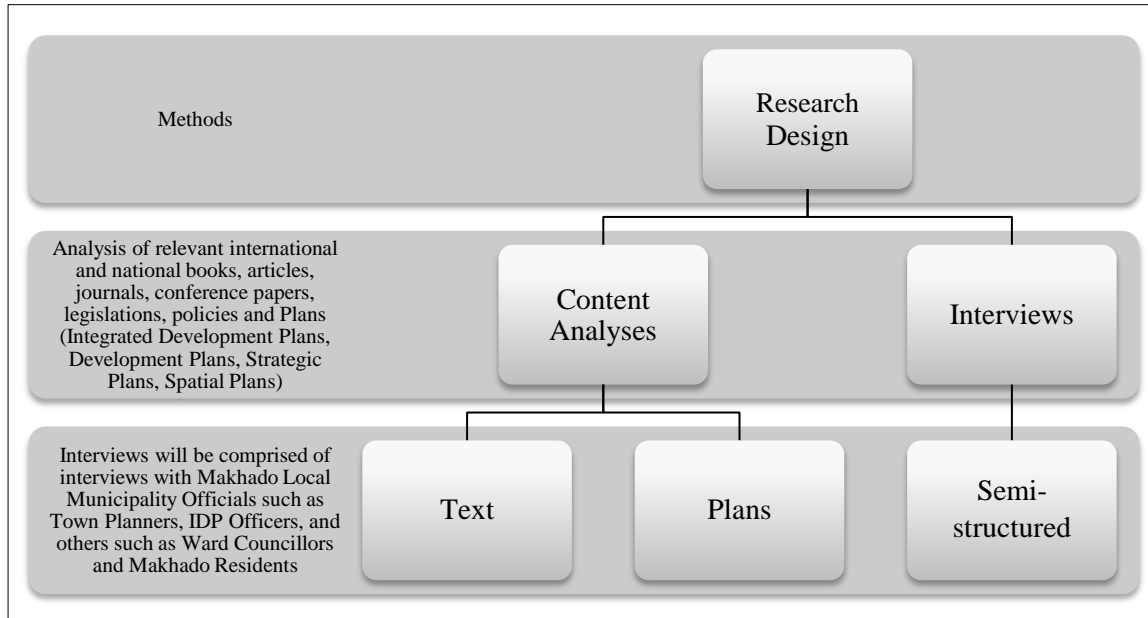


Figure 1: Research Design

3.4. RESEARCH METHODS

Two methods were employed in the study (i) content analyses and (ii) semi-structured interviews. The first method comprised the analysis of relevant international and national books, articles, journals, conference papers, legislations, policies and Plans (Integrated Development Plans, Development Plans, Strategic Plans, and Spatial Plans). The second consisted of semi-structured interviews with Makhado Local Municipality's officials such as town planners, IDP officers, and others such as ward councillors and Makhado residents.

3.4.1. Sample Profile

A sample of 13 respondents was carefully selected for interviews based on their knowledge, familiarity and direct experience with Makhado local municipality (see Creswell, 2007; Polkinghorne, 1989). Additionally, the sample was conveniently selected based on proximity and the foregoing qualities.

Table 1: Sample Characteristics

Below is a table that provides further information and characteristics of the respondents in order to better understand the nature of the findings (Mouton, 2012).

RESPONDENT	DIVISION	SECTION	PLACE OF INTERVIEW
Director	Development & Planning		Makhado Civic Centre
Manager	Development & Planning	IDP	Makhado Civic Centre
Assistant Manager	Development & Planning	Planning	Makhado Civic Centre
Area Planner	Development & Planning	Planning	Makhado Civic Centre
Officer A	Development & Planning	LED	Makhado Civic Centre
Officer B	Development & Planning	LED	Makhado Civic Centre
Evaluation Officer	Development & Planning	Evaluation	Makhado Civic Centre
Intern A	Development & Planning	LED	Makhado Civic Centre
Intern B	Development & Planning	LED	Makhado Civic Centre
Intern A	Development & Planning	IDP	Makhado Civic Centre
Intern B	Development & Planning	IDP	Makhado Civic Centre
Ward Councillor	-	Politician	Makhado CBD
Property developer /Attorney	-	Resident	Makhado CBD

3.4.2. Data analysis process

Through data reduction the following three coding steps were taken in analysing the interview and content data (see Creswell, 2007; Leedy & Ormrod, 2005)

- (i) Open Coding: statements relating to the phenomenon were identified. This was achieved by separating relevant information from irrelevant; this was done by colour coding relevant information in the form of single sentences, phrases or words which reflect a particular idea (Leedy & Ormrod, 2005).
- (ii) Axial Coding: statements relating to the phenomenon were then categorised according to their meanings and perspectives; the aim here was to record the many different manners in which different respondents expressed their understanding and experience of the phenomenon (ibid).
- (iii) Selective Coding: lastly, a composite comprising of all the different meanings, perspectives, and perceptions was compiled (ibid).

Therefore, the product was a general description of the phenomenon as understood by the officials and residents of Makhado Local Municipality.

3.5. ETHICAL CONSIDERATIONS

In undertaking the fieldwork two main ethical considerations were observed. The first was Scientific Misconduct; this is ‘when a researcher falsifies or distorts the data or the methods of data collection, or plagiarises the work of others’ (Newman, 2014:70). As such, the foregoing Scientific Misconduct was avoided throughout the study by applying ethical and academic guidelines such as Harvard referencing (see Mouton, 2012; Newman, 2014; Leedy & Ormrod, 2005).

The second is Ethical Issues Involving Research Respondents. These issues include: (i) the right for respondents to have privacy as well as refusal to participate; (ii) the right for respondents to remain anonymous in order to maintain confidentiality; (iii) the right to fully disclose research intentions to the respondent via an informed consent; and (iv) the right to not harm respondents in any manner (Mouton, 2012). As such, the foregoing rights were observed during the interview sessions.

3.6. CONCLUSION

In this chapter, the research methodology employed in the study was discussed. Secondly, the study’s research design was depicted by a flow chart diagrammed and lastly, the methods applied in the study were provided and elaborated in detail.

Taking Chapter 2 and 3 into consideration, the following chapter documents and discusses the results obtained from the fieldwork.

4. CHAPTER FOUR (4): RESULTS, PRESENTATION & DISCUSSIONS

4.1. INTRODUCTION

This chapter begins with a brief overview of Makhado Local Municipality. It then documents the results obtained from the study via semi-structured interviews and content analysis. Subsequently, the obtained results are then first described and then visually presented in tables and charts. And lastly, with reference to the problem statement and research questions, the chapter concludes with an interpretation and discussion of the results.

4.2. BRIEF OVERVIEW OF MAKHADO LOCAL MUNICIPALITY

The Makhado Local Municipality is located in the north of the Limpopo Province within the Vhembe District Municipality. Limpopo consists of six district municipalities namely: Vhembe, Waterberg, Capricorn, Mopani, Bohlabela, and Sekhukhune (Urban-Econ, 2005). Makhado Municipality's jurisdiction is divided into four regions, namely: Vuwani, Dzanani, Waterval, and Makhado also known as Louis Trichardt.

A large portion of the Makhado region is rural with mostly small-scale agriculture and subsistence farming activities as well as a few tourism destinations. Makhado residents partly rely on neighbouring towns such as Polokwane and Thohoyandou for employment opportunities, higher educational institutions, as well as consumer products and services. As such, the general socio-economic conditions of the people are relatively reduced when compared to those in surrounding cities. This is due to the following circumstances: although a range of municipal services such as infrastructure, schools, clinics, social services are available, they are insufficient to meet the demand. Additionally, there is a lack of sufficient facilities such as professional services, commercial and industrial services due to the foregoing push factors such as insufficient infrastructure (ibid).

4.3. FIELDWORK

As mentioned under Data Analysis (Chapter 3), results from the semi-structured interviews and relevant municipal content were analysed by means of Data Coding which included Open Coding, Axial Coding and Selective Coding; as a data reduction method (Leedy & Ormrod, 2005). As discussed below, the reduction method consisted of an overarching or Main Theme, three Sub-Themes and ten Categories.

4.3.1. Main Theme

The main theme that underpinned the results was; The Future-Orientation of Municipal Planning in South Africa.

4.3.2. Sub-themes

I. Involvement

Firstly, this sub-theme was informed by the respondent's involvement or contribution towards the formulation of Integrated Development Plans (IDPs), their accompanying sector plans or any other overarching development plans. Secondly, it was informed by the positive and/or negative experiences encountered by the respondent during the formulation of the aforementioned plans. And last, by how the respondents believed the negative experiences can be improved upon.

II. Engagement

Firstly, this sub-theme was informed by the timeframes that were set for the respective municipal plans. Secondly, it was informed by whether the five-year period of implementing IDPs, SDFs, sector plans or planning proposals is a realistic timeframe for achieving the desired long-term vision. Thirdly, it was informed by whether IDPs address the present or the long-term future of the town. And lastly, it was informed by whether planning interventions by Makhado local municipality are generally informed by fixing the past, or whether they are driven by creating new possibilities in the future.

III. *Techniques*

Firstly, this sub-theme was informed by the future-oriented techniques (Visioning, Forecasting/Projections, Trend analysis, Scenario development, Delphi survey) employed during the formulation of Makhado municipal plans. Secondly, it was informed by the degree of employment of the said techniques by the municipality. And lastly, it was informed by the respondent's level of understanding of the techniques.

4.3.3. Categories

The categories comprised of respondents that were interviewed; the categories were as follows

- Development Planning : Planning Director
- Integrated Development Planning : Manager
- Town Planning : Assistant Manager
- Town Planning : Area Planner
- Local Economic Development : 2 Officers
- Land Evaluation : Officer
- Councillor : Ward 8 (comprises of the CBD)
- Resident : Property Consultant and Attorney
- Integrated Development Planning : 2 Interns
- Local Economic Development : 2 Interns

4.4. PRESENTATION OF RESULTS

This part of the report focuses on the visual presentation of the results with the utilisation of table and charts. The segment is divided into four sections. The first section presents the respondent's involvement and contribution in the planning process. The second presents the respondents' responses in as far as Makhado's municipal plan's engagement with the future is concerned. The third section presents results obtained from the respondents' in relation with the Future-Orientated Techniques employed. And lastly, the fourth section presents results obtained from the analysis of Makhado's content.

Note: where there is a dash (-) or N/A (not applicable) in the tables and charts presented below, it means that no relevant information was obtained from the respondent during the interview. The foregoing is due to two possible circumstances: either the respondent was not present during the period in question, or the respondent was not in the position to provide relevant or credible information for that particular section or question of the interview due to lack of involvement, contribution, participation or knowledge.

4.4.1. Involvement in the planning process

The tables and charts below present the respondent's involvement, contribution, experience as well as causes of experience within the planning process.

Table 2: Involvement/contribution in IDP, sector and development plans

RESPONDENT		INVOLVEMENT/CONTRIBUTION
Respondent 1	DP Planning Director	- Project Identification - Plan Presentation to Community
Respondent 2	IDP Manager	- Coordinate department functions - Coordinating community with municipality - Integrating IDP with other departments - Community participation and consultation - Needs identification and strategy formulation
Respondent 3	TP Assistant Manager	- Contribution is through formulation of SDF
Respondent 4	Area Planner	- Formulate SDF and align it with IDP and sector plans
Respondent 5	LED Officer A	-
Respondent 6	LED Officer B	-
Respondent 7	Evaluation Officer	- Indicate land available for IDP Projects
Respondent 8	Councillor	- Involved in the IDP
Respondent 9	Resident	-
Respondent 10	IDP Intern A	- 2015/16 IDP Review
Respondent 11	IDP Intern B	- 2015/16 IDP Review
Respondent 12	LED Intern A	-
Respondent 13	LED Intern B	-

The table above shows the respondent's relevance within Makhado Local Municipality. It further shows the respondent's involvement or contribution in the formulation of the municipality's IDP, sector plans or overarching development plans.

The table below shows the respondents positive and negative experience as well as the cause of experience during the formulation and continuity of the municipality's IDP, sector plans or overarching development plans. See Figure 3 for a statistical presentation of the results.

Table 3: Plan formulation experience and ascription

RESPONDENT	POSITIVE	NEGATIVE
DP Planning Director	- Communities benefit from completed projects	- Insufficient Budget
IDP Manager	- Communities provide input - Community participation and consultation - Communities benefit from completed projects	- Insufficient Budget - High expectations from municipalities - Community uncooperativeness - Political interference - Insufficient infrastructure
TP Assistant Manager	- Communities benefit from completed projects	- Community uncooperativeness - Non-cooperative traditional leaders - Corruption
Area Planner	- Communities benefit from completed projects	- Community uncooperativeness - Poor administration
LED Officer A	- Communities benefit from completed projects such as HSBS skills capacitation programme and SETA internship/ learnership programme	- Poor administration
LED Officer B	- Communities benefit from completed projects	- High expectations from municipalities - Poor administration - Insufficient budget
Evaluation Officer	- Communities benefit from completed projects such as RDPs	- Limited resources - Insufficient Budget
Councillor	- Nothing positive about the IDP	- Political interference - Corruption
Resident	-	- Poor administration
IDP Intern A	- Communities benefit from completed projects	- Poor administration - Insufficient budget - Limited resources - Political interference - Corruption
IDP Intern B	- Communities benefit from completed projects	- Backlog of projects - Insufficient budget - Poor administration - Insufficient capacity - Corruption - Community uncooperativeness
LED Intern A	- Communities benefit from completed projects such as SETA internship/ learnership programme	- Insufficient Budget
LED Intern B	- Communities benefit from completed projects such as SETA internship/ learnership programme	- Insufficient Budget

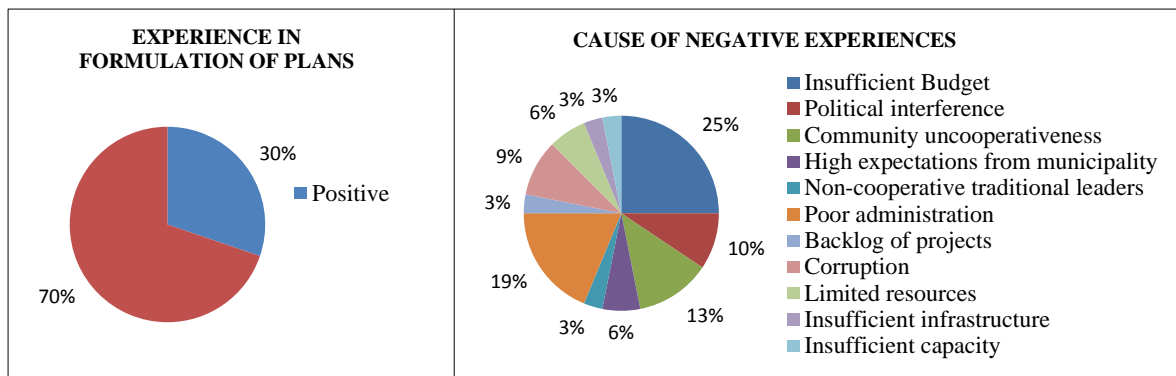


Figure 2: Plan formulation experience

4.4.2. Municipal plan's engagement with the future

The charts below present the participants' responses concerning Makhado's IDP, sector plans or overarching development plan's engagement with the future.

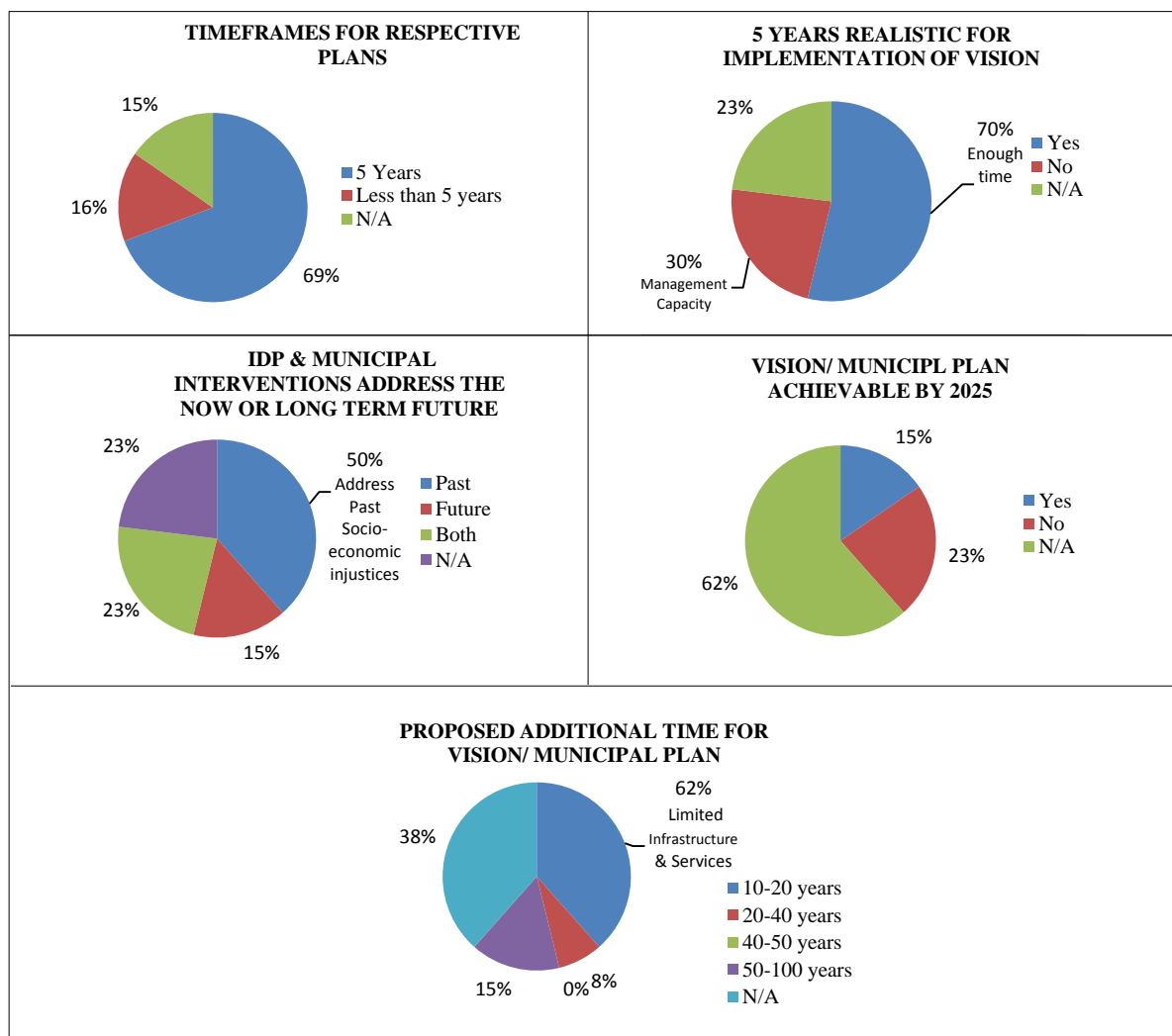


Figure 3: Municipal plan's engagement with the future

Figure 4 is divided into 5 charts. The first chart deals with the timeframe of the municipality's respective plans. It reveals that 69% of the respondents stated that municipal plans are for a duration of 5 years; 16% stated a duration of less than 5 years; and 15% N/A.

The second chart deals with whether the period of 5 years is a realistic timeframe for realising the municipal vision. It reveals that 70% of the respondents stated that 5 years is a realistic timeframe; as it is enough; 30% stated that 5 years is not a realistic timeframe due to poor management and lack of capacity; and 23% N/A.

The third chart deals with whether IDP and municipal interventions address the present or long-term future. It reveals that 50% of the respondents stated that the IDP and municipal interventions address past socio-economic injustices, whereas 15% were of the opinion that they address the future; 23% address both; and 23% NA.

The fourth chart deals with whether the municipality's vision/plan will be achieved by 2025. It reveals that 23% of the respondents stated that the municipality's vision/plan will not be achieved by 2025; 15% stated that vision/plan will be achieved by 2025; and 62% N/A.

The last chart deals with the respondents' proposed additional time for achieving the municipality's vision/plan. It reveals that 62% of the respondents proposed an additional time of 10-20 years due to limited infrastructure (dilapidation of roads and pipelines) and services (water and electricity); 8% proposed an additional time of 20-40 years; 15% proposed 50-100 years; 0% proposed 40-50 years; and 38% N/A.

4.4.3. Future Techniques

The charts below (see Figure 5.) present future techniques used during the formulation and continuity of Makhado municipality's IDP, sector plans or overarching development plans.

Figure 5 is divided into 5 charts. The first chart deals with the techniques employed in the formulation of Makhado municipality's respective plans. It reveals that 30% of the respondents stated that Visioning was employed in the formulation of the plans; 26% stated that Forecasting/Projection was employed; 22% stated Trend analysis was

employed; 11% stated Scenario development was employed; and lastly 11% stated Delphi survey was used.

The second chart deals with the process followed in formulating the vision. It reveals that 40% of the respondents stated that the vision is formulated in strategic meetings; 13% through public participation; 13% through political influence; and 34% N/A.

The third chart deals with the phase in which the vision statement was formulated. It reveals that 62% of the respondents stated that the vision statement was formulated during the initial phase; 0% stated it was formulated during the intermediate and ending phase; 38 % N/A.

The fourth chart deals with the vision's contribution towards Makhado local municipality's IDP, sector plans or overarching development plans. It reveals that 39% of the respondents stated that the vision had a positive contribution to the plans via guidance; 15% stated that the vision had a negative influence due to a contradiction between the vision statement and actual development; 46% is N/A.

The last chart deals with the proposed techniques to be used for municipal plans. It reveals that 25% of the respondents proposed Scenario development; 9% proposed Forecasting/Projection; 8% proposed Trend analysis; 8% proposed Delphi survey; and 50% N/A.

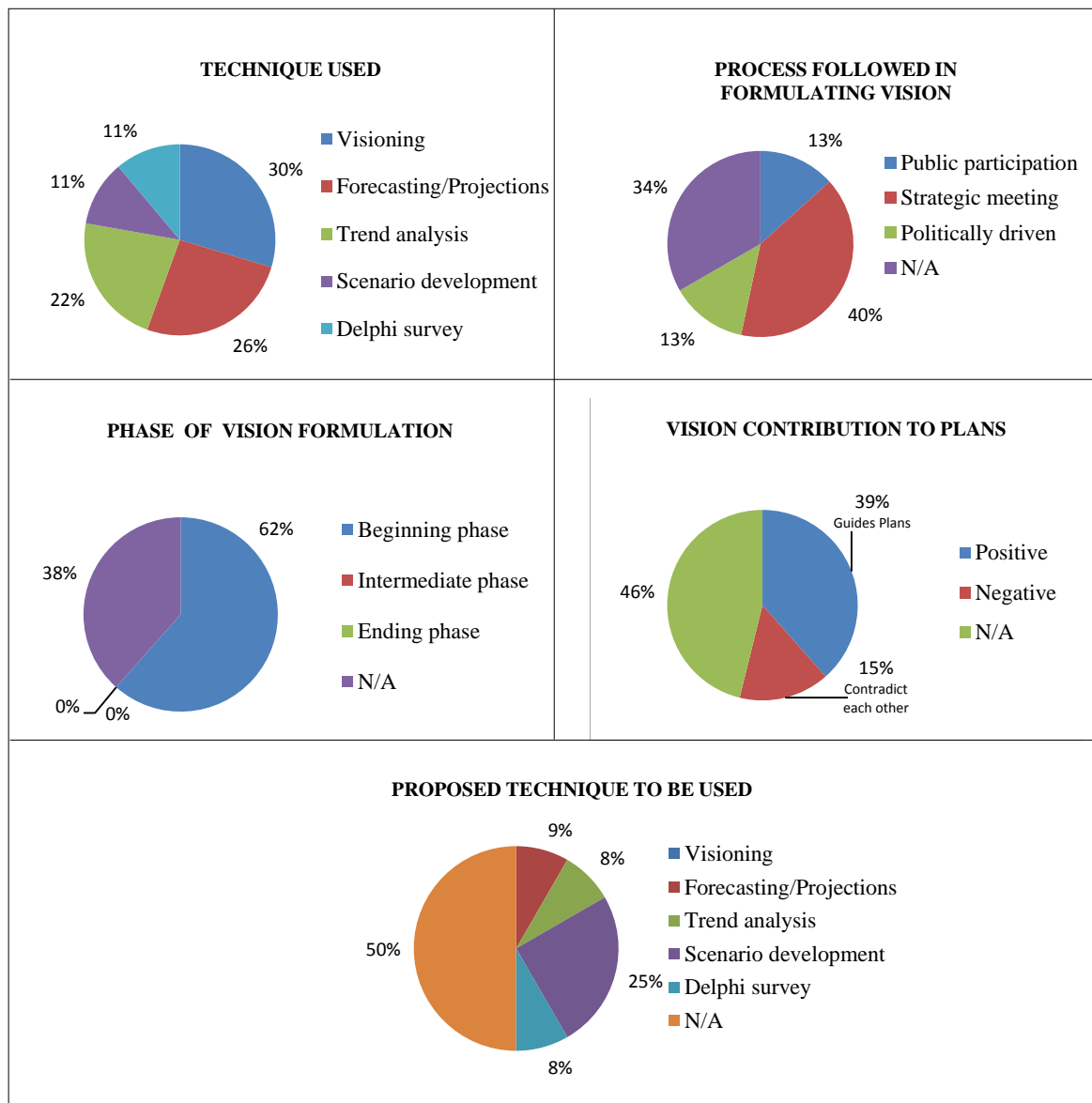


Figure 4: Future Techniques

4.4.4. Analysis of Makhado’s plan content

The table in this part of the segment present results obtained through content analysis of Makhado municipality’s Integrated Development Plan (IDP) (2015/16 Review); Local Economic Development Plan (2005); Operational Plan for LED projects (2015/16); Tourism Development & Marketing Plan; and lastly Makhado’s Spatial Development Framework (SDF) (2007).

In doing so the content was analysed base on the following: (i) the timeframes that were set for the respective plans; (ii) how the plans address the future; (iii) is the municipality’s long-term strategy aligned to the future as depicted in provincial and national planning documents; (iv) keywords in the respective plans; (v) future-oriented techniques which may have been used in the preparation of the plans; (vi) the phase in which one of the future-orientated techniques was used during plan formulation/compilation; and lastly (vii) the process followed when implementing the future-orientated technique.

Note: below are three institutional arrangements made up of the IDP Representative Forum that drives the IDP process; it consists of officials, public consultations and political representatives. Refer the institutional arrangements to ‘the process followed in implementing technique’ in the table below (see Table 4.). The relevance of the foregoing institutional arrangements is that, they were established to provide inputs in the IDP and as such may also assist the reader in better understanding the processes followed.

I. IDP Representative Forum

- The IDP representative forum is the structure which institutionalises and guarantees representative participation in the IDP process. The selection of members to the IDP representative forum is based on a criterion that ensures geographical and social representation. Additionally, the municipality also publishes a notice on an annual basis in the local newspaper to invite stakeholders to participate in the process. The institutional arrangement for the Forum is as follows:
 - Chairperson : Makhado Municipal Mayor
 - Secretariat : Members of the IDP steering
 - Members : Members of the executive committee, Councillors, Traditional leaders, Ward committee members, Heads of Departments and senior officials, Stakeholder representatives of organised groups, Stakeholder representatives of unorganised groups, Resource persons including provincial sector departments and the district municipality; and community representatives.

II. *Regional IDP Consultative Meetings*

Regional IDP Consultative meetings are decentralised units of the IDP Representative forum. They form the platform for more localised participation in the IDP process and are constituted by the various stakeholders forming part of the IDP Representative Forum. These consultative meetings resemble the IDP representative forum from a regional context. The institutional arrangement for the said consultative meetings is as follows:

- Chairperson : Portfolio Chairperson for Economic Development, Traditional Affairs and Planning
- Secretariat : Members of the IDP steering
- Members : Councillors, Traditional leaders, Ward committee members, Heads of Departments and senior officials, Stakeholder representatives of organised groups, Stakeholder representatives of unorganised groups, Resource persons including provincial sector departments and the district municipality; and community representatives.

III. *IDP Steering Committee*

The steering committee is a technical working team of dedicated heads of departments and senior officials who support the IDP manager to ensure a smooth planning process. The IDP manager is responsible for the process, but will often delegate functions to members of the steering committee. The following institutional arrangement exists within the Municipality.

- Chairperson : Municipal manager
- Members : Heads of Departments and Senior Officials
- Secretariat : IDP Manager/IDP Coordinator The elected council is the ultimate decision-making forum on IDP. The role of participatory democracy is to inform, negotiate and comment on those decisions, in the course of the planning process.

Table 4: Analysis of Makhado’s municipal plans

The table below presents the results obtained through content analysis of Makhado’s municipal plans

Content: Plan/ Strategy/	Time Frame	How Plan Address the Future	Reference to National/ Provincial Documents	Key Words	Techniques Used	Phase where Technique was Used	Process followed to implement Technique
Makhado Municipality Integrated Development Plan (IDP) (2015/16 Review)	5 years	<ul style="list-style-type: none"> - By ensuring effective utilisation of economic resources to addressing socio-economic imperatives through mining, tourism and agriculture. 	<ul style="list-style-type: none"> - Constitution of the Republic of South Africa (Act 108 of 1991) - Municipality Systems Act (Act 32 of 2000) - Municipal Finance Management Act (Act 56 of 2003) - White Paper on Local Government (1998) - National Development Plan (2011) - Limpopo Spatial Rationale, (2002) - Vhembe District Municipality SDF (2009) - Makhado Spatial Development Framework - The Reconstruction and Development Programme (RDP) 	<ul style="list-style-type: none"> - Vision - Mission - Strategies - Priorities - Plan - Objectives - Budget 	- Visioning	<ul style="list-style-type: none"> - Preparation of IDP: Phase one - Strategic Phase 	<ul style="list-style-type: none"> - IDP Representative Forum - IDP Steering Committee
					- Trend analysis	<ul style="list-style-type: none"> - SWOT analysis: Phase two 	<ul style="list-style-type: none"> - Comparison of data from the past four annual IDP reviews

Local Economic Development Plan (2005)	5 years	<ul style="list-style-type: none"> - By investigating the options and opportunities available to broaden the local economic base of the area in order to address the creation of employment opportunities and the resultant spin-off effects throughout the local economy. - By encouraging Sustainable Employment Creation. 	<ul style="list-style-type: none"> - Constitution of the Republic of South Africa (Act 108 of 1991) - White Paper on Local Government (1998) - Municipality Systems Act (Act 32 of 2000) - The Reconstruction and Development Programme (RDP) - Municipal Finance Management Act (Act 56 of 2003) - Municipal Infrastructure Grant (MIG) - National Strategy for The Development and Promotion of Small Businesses In South Africa - Integrated Sustainable Rural Development Strategy - Broad Based Black Economic Empowerment 	<ul style="list-style-type: none"> - Sustainable Growth Development Employment Facilitate 	- Visioning	- Preparation of IDP: Phase one	- Developed by important local stakeholders and by the local community
					- Trend analysis	- SWOT analysis: Phase two	- This step dealt with the undertaking of an economic and socio-economic evaluation of the larger region with the intention to compile a development perspective and identify trends. A detailed analysis of trends, growth rates, the potential for development, SMMEs, issues, problems, etc. formed the basis of this step.
Operational Plan for LED projects (2015/16)	Annual	<ul style="list-style-type: none"> - Through a short-term approach of implementing upcoming activities and events. 	<ul style="list-style-type: none"> - Municipal Infrastructure Grant (MIG) 	<ul style="list-style-type: none"> - Sustainability Development Promote Prepare 	- Trend analysis	- SWOT analysis: Phase two of the LED	- Refer to LED Strategy

Tourism Development & Marketing Plan	5 years	<ul style="list-style-type: none"> - By identifying development opportunities. - By creating benefits for local communities and entrepreneurs - Through Investment incentives and support systems 	<ul style="list-style-type: none"> - Limpopo Provincial Tourism Growth Strategy 	<ul style="list-style-type: none"> - Growth - Development - Investment 	<ul style="list-style-type: none"> - Trend analysis 	<ul style="list-style-type: none"> - SWOT analysis: Phase one 	<ul style="list-style-type: none"> - Consultative Process: Workshops for Ward Councillors and Operators. - Obtain a full understanding of the products and attractions - interviews with key role-players and stakeholders.
Spatial Development Framework (SDF) for Makhado Local Municipality (2007)	5 years	<ul style="list-style-type: none"> - Providing adequate, reliable and affordable access to services in accordance with sound social, economic and sustainable principles within the financial means of the Municipality - Attract investment into the area 	<ul style="list-style-type: none"> - Integrated Development Plan (IDP) Vhembe (2006/7) - Vhembe Spatial Development Framework (SDF) - Limpopo Spatial Rationale - Development Facilitation Act, 1995 (Act No. 67 of 1995) - White Paper on Local Government (1998) - The Land-Use Management Bill (2001) - Housing Act, 1997 (Act No. 107 of 1997) - National 	<ul style="list-style-type: none"> - Development - Strategies - Growth - Sustainability - Goal 	<ul style="list-style-type: none"> - Visioning - Trend analysis 	<ul style="list-style-type: none"> - Preparation of IDP: Phase one - Strategic Phase - SWOT analysis: Phase two 	<ul style="list-style-type: none"> - IDP Representative Forum - IDP Steering Committee (Same procedure as IDP) - Comparison of data from the past four annual IDP reviews - Note: Same procedure as IDP as Info was deduced from 2006/7 IDP.

			<p>Environmental Management Act, (1998)</p> <ul style="list-style-type: none">- White Paper On South African Land Policy, (1997)- National Heritage Resources Act, 1999 (Act No. 25 of 1999)				
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Given the results in the table above, it is evident that most if not all plans were/are within a five-year timeframe. Secondly, in addressing the future, the statements as well as keywords lean towards addressing the immediate and short-term future, rather than the required and necessary long-term future. It is only in the vision statement that the long-term future is addressed. Thirdly, the plans do refer to relevant national/provincial documents. Fourthly, Visioning and Trend analysis are two of the future-orientated techniques that were employed repeatedly, usually in the first and second phase. And lastly, in applying the techniques, the processes followed generally included meetings with a managerial official, politicians, important stakeholders and consultants. In other words, most of the plans followed a top-down approach.

4.5. DISCUSSION OF RESULTS

As mentioned in Chapter 1, planning in South Africa has become overwhelmingly concerned with the correction of past socio-economic and spatial injustices. As a result, it has stifled and even abandoned its role as a future-shaping profession. The former is not intended to rule out the current future-engaging efforts as witnessed via the Integrated Development Planning Plans and Process (idp/IDP). However, it is intended to question whether the said IDP and other strategies such as Urban Renewal/Regeneration, Local Economic Development (LED), and Development Goals/Strategies alone; are sufficient to proactively engage with the future.

The desired outcome of the study is to have a better understanding of the contemporary reality of planning in relation with its engagement to the future. As such, the above-presented results will be discussed subsequently. With the problem statement in mind, this segment will be divided into two parts: the first part discusses whether Makhado Local Municipality's planning systems, approaches and interventions are informed by a proactive engagement with the future. And the second part discusses the nature of that engagement.

4.5.1. Makhado's engagement with the future

Given the results, Makhado's engagement with the future is short-term. The five-year IDP period appears to set the precedent for most of Makhado's municipal development plans;

as they are more often than not implemented via the IDP's budget as well as timeframe. Aside from the 2025 vision statement, it is mostly when plans that are set for a particular IDP term are not completed on record time that development plans exceed the five-year period. Respondent 4 stated: the IDP is five-years but remember you find it continues. Currently, we are talking about projects that are going on. We are talking about the priorities that were left behind by the previous councillors and not fulfilled'. As discussed under Chapter 2, the phobia of engaging with the long-term future is reinforced by two interrelated phenomenon, Urgency of the Present and Short Election Cycles.

With the latter in mind, Sandercock (cited in Freestone, 2012:13) contends 'for politicians involved in urban governance, the greatest risk of all is to think beyond the short-term yet that is precisely what is necessary when the sustainability of cities is at stake'. Respondent 3 stated: 'the issue comes with the changing of council every five years. On top of that, there are other projects that are delayed and need to be pushed to the following term of IDP'. This becomes troublesome if and when the elected council has its own priorities that it wants to archive. With the urgency of the present in mind, Meng (2009:48) contends that 'planning has been reduced to solving today's problems rather than creating a vision of the future'. Couclelis (2005) adds that the nature of planning practice has become to address immediate challenges.

With the above in mind, the results reveal that 70% of the respondents were convinced that a five year period is enough to guide the 2025 vision. Respondent 8 stated: 'Yes five years is enough, but I think you also need to have a long-term plan as well especially on the growth; which we are probably failing at the moment. We don't even keep to that five-year plan. It's all okay to have a long term 10 or 50-year plan from now. But if you can't keep up with the five-year plan, I mean they can't even keep to just the first two years of the plan'. However, 62% believed there is a need for a 10 to 20 years' extension of time, due to limited infrastructure and services. Respondent 3 stated: 'I don't know, but what I know is that we lack the function and responsibility to be a city. If we can ensure that our infrastructure and services are in order, then we can start talking about being a city. So it might even take 100 years from now to archive that'. The foregoing views are an indication of the respondents' uncertainty of the future of Makhado. In view of this uncomfortable uncertainty, Abbott (2005) argues that there are two leading forms of

uncertainty: (i) the contextual-social (social well-being), economic (economic instability) and physical environment (spatial constraints); and (ii) the complication and process of the proposed planning intervention and mitigations; this remains true for Makhado.

50% of the respondents stated that the IDP and municipal interventions within Makhado tend to address past socio-economic injustices, while only 15% of the respondents stated that they address the future. In view of the preceding, Tewdwr-Jones (1999) states ‘planning sometimes conjures up an image of the abandonment of the past and not necessarily that of a pro-active future seeking and future-shaping profession’. Respondent 6 stated: ‘We are always addressing the past’. Respondent 8 continued: ‘Because there is a backlog, they are fixing the past and you can't really go into the future’. Respondents 4 added: ‘To be frank, we are behind planning, in other words, our plans are behind with what is happening on the ground. We are way much behind. We react to things that have already been done. You see, this is through people taking their own initiative of developing and all we can then do is formalise and regulate the development because they see our plans hesitating’. As such, planning has continued to perpetuate exaggerating the present, and therefore treating it as an emergency and feeling the need to ‘plan and implement as you go’. Unfortunately, in the process, the pivotal function of planning is ignored, which is planning for the future (Dalton, 2001). The foregoing also directly communicates to the urgency of the present.

Given the results presented above in Figure 4 (page 34) as well as Table 4 (page 39), it is evident that although short-term and narrow, there is indeed an engagement with the future as far as Makhado’s planning systems, approaches and interventions are concerned. Respondents 1 indicated: ‘In terms of the future it will be the five-year period, and in terms of the now, it is in terms of a particular financial year. For example, we are currently in the 2016/2017 financial year; so it is addressing the now. We have projects that are in the pipeline to be implemented between July this year and June next year, so that is now’. Respondent 4 adds: ‘Yah so in other words, we address the past and the present in order to address the future’.

Whether the above responses and understanding are informed by a proactive engagement with the future remains debatable. Serfontein & Oranje (2008:28) attempt to elaborate this

by contending ‘there is a deep disconnection between planning thought and the ‘real emerging’ spatialities of the 21st century’. Below is the second part of this segment which discusses the nature of Makhado’s engagement with the future.

4.5.2. Makhado’s nature of engagement with the future

Given the results Makhado’s nature of engagement with the future is more formative and theoretical than it is practical. In other words, the vision statement has been formulated together with its objectives. However, practically, the foregoing is as far as long-term engagement with the future goes, especially from a time-conscious perspective. The former can largely be related to the experience that Makhado’s officials had/have when facing socio-economic challenges and planning for the future. Consequently, 70% of respondents stated that their experience was negative due to insufficient budget, poor administration, community uncooperativeness, and political interference (see Figure 3.). Respondent 8 went as far as stating: ‘I don’t have anything positive to say’. In view of political interference, Mabin & Smit (1997) argue that planning as a profession has become a disappointing substitute for the existing practices desired by politicians. Jones (2003) adds; it has been reduced to a harmless low-key activity. Another thing is that when it comes to planning in a municipality, you need to understand that there is politics. Politics puts a lot of pressure on planning. Respondent 3 stated: ‘Another thing is that when it comes to planning in a municipality, you need to understand that there are politics. Politics are giving planning a lot of pressure. We as planners propose that development is done as such, but politicians overrule our proposals for their politician agenda. For instances, when you tell them that development in that area will hamper services and infrastructure, they do not care — they force matters’.

Moreover, although future techniques were/are employed in the formulation of Makhado’s municipal planning systems, their true potential is incompletely understood. This is largely due to the limited technical skills and contemporary planning education offered in universities as well as planning’s overall disengagement with the future. Consequently, Coetzee (2010) adds, urban planners will have to revisit the current focus of the planning system in an attempt to bring planning, not only back in the developmental arena, but also

to enhance its position as a developmental profession, let alone enhance its engagement with the future.

4.6.CONCLUSION

This chapter began with a brief overview of Makhado Local Municipality. It then documented the results obtained from the fieldwork study via semi-structured interviews. Subsequently, the obtained results were then first described and then visually presented in tables and charts. And lastly, with reference to the problem statement and research questions, the chapter concluded with an interpretation and discussion of the results. The following chapter concludes the entire study.

5. CHAPTER FIVE (5): CONCLUSION

5.1. INTRODUCTION

In concluding the study, this chapter summarises the overall study's main points. Secondly, the study's implications are discussed. Thirdly, it explicates the study's limitations. And lastly, it provides direction for further research.

5.2. OVERALL SUMMARY

Planning sadly finds itself hesitant in providing hope for a better future. Socio-economic and spatial segregation remains true in spite of the plethora of laws and programmes introduced since 1994. Planning in South Africa has become overwhelmingly concerned with rectifying past socio-economic and spatial injustices, to the point that it has stifled and even neglected its future-shaping role. This hesitancy is partly contributed to by: (i) constant political interference; (ii) legislation, policies, and programmes that are insufficient in provoking future-changes; (iii) reactive planning processes and systems that are incapable of proactively shaping the future; (iv) and broken promises.

The above-mentioned socio-economic inequality, injustice and spatial fragmentation have greatly been realised through apartheid led planning. Fortunately, the post-1994 dispensation brought with it a decentralised, democratic and interactive approach to governance and planning in and around municipalities. Strategic planning, Spatial planning, and Integrated Development Planning approach are a few examples.

Given the foregoing, there is a need to (re)merge futures studies with planning to make more informed planning decisions that proactively engage with the future. As such, (re)merging future studies with planning will: (i) enhance planning's ability to systematically create, test and explore possible as well as desirable futures, resulting in a more informed decision-making process; (ii) facilitate proactive planning through strategically anticipating, rather than strategically responding to changes and challenges; (iii) and lastly, planning will not only be informed by the future but will be more influential in shaping it.

A lot has been written about Integrated Development Planning and the problems in planning within South Africa, as well as planning's relationship with the future. However, the writings are mostly not focused on South Africa. There is a gap in planning's relationship with the future and South Africa's experience at a local level.

Similar in comparison, the study's results reveal that: (i) Makhado's engagement with the future is indeed short-term; (ii) the five year IDP period seems to set the precedent for most of Makhado's municipal development plans; (iii) and the future of Makhado is uncertain according to the interviewed participants. However, even though the plans are short-term and narrow, they do engage the future in as far as Makhado's planning systems, approaches and interventions are concerned. However, the engagement is not proactively informed by the future — it is more formative and theoretical than it is practical.

Lastly, according to the respondents, due to the limited technical skills and contemporary planning education offered in universities today, although employed in the formulation of Makhado's municipal planning systems, the true potential of future techniques is incompletely understood.

5.3.STUDY'S IMPLICATIONS

This study was about investigating whether planning at a municipal level, in this case, Makhado local municipality, engages with the future and, if so, how. As such the investigation has revealed that Makhado municipality's planners as well as their plans rarely engage the future. When they do, the engagement is short-term and narrow. As for the use of future-orientated techniques, they are not used in any planning strategies. If or when they are used, it is only during the analysis phase. Moreover, the investigation also revealed that Makhado municipality's planners and other role players are not skilled enough to proactively engage with the future, and as a result lack confidence in engaging with the future.

The abovementioned echoes Tewdwr-Jones and Meng's words: Planning has been reduced to a harmless low-key activity (Tewdwr-Jones, 2003); 'Planning has been reduced to solving today's problems rather than creating a vision of the future'. Meng (2009:48).

5.4. STUDY'S LIMITATIONS

The study sample comprised of 13 participants, therefore it was a very small proportion of Makhado local municipality's officials, politicians and residents. Because of this, they may not entirely represent the views of Makhado's population. Additionally, the sample was selected out of convenience; as such, the results may again not be generally applied to Makhado's larger population, only suggested. As such, the study's findings and conclusion should be approached with caution. Therefore, a similar research study with a much larger sample size may ensure a more representative generalisation of the findings of the study.

Most if not all the participants responded and communicated in Makhado's native language, which is tshi-Venda. As such, both questions and answers were translated from English to tshi-Venda during the interviews and also during the data recording and analysis. Additionally, the assumption was that the participants responded truthfully during the interview. The foregoing is due to the fact that their anonymity and confidentiality would be preserved and that the participants may have withdrawn from the interview at any time and with no ramifications.

There were also a few problems that were encountered during the use of a semi-structured interview. Open-ended questions may have encouraged participants to provide ambiguous or vague answers, as some of the future-orientated techniques are not generally understood. Moreover, participants may also not have understood the questions in the same way, therefore widening the scope of answers.

Lastly, the study was limited to the participants' knowledge, familiarity and direct experience with Makhado local municipality. As such, considering the aspect of implementation in as far as timeframes and future-orientated techniques are concerned, may reveal interesting findings.

5.5. DIRECTIONS FOR FURTHER RESEARCH

Planning was and is a fundamental tool in implementing change within South Africa's socio-economic and spatial dimension. However, post-1994 planning once again finds its self in the spotlight.

It is proposed for further research that; perhaps there is a need for a 'third paradigm shift' in South Africa's planning fraternity, 'A Cognitive Paradigm Shift'. The foregoing shift will investigate and deliberate on the planner's psychological and metaphysical aspect or ability, with the very same intended outcome of further (re)merging futures studied and planning from a cognitive approach. The former is to not only theoretically and practically (re)fuse planning with future studies, but to enable the planner to conceptually engage with the future. As a result, planning's sole purpose and mandate of providing hope of a better future might conceptually and practically be realised.

5.6. CONCLUSION

Planning challenges have evolved, a one size fits all solution that once made a difference has today become obsolete. Planning has evolved to a new age of uncertainty, an uncertainty that requires planners, as well as their strategies, approaches and interventions, to adapt towards the effective utilisation of future-orientated techniques.

In conclusion, planners are more than just passive observers; they need to (re)claim their role as future-shaping professions.

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