

Assessment of Public Participation Process in the Comprehensive Integrated Transport Planning Process of The City of Johannesburg: 2003-2013

by

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DECLARATION

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ABSTRACT

Since the dawn of the democratically elected government in 1994, the South African Government has put public participation at the centre of all the processes involved in government programmes. Sections 152 (1) (a) and (e) of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996), obliges municipalities to consult, involve and engage their communities in the decision-making process on matters that affect them directly, such as transport planning.

As a result, there is a need to develop transport planning systems that are in line with the principles of sustainable planning, which, among others, means collaborative planning and stakeholder involvement. Taking this into consideration, the planning process, particularly for the development of the Comprehensive Integrated Transport Plans, should place public participation at the centre of the decision-making process. This research assessed the process of public participation which was adopted by the City of Johannesburg during the development and review of its Comprehensive Integrated Transport Plans between 2003 and 2013.

The main focus of the study was to identify the strategies which were used, for example, to inform the stakeholders about the process of the public participation, how the strategies were implemented and to assess the methods used to capture and address the views of the stakeholders. Though there are no comprehensive guidelines for conducting public participation, particularly for Comprehensive Integrated Transport Planning, provisions for public participation made in different pieces of South African legislation were used as reference points to provide a general framework.

In order to complete the study, the researcher adopted a qualitative approach. The study area was the City of Johannesburg and the population sample was selected from the transport stakeholders who were drawn from the registers of the public participation sessions which were held during the establishment and review of the 2013 Comprehensive Integrated Transport Planning in the City of Johannesburg.

The researcher targeted the participants who were available and willing to participate in the study. The sampling procedure was accidental. Review of records and

interviews were the two methods which were used for data collection. Interviews were conducted with officials from the City of Johannesburg, the public sector and private sector stakeholders.

The study revealed that the City of Johannesburg conducted public participation during the development and review of the Comprehensive Integrated Transport Planning. Main findings indicated that the City of Johannesburg engaged the communities through meetings as the only strategy implemented for the public participation process. The study recommends alternative strategies and approaches to the City of Johannesburg for the improvement of future implementation of the public participation process. These include the use of information and communication technology (ICT) infrastructure, social media platforms, the development of a citizen “report card” to capture responses and to provide feedback to stakeholders after the participation process is concluded.

OPSOMMING

Sedert die aanbreek van die demokraties verkose regering in 1994 het die Suid-Afrikaanse regering openbare deelname sentraal geplaas in alle prosesse wat by regeringsprogramme betrokke is. Artikels 152 (1) (a) en (e) van die Grondwet van die Republiek van Suid-Afrika, 1996 (Wet No. 108 van 1996), verplig munisipaliteite om hul gemeenskappe te raadpleeg, te betrek en betrokke te maak by die besluitnemingsproses oor sake wat hulle direk beïnvloed, soos vervoerbeplanning.

Hierdie lei tot 'n behoefte aan die ontwikkeling van vervoerbeplanningstelsels wat ooreenstem met die beginsels van volhoubare beplanning, wat onder andere samewerkende beplanning en betrokkenheid van belanghebbende insluit. Dit beteken dat die beplanningsproses openbare deelname sentraal binne die besluitnemingsproses moet plaas, veral in die ontwikkeling van Omvattende Geïntegreerde Vervoerplanne. Hierdie navorsing het die proses van openbare deelname wat deur die Stad Johannesburg tydens die ontwikkeling en hersiening van sy Omvattende Geïntegreerde Vervoerplanne tussen 2003 en 2013 toegepas is, beoordeel.

Die fokus van die studie was om die strategieë te identifiseer wat gebruik is om die belanghebbendes oor die proses van openbare deelname in te lig, hoe die strategieë geïmplementeer is, en die metodes wat gebruik is om die belanghebbendes se sienings te bekom en aan te spreek. Alhoewel daar geen omvattende riglyne vir die uitvoering van openbare deelname bestaan nie, veral nie vir omvattende geïntegreerde vervoerbeplanning nie, is bepalings vir openbare deelname in verskillende stukke Suid-Afrikaanse wetgewing as verwysingspunte gebruik, om 'n algemene raamwerk te verskaf.

Die navorser gebruik 'n kwalitatiewe benadering ten einde die studie te voltooi. Die studiegebied was die Stad Johannesburg en die steekproef is gekies uit die vervoerbelanghebbendes wat uit die registers van die openbare deelname-sessies wat tydens die stigting en hersiening van die Uitgebreide Geïntegreerde Vervoerbeplanning van 2013 in die Stad Johannesburg gehou is.

Die navorser het deelnemers geteiken wat beskikbaar en bereid was om aan die studie deel te neem. Die steekproef procedure was per toeval. Twee metodes, naamlik 'n oorsig van rekords en onderhoude word vir data-insameling gebruik . Onderhoude is gevoer met amptenare uit die Stad Johannesburg, die openbare sektor en die belanghebbendes in die privaatsektor.

Die studie vind dat die Stad Johannesburg openbare deelname gedurende die ontwikkeling en hersiening van die Omvattende Geïntegreerde Vervoerbeplanning onderneem het. Die belangrikste bevindingis dat die Stad Johannesburg gemeenskappe deur middel van vergaderings betrek het as die enigste strategie vir die openbare deelnameproses. Die studie beveel alternatiewe strategieë en benaderings vir die Stad Johannesburg aan ten einde die toekomstige implementering van die openbare deelnameproses te verbeter. Dit sluit in die gebruik van inligting- en kommunikasietegnologie-infrastruktuur (IKT), sosiale media platforms. die ontwikkeling van 'n burgerlike “verslagkaart” om insette te vervat en terugvoering aan belanghebbendes na afloop van die deelnameproses.

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I pay gratitude to the City of Johannesburg officials for assisting me with the required documents and information.

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DEDICATION

This work is dedicated to my great-grandfather Prince Seraki Mampuru 1, my grandfather Leshata Jack Phala and my grandmother Makopi Stephina Phala.

“Phala matata a mallega, wa go itata a sa itatele, a tatela Kgosi Tshwaana mmoloka batho”

“Ke Seraki sa kgala ntlola makwa,”

NGWATO!!!

CONTENTS

DECLARATION	II
ABSTRACT	III
OPSOMMING	V
ACKNOWLEDGEMENTS.....	VII
DEDICATION.....	VIII
LIST OF TABLES	XIII
LIST OF FIGURES.....	XIII
LIST OF ACRONYMS AND ABBREVIATIONS	XV
CHAPTER 1: OVERVIEW OF THE STUDY	1
<i>1.1. INTRODUCTION.....</i>	<i>1</i>
<i>1.2. BACKGROUND AND MOTIVATION.....</i>	<i>5</i>
<i>1.3. PROBLEM STATEMENT AND RESEARCH QUESTION.....</i>	<i>8</i>
1.3.1. Problem statement	8
1.3.2. Research question.....	9
<i>1.4. AIM AND OBJECTIVES OF THE STUDY.....</i>	<i>10</i>
1.4.1. Aim of the study.....	10
1.4.2. Objectives of the study	11
<i>1.5. RESEARCH METHODOLOGY.....</i>	<i>11</i>
1.5.1. Research design.....	11
1.5.2. Study population, sample and sampling procedure	11
1.5.3. Data collection	12
1.5.4. Data Processing and Analysis	14
1.5.5. Ethical consideration	14
<i>1.6. OVERVIEW OF CHAPTERS</i>	<i>15</i>

CHAPTER 2: APPROACHES AND STRATEGIES FOR PUBLIC PARTICIPATION IN TRANSPORT PLANNING.....	16
2.1 INTRODUCTION	16
2.2. PUBLIC PARTICIPATION APPROACHES AND STRATEGIES.....	16
2.2.1. Public Participation: Definition and Context	16
2.2.2. Approaches and methods of public participation	19
2.2.3. Values and levels of public participation	20
2.2.3.1. Values of public participation	20
2.2.3.2. Levels of public participation	21
2.3 CATEGORIES AND STRATEGIES OF PUBLIC PARTICIPATION.....	23
2.3.1. Categories of public participation.....	23
2.3.2. Strategies of public participation	25
2.4. TRANSPORT PLANNING	33
2.4.1. Road Transport in the City of Johannesburg	34
2.4.2. Rail transport in the City of Johannesburg	34
2.4.3. Aviation service in the City of Johannesburg	34
2.4.4. Non-motorised, two and three-wheeler (TUK TUKS) transport system in the City of Johannesburg.....	35
2.4.5. Travel patterns in the City of Johannesburg	35
2.5. PUBLIC PARTICIPATION PRINCIPLES AND APPROACHES ADOPTED IN TRANSPORT PLANNING	41
2.5.1. Stakeholders in transport planning	41
2.5.2. Principles for urban planning	43
2.5.3. Benefits of public participation in transport planning: international case studies	46
2.5.3.1 Public participation strategies used in Ahmedabad (India).....	49
2.6 CONCLUSION	53
CHAPTER 3: LEGAL MANDATE FOR THE PUBLIC PARTICIPATION PROCESS IN SOUTH AFRICA’S TRANSPORT SYSTEM	55
3.1. INTRODUCTION	55

3.2. PUBLIC PARTICIPATION REQUIREMENTS FROM POLICIES /ACTS FOR LOCAL GOVERNMENT	55
3.2.1. <i>Constitution of South Africa (1996)</i>	55
3.2.2. <i>Local Government — Municipal Structures Act (117 of 1998)</i>	56
3.2.3. <i>Local Government: Municipal Systems Act (32 of 2000)</i>	57
3.2.4. <i>Local Government: Municipal Planning and Performance Management Regulations, 2001</i>	59
3.3. TRANSPORT PLANNING FROM POLICIES AND ACTS	59
3.3.1. <i>White paper on National Transport Policy (1996)</i>	59
3.3.2. <i>National Land and Transport Act (5 of 2009)</i>	61
3.3.3. <i>National Land and Transport Regulations (Act 5 of 2009)</i>	65
3.3.4. <i>Infrastructure Development Act (23 of 2014)</i>	66
3.3.5. <i>Spatial Planning and Land Use Management Act (16 of 2013)</i>	66
3.4. Guidelines for the Development and Implementation of the Transport Systems in South Africa	68
3.4.1. <i>Public Transport Strategy for South Africa (2007-2020)</i>	68
3.4.2. <i>National Development Plan 2011</i>	69
3.4.3. <i>Integrated Urban Development Framework (IUDF) — New Deal for South African Cities and Towns</i>	70
3.4.3.1. <i>Policy Lever 1: Integrated Transport and Mobility</i>	70
3.4.3.2. <i>Policy Lever 2: Integrated Urban Infrastructure</i>	71
3.4.3.3. <i>Policy Lever 3: Empowered Active Communities</i>	71
3.4.4. <i>National Land Transport Strategic Framework (2017-2022)</i>	73
3.5. TRANSPORT PLANNING IN GAUTENG	74
3.5.1. <i>Gauteng Transport Infrastructure Amendment Act (6 of 2003)</i>	74
3.5.2. <i>Gauteng 25-year Integrated Transport Master Plan (2013)</i>	74
3.5.3. <i>Gauteng Land Transport Framework (2009-2014)</i>	76
3.6 REQUIREMENTS FOR CITP AS IMPLIED IN THE REVIEWED POLICIES AND ACTS	77
3.7. SUMMARY	79

CHAPTER 4: PUBLIC PARTICIPATION APPROACH FOR THE COJ CITP DEVELOPMENT AND REVIEW	80
4.1. INTRODUCTION	80
4.2. DESCRIPTION OF THE CASE STUDY.....	80
4.2.1. Demographic data and spatial distribution	80
4.2.2. Socio-economic trends.....	82
4.2.3. Transport Infrastructure.....	83
4.2.4. Travel patterns, car ownership and usage of public transport in the CoJ	85
4.3. RESEARCH DESIGN	86
4.4. RESEARCH METHOD.....	86
4.5. LIMITATIONS OF THE STUDY	89
4.6. Findings from the official RECORDS	89
4.7. INTERVIEW DATA	92
4.8. SUMMARY.....	107
CHAPTER 5: FINDINGS, RECOMMENDATIONS AND CONCLUSION.....	108
5.1. INTRODUCTION	108
5.2. FINDINGS.....	108
5.2.1. Research objective 1.....	108
5.2.2. Research objective 2.....	110
5.2.3. Research objective 3.....	112
5.2.4. Research objective 4.....	114
5.3. LIMITATIONS OF THE STUDY	115
5.4. CONCLUSION	115
APPENDIX A: INTERVIEW GUIDE	129
APPENDIX B: INTRODUCTORY LETTER	133

LIST OF TABLES

Table 2.1: Four approaches of public participation (Thornhill)	19
Table 2.2 Strategies of public participation (Theron and Mchunu)	25
Table 2.3 Strategies of public participation (Thornhill, Theron and Mchunu)	31
Table 5.1: Number of participants, sectors and gender	93
Table 5.2: Participants per sector representatives	94

LIST OF FIGURES

Figure 2.1: Arnstein’s ladder of Citizens	22
Figure 2.2: Public participation pyramid	45
Figure 2.3 Customer Relationship Management Platform	53
Figure 3.1 Minimum Contents of Comprehensive Integrated Transport Plan	63
Figure 4.1 City of Johannesburg Map	81
Figure 4.2 Gender representative	93
Figure 4.3 Strategies used during implementation of public participation	95
Figure 4.4 Invitation to public participation meetings	96
Figure 4.5 Result depicting where public participation took place	97
Figure 4.6 Results depicting days and times of the public participation meetings	98
Figure 4.7 Results depicting how CoJ invited the participants	99

Figure 4.8 Response relating to sign language	100
Figure 4.9 Response relating to capturing of stakeholders' inputs	101
Figure 4.10 Feedback provision response	102
Figure 4.11 Response for analysis and comments captured.....	103
Figure 4.12 Adherence to legislative requirements	105
Figure 4.13 Invitations to public participation meetings.....	106
Figure 4.14 Response to CoJ staff participation.....	107

LIST OF ACRONYMS AND ABBREVIATIONS

CITP	Comprehensive Integrated Transport Plan
COE	City of Ekurhuleni
CoGTA	Cooperative Governance and Traditional Affairs
CoJ	City of Johannesburg
DoT	Department of Transport
DPLG	Department of Provincial and Local Government
GDRT	Gauteng Department of Roads and Transport
IAPP	International Association for Public Participation
IDP	Integrated Development Plan
ITP	Integrated Transport Plan
MEC	Member of Executive Council
NDP	National Development Plan
PP	Public Participation
SDF	Spatial Development Framework

CHAPTER 1: OVERVIEW OF THE STUDY

1.1. INTRODUCTION

Transport systems have for many decades been closely linked to socio-economic development (Canitez, 2019:01) in developed and developing countries. However, transportation is synonymous with traffic congestion, fatalities and injuries, environmental pollution and energy consumption (Moradi and Vagnoni, 2018:231). Most of these are experienced in urban areas, particularly big cities such as Johannesburg, which are highly dependent on automobile for transportation of good and movement of people (Canitez, 2019:01). This is a serious concern because in 2018, 55% of the world's population was living in urban areas compared to 30% in 1950. Additionally, it is projected that by 2050, 68% of the population will be residing in urban areas (UN, 2018), thus aggravating the situation.

Farmer, Frojmovic, Hague, Harridge, Narang, Shishido, Siegel, Taylor, Vogelij (2006:01) warned that if urban areas do not become more sustainable, the likelihood of experiencing persistent and unamenable long-term devastating environmental and socio-economic impacts is high. Moreover, if the current urbanization trends go unmonitored, urban poverty will become 45-50% by 2020. In order to keep the situation under control, there is a need for planning, which embraces the needs of poor peoples, is proactive, considers sustainability by supporting citizen's wellbeing, economic development and environment (Farmer et al.2006:02)

More importantly, the planning process should be inclusive of all interested and affected parties, such as community, government, private sector, non-governmental organisations, labour representatives and civic organisations. However, their inclusions the affected communities, should ensure that they participate meaningfully because nowadays public participation is an essential part of the planning process in the modern democracy, to an extent that its lack would lead to distrust and suspicion of the government by community (Dell, Ibeas, de Oña, J. and de Oña, R, 2017:33)

In South Africa, public participation is closely linked with the Integrated Development Planning (IDP) process, which is defined in section 35 of the Municipal Systems Act (No 32 of 2000) as the "the "principal strategic planning instrument which guides and

informs all planning, and development, and all decisions with regard to planning, management and development, in the municipality” (Republic of South Africa, 2000).

In terms of the IDP Guide Pack 1 by the Department of Provincial and Local Government (DPLG, 2001: 38), apart from being an interaction between local government and citizens, public participation is also necessary to:

- ensure that development responds to the needs and problems of the citizens;
- ensure that local authorities develop sustainable solutions which are relevant to their endemic challenges. Local authorities should make use of local and indigenous knowledge and experiences of its citizens;
- engender a sense of ownership in the local communities by using local resources and prioritising local initiatives; and
- promote transparency and accountability of local government, by opening a space for all concerned to negotiate different interests (DPLG, 2001: 38).

Public participation is one of the terms planners use for gathering information from the public. Other terms include public involvement, public outreach, public engagement (USA Department of Transportation, 2015:124) and stakeholder consultation (Department of Transport, 2014:3). Though these terms are being used interchangeable, their focal point is about affording stakeholders the opportunity to take part in the decision-making process regarding local government matters, including matters related to transport systems (USA Department of Transportation, 2015:186).

Transport planning is one of the most complex policy domains and not a straightforward process. Hence, public participation in transport planning is undertaken through various means (e.g., information sharing through discussion and seeking opinions and inputs) to address specific aspects of the transport plans, such as travel trends (Booth & Richardson, 2001:147), transport modes, infrastructure and services. The United Nations Human Settlements Programme (UN Habitat) (2015) has developed a set of international guidelines on urban and territorial planning which covered stakeholder consultation and transport planning.

The document highlights the fact that spatial plans should be elaborated in a participatory way and their various versions made accessible and user-friendly, so that they are easily understood by the population at large. Similarly, the United Kingdom's Department of the Environment, Transport and the Regions (DETR), (1999) developed a guideline document for public participation in relation to transport planning (Bickerstaff, Tolley, and Walker, 2002:61). The document outlines the core principles which incorporates the aspects of inclusivity, openness, interaction, continuation and feedback. Furthermore, the document emphasizes that participation should be implemented at the beginning of any transport planning initiative to give all the stakeholders sufficient time to give valuable inputs (Bickerstaff *et al.*, 2002:64). Stakeholders may fall within the following categories: transport services providers; businesses and individuals using transport services (IHT, 1996; Bickerstaff, Tolley and Walker, G., 2002:62).

Due to complexity of transport planning, it is mostly a challenge to ensure that all the stakeholders, particularly the communities or targeted groups, are afforded the opportunity to participate meaningfully (USA Department of Transportation, 2015:227). This becomes more challenging when this exercise is conducted within a city that has completely different spatial characteristics and among stakeholders with different socio-economic, cultural and racial background, such as the City of Johannesburg.

The UN Habitat guideline (2015:24) advocates that stakeholder participation should be part of the entire planning systems (and that municipalities should work with all the key stakeholders to develop plans that incorporate inclusive and cohesive development scenarios, which are reflective of demographic, socio-economic and environmental trends, that considers fundamental linkages between land use and transport. Civil society organizations and their associations should take part in the development of the overall spatial vision and the prioritization of projects resulting from a participatory process encompassing consultations between all relevant stakeholders and spearheaded by public authorities closest to communities. The same goes for the planning professionals and their associations, who carry the mandate to develop new

tools and transfer knowledge to broader stakeholder networks that promote strategic, integrated and participatory planning (UN Habitat, 2015:24-26).

Although these guidelines do not provide the step by step stakeholder consultation process, they however indicate the key stakeholders, the role they should play and the critical aspects which the planning should consider. These aspects provided a basis for the assessment of stakeholder consultation during the development of the CITP in the City of Johannesburg.

In most cases, stakeholders are eager to participate in transport planning matters, however, they are sometimes not well vested with the processes which would enable them to participate meaningfully and influence the decisions (USA Department of Transportation, 2015:107). Many people lack experience regarding public participation even though they have important unspoken issues that should be heard (USA Department of Transportation, 2015:30).

Sometimes, communities are also unaware of transportation proposals that could dramatically change their lives. Notably, members of the public are a significant factor in adding value during transport planning for the improvement of transport systems due to their inherent knowledge and vested interest in their area (USA Department of Transportation, 2015:3035). However, authorities should give them enough opportunity and create an enabling platform to participate meaningfully.

It is therefore the responsibility of the authorities, which in this case is the City of Johannesburg, to ensure that all the key stakeholders are identified, informed in time about their intentions to embark on the stakeholder consultation process, and that the process is explicitly outlined in such a manner that befits the diverse characteristics of their citizens, particularly the poor, marginalized and disadvantaged groups, including those with special needs. As a result, it is very important to implement a combination of various techniques which are critical in ensuring effective public participation processes that would satisfy the interests of the stakeholders and objectives of the transport plan (Ithaca-Tompkins County Transportation Council, 2007:5). The following critical factors and fundamental aspects of public participation should be

considered during transport planning and they formed the cornerstone of this research study.

The critical factors in the quality of transport planning processes are: the inclusion or exclusion of the public; the timing of public involvement in the process; and the boundaries of debate (Booth & Richardson, 2001:148). These factors help to ensure that the planning process is meaningful and yield the desired results by allowing the key stakeholders, particularly the affected communities, to participate from the beginning of the planning process to the end and confining the interactions and debates to priority issues. On the other hand, the fundamental aspects of public participation are that, the process should embrace new ideas and knowledge; expand the range of options, verify and confirm the evidence provided by stakeholders and their positions; and resolve uncertainty and conflict (Booth & Richardson, 2001:148).

1.2. BACKGROUND AND MOTIVATION

Transport is critical for sustainable development particularly poverty alleviation and integrated spatial development (Department of Transport (DoT), 2007:3). Transport planning is an activity that is undertaken globally to ensure acceptable transport systems exist.

Transport plans, just like the National Spatial Development Plan (NSDP) and Integrated Development Plans (IDPs), are some of the key enabling tools necessary to support nodal and linkage development in urban and rural areas (Department of Transport, 2007:3). Comprehensive Integrated Transport Plans (CITPs) could help to: identify and prioritise needs for transport infrastructure and service improvements, meet community needs and achieve government objectives (Australian Department of Transport, 2012:1).

A Comprehensive Integrated Transport Plan (CITP) is part of urban and territorial planning whose main purpose is to reconfigure and adapt the nature and functioning of cities to propagate economic growth, employment, prosperity while meeting the needs of the poor and vulnerable, underserved or marginalized population groups (UN Habitat, 2015:02). Urban and territorial planning can be defined as “a *decision-*

making process aimed at realizing economic, social, cultural and environmental goals through the development of spatial visions, strategies and plans and the application of a set of policy principles, tools, institutional and participatory mechanisms and regulatory procedures” (UN Habitat, 2015:02).

For instance, at a metropolitan level such as the City of Johannesburg, a plan such as the CITP could foster economic growth by supporting and promoting regional economies of scale, increasing productivity and prosperity, ensuring strong linkages between urban and rural areas. This will, increase resilience, enhancing mitigation of, and adaptation to impacts of climate change, reducing disaster vulnerabilities and risks, as well as intensity in the use of energy, addressing social and settlement disparities and promoting territorial cohesion and synergies in the region (UN Habitat, 2015:02).

Municipalities should develop CITPs that promote the use of non-motorized transport and public transport (UN Habitat, 2015:23) to reduce air pollution and the effect of climate change. In 2014, the National Department of Transport published minimum requirements and guidelines for the preparation of Comprehensive Integrated Transport Plans (CITPs) in terms of Section 36(1) of the National Land Transport Act (5 of 2009) (RSA, 2009; DoT, 2014:1).

In terms of these minimum requirements, all metropolitan municipalities are required to prepare CITPs; (DoT, 2014:5). CITPs must contain a long-term component, which identifies the long-term vision and objectives for the transport system in the region, and the strategy for developing the transport system over time to achieve the set objectives (DoT, 2014:6-7). The minimum frequency regarding the preparation of CITP, as set out in the requirements, is five years (DoT, 2014:10). The CITP must be updated annually and must become part of the Integrated Development Plans (IDPs) of the applicable metropolitan municipality (DoT, 2014:10). One of the minimum requirements is for each CITP to have a chapter on stakeholder consultation (DoT, 2014:15).

Public participation becomes an integral part of the CITP process. The relevant policy framework and relevant legislations are discussed in detail in chapter 3 of the study and clearly presents a requirement for the inclusion of “stakeholder consultation” in the minimum contents of CITP (Department of Transport, 2014:3). There are different interpretations as to how the public participation process must be implemented, as the complex nature of the South African population, demographics and history does not provide room for a “one size fits all” scenario. South African municipalities and other spheres of Government tend to use legislative provision made in different pieces of legislation, such as the National Constitution (Republic of South Africa (RSA), 1996) and the Municipal Systems Act (RSA, 2000). Such pieces of legislation do not provide a comprehensive guidance but only offer shallow indicators with regard to matters such as language use, communication and media, among other. Though a guideline template has been developed for use by municipalities to draft their CITP, this template merely indicates that a section on public participation must be included in the CITP, the process through which it has to be conducted is not indicated. The task is left for municipalities to decide on the approach they could implement for public participation when developing and reviewing their respective CITPs. This results in a variety of approaches in practice, which present challenges with regard to the assessment of the relevance and appropriateness of an adopted public participation process within a specific context.

Two case studies serve well to demonstrate how municipalities use their discretion to solicit public participation in the drafting of the CITP. The City of Tshwane had its own public participation strategy which was revised in 2015 to be aligned with the Gauteng Government’s CITP regulations (Gauteng Provincial Department of Roads and Transport, 2015:163-164). The City of Tshwane utilised the services of an external service provider when conducted stakeholder consultation. In contrast, the City of Cape Town internally established multiple structures to address the stakeholder consultation process in relation to CITP. Though the purpose of both municipalities were the same, the adopted strategies may lead to different results and it is difficult to assess their relevance and appropriateness to the specific context on a comparative basis.

These scenarios, which the author views as having deficiencies, triggered curiosity and questioned the efficiency of the stakeholder consultation process in the development of a CITP and subsequent review by the City of Johannesburg. This study investigates the stakeholder consultation process followed by the City of Johannesburg during the development and review of its CITP. The purpose is to identify, summarise and critique the stakeholder consultation strategies applied by the City of Johannesburg in terms of its strengths and limitations.

1.3. PROBLEM STATEMENT AND RESEARCH QUESTION

1.3.1. Problem statement

Since the dawn of a democracy in 1994, the South African government has put public participation in the centre of all government programmes and governance. There are legislative and guiding policies and documents, that provides legislative and other measures in an attempt to ensure that efficient and effective public participation processes are implemented in all government initiatives and programmes. Including among others, the development of Integrated Development Plans, National Rural Development Strategy, Local Economic Development Plans, Integrated Waste Management Plans and the Integrated Transport Plans.

In terms of the Integrated Transport Plans, the legislation does provide generic guidelines in terms of public participation, thus resulting in the adoption of different approaches by municipalities to engage the public. This makes it difficult to compare practices across municipalities and necessitate a study to determine the relevance and appropriateness of the adopted public participation process within a specific context. Improper public participation processes may mean that some of the stakeholders may be excluded from participating, or valuable inputs or viewpoints are not captured and not reflected in the adopted CITP. This is worth being mindful of, given the argument advanced by (Tsheola, Ramonyai and Segage, 2014:394) that participation always has contextual connotation because of its connectedness to several variables such as opinions, personalities, beliefs, attitudes, wants, needs and means, values, interests and social structure connections, as well as competence or incompetence.

Given the diversity of the groupings of the inhabitants of the City of Johannesburg, it is important to determine how public participation processes for the development and review of the Comprehensive Integrated Transport Plan were conducted with different stakeholders, who are unique in terms of settlement patterns, cultural belief and practices, who also have different needs and with different academic backgrounds.

Public participation in service delivery planning should manifest in implementation activities to signal “people power”, “popular control” and “political equality” as well as to demonstrate that “democracy is at work” (Tsheola, Ramonyai and Segage, 2014:396). It is important to assess how public participation was conducted during the development of the first Comprehensive Integrated Transport Plan in the City of Johannesburg Metropolitan Municipality and the four subsequent updated plans (i.e., 2003, 2006, 2007 and 2013)

It is against this background relating to the population and diversity of the transport stakeholders that the study intended to assess how public participation was effected during the development and subsequent review processes of the Comprehensive Integrated Transport Plan in the City of Johannesburg, with a view to identify areas that need improvement and thus put some suggestions forward which would subsequently ensure better public participation processes with regard to the development and/or subsequent review of the Comprehensive Integrated Transport Plan for the City of Johannesburg.

1.3.2. Research question

In an attempt to address potential gaps in public participation processes, particularly in the development of integrated transport plan, this study critically identified, summarised and critiqued the stakeholders consultation approach adopted by the City of Johannesburg in the revisions of the CITP in terms of its strength and limitations, and offer recommendations for improved public participation practice in future revisions of the CITP.

Whereas the minimum requirements and guidelines published by the National Department of Transport in 2014 are obliging all the Metropolitan municipalities to develop CITP and to include a chapter on stakeholder consultation without giving the specific framework of the contents thereof, the following research question was formulated:

- How was the stakeholder consultation process conducted during the development and review of the CITP for 2013 in the City of Johannesburg, including the specific strategies that were adopted to engage the public?
- What alternative stakeholder participation strategies can be employed by the City of Johannesburg to strengthen the public participation process in the development and review of future CITP?

The researcher is mindful of the fact that the CoJ started engaging in the process of developing the CITP back in 2003 through to 2013, way before the publishing and implementation of the minimum requirements and guidelines by the National Department of Transport. This provided an ideal situation for the assessment of the public participation process with and without mandatory conditions.

1.4. AIM AND OBJECTIVES OF THE STUDY

1.4.1. Aim of the study

The aim of the study is to critically analyse the strategies which have been used for public participation, particularly in relation to the development of comprehensive integrated transport plan within the City of Johannesburg. Basically, this study intends to assess how public participation was effected during the development of the first Comprehensive Integrated Transport Plan in the City of Johannesburg and four subsequent updated plans (i.e., 2004, 2006, 2007 and 2013) (City of Johannesburg, 2013). It is expected that the assessment would help identify areas that need improvement. Subsequently, some suggestions would be put forward to ensure better public participation strategies with regard to the development or review of the CITP in the City of Johannesburg.

1.4.2. Objectives of the study

The objectives of the study were:

- To review alternative public participation approaches strategies and techniques with specific reference to transport planning,
- To outline legislative requirements of CoJ to public participation, with specific focus to participation in transport planning
- To assess the public participation process and strategies adopted by the CoJ in the development and review of the CITP over 2003 - 2013
- To offer recommendation for an improved public participation process in future transport planning of the CoJ

1.5. RESEARCH METHODOLOGY

1.5.1. Research design

This research is a case study design that analyse the relevance and appropriateness of the public participation approach adopted by the City of Johannesburg in the review and development of the CITP over the period 2003-2013. Babbie and Mouton (2014:74) define research design is a plan or blue print of how you intend conducting the research. According to (Burns and Grove,2003;195) research design is blue print for carrying out factually valid research. Research design is in line with the desirable outcome of the project. Research question – outline how data was collected, the area of the study and the population sample selected. Case studies tend to be descriptive in nature, entailing quantitative or qualitative aspects in the case of this research, the focus was on the assessment of the implementation of the public participation process, which was expected to yield more qualitative results. Sreejesh, Mohapatra, and Anusree (2014:58).

1.5.2. Study population, sample and sampling procedure

The case study focused on available documentation on the public participation processes, supplemented by individual interviews with respondents from various stakeholders, including transporters, commuters and administrators of transport matters within the City of Johannesburg. Due to time and financial constraints, stakeholders that represent the transport community were identified from the

attendance registers of the public participation sessions which were conducted during the establishment and review of CITP in the City of Johannesburg.

1.5.3. Data collection

Data collection was rolled out in two (02) approaches, first, review of records or documents which contained information related to public participation processes. This provided proof of evidence and determine the extent of coverage of the principles of public participation at different stages of the Comprehensive Integrated Transport Planning development). Furthermore, structured in-depth interviews were conducted with fifteen (15) participants. The sample of fifteen (15) respondents were identified from the registers on completed public participation engagements, and included five (05) municipal officials, two (02) from the public service and eight (08) stakeholders from various organisations representing the taxis (i.e., mini-bus and metered), municipal and private bus services, rail services, school transport, non-motorised transport and commuters.

The sampling procedure was accidental, as only those persons who were involved in the prior public participation processes will be targeted for inclusion in this research. Accidental sampling is a form of non-probability sampling (Bless and Higson-Smith, 1995:85) and the findings of this study cannot be taken as representative of the entire population. These participations were in the ideal position to describe the process followed and offer reflections on the appropriateness and relevance of the adopted public participation approach implemented by CoJ in 2013 CITP.

The 15 selected participants were engaged through individual structured interviews, administered either face to face or telephonically. The interviewees were divided into three groups, namely: the officials from the City of Johannesburg (i.e., group one); officials from public service (i.e., group two); and the private sector transport stakeholders (i.e., group three). From the CoJ, two (02) officials were from the emergency services (i.e., one from fire fighters and the other one from the Metro police (JMPD) whom were chosen because they always manage transport and public safety during public participation.

The other ones were the two regional managers responsible for transport planning, urban management, regulatory & compliance. One manager was from Kliptown and the other one from Randjespark (Sandton/Marlboro) region. There was also the senior manager responsible for Comprehensive Integrated Transport Planning (CITP), the manager for integrated transport planning & policy and the specialist, who was responsible for transport operations, as well as for the facilitation of the public participation process. On the part of the Gauteng Provincial Department of Roads and Transport, two officials were interviewed, one senior manager responsible for CITP: planning and infrastructure development, and the chief engineer responsible for infrastructure planning.

These officials were interviewed because they were responsible for the regulation and monitoring of transport planning and infrastructure. They have information on how the public participation process was implemented during transport planning. Furthermore, they were able to narrate their experience related to public participation during the development of the CITP. In relation to the other stakeholders, eight participants were interviewed. However, only one participant was interviewed in each category (mini-bus taxi, metered taxi, Metro bus services, private bus services, rail services, school transport, non-motorised transport and commuters).

Structured interviews were used to solicit inputs. Structured interviews allowed the interviewer to conduct interviews with individuals, rather than with groups, to obtain information about a particular behaviour, process, intervention, etc. These interviews are primarily conducted on a one to one basis and they are also known as individual in-depth interviews (Sreejesh et al., 2014:47). In-depth interview is simply the routing of an ordinary conversation that permits both the researcher and the interviewer to interact and explore an issue (Sreejesh et al., 2014:63) and for a researcher to gain rich insights into the participant's 'lived experience' (Johnstone, 2017:80).

In-depth interviews enable researchers to gain a greater understanding of what motivates people, and helps them to identify individuals' perceptions, attitudes, feelings, and experiences (Johnstone, 2017:79). Additionally, face-to-face interviews offer some advantages over non-personal data collection surveys: the chance of the

respondent answering all the questions is greater as compared to other non-personal survey methods (Sreejesh et al., 2014:63).

Some respondents, though reluctant to participate in a non-personal survey method, feel comfortable about sharing information with an interviewer present right in front. This leads to an increase in the length of the interview and an improvement in the quality of response in the case of personal interviews (Sreejesh et al., 2014:63). In this study, interviews were regarded as ideal to add deeper insight on the perceived relevance and appropriateness of the public participation processes captured in the reviewed records of these engagements. It provided the opportunity to solicit deeper stakeholder insight on the content and processes of public participation in relation to the development of Comprehensive Integrated Transport Planning in the City of Johannesburg.

1.5.4. Data Processing and Analysis

Microsoft Word and MS Excel were used to process, analyse and present both qualitative and quantitative data. Content analysis, which refers to “any methodological measurement applied to text” (Duriau, Reger, and Pfarrer, 2007:6), was used to analyse data because it is significant when analysing text (Patton, 2002: 242). This was important as it provided the information that enabled the researcher to understand the process of public participation during the development of CITP in the CoJ. Data was analysed in relation to the objectives of the study. This ensured that the gaps were identified, conclusions were drawn, and appropriate recommendations were formulated and presented.

1.5.5. Ethical consideration

Ethical Approval was granted by Stellenbosch University’s Ethics Committee. Furthermore, permission to conduct the study was given by the City of Johannesburg Metropolitan Municipality. Consent to participate, the interviewee gave consent to participate in the study, which was sought before the study commenced. The anonymity of all the study participants was maintained throughout the duration of the study. All the records and the information obtained for the purposes of this study have been kept safely.

1.6. OVERVIEW OF CHAPTERS

Chapter One introduces the study with the background including the rationale and the motivation. It provides the research questions and objectives of the study. It also provides the background to the study area. Furthermore, this chapter outlines the study design and research methodology that was applied in this research work. The chapter provides the road map of the study and outlines the chapters chronologically.

Chapter Two provides a body of knowledge found in literature about the definitions, principles, theories and models of public participation, with specific context of transport planning.

Chapter Three provides an overview of the legal framework relating to the CITP as embedded in the Constitution of South Africa (RSA, 1996) as well as the minimum requirements for the implementation of the public participation process as stipulated in Chapter 4 of National Land Transport Act (5 of 2009) (RSA, 2009). Moreover, the chapter discusses the Local Municipal Structure Act (117 of 1998) (RSA, 1998) that obliges municipalities to implement the public participation process. The latter part of this section outlines the national, provincial and local government framework documents and policies that provide certain direction in terms of public participation and transport planning.

Chapter Four outlines the City of Johannesburg's mode of transport, sector plans influencing the CITP, and different transport modes in the City. This informed the approach adopted to engage the public in the process. This chapter presents the process adopted by the CoJ based on a review of available documentation, as well as the individual interviews that allows a deeper analysis of the strengths and weaknesses of the approach. The chapter presents and discuss the data from the empirical and non-empirical data collection.

Chapter Five summarises the study and provides the conclusion and recommendations. The results are presented in such a way that every objective has been addressed and the discussion is centred around the inferences that were drawn from the findings in relation to the aim and the objectives of the study.

CHAPTER 2: APPROACHES AND STRATEGIES FOR PUBLIC PARTICIPATION IN TRANSPORT PLANNING

2.1 INTRODUCTION

This chapter discusses the public participation process focusing on transport planning together with approaches and strategies of transport systems with the aim of providing a broader context of transportation needs, experiences and challenges within the CoJ. It also puts forward the justification for the need to conduct public participation in matters related to CITP. In particular, this relates to the complex modes of transport in CoJ and the need to include all the citizens of the City when implementing CITP. Transport services modes and travel patterns could have a direct bearing on the conventional traffic planning socio-economic factors, such as population, employment, and household income (Ilbeigi, 2019:156) within the City of Johannesburg. Public participation is also put into perspective in terms of its definition, principles, processes and significance in the public sector. Furthermore, different case studies are provided, which indicate the strategies that were used to ensure efficient public participation in transport planning.

2.2 PUBLIC PARTICIPATION APPROACHES AND STRATEGIES

2.2.1. Public Participation: Definition and Context

Public participation has been well documented in literature. However, there is no single definition that is universally adopted, primarily because of the complex nature of this concept. Several authors came up with different definitions of public participation. For instance, Arnstein (1969) as quoted by Lindenau and Böhler-Baedeker (2014:348), defined citizen participation as the redistribution of power and developed an eight-rung ladder gradually symbolising participation levels starting with nonparticipation, referred to as manipulation and therapy, to citizen control at the top rung.

Oakley (1991:6) defines public participation as the community development model that is linked to community actions with a view to improve their prevailing situation at a particular time. Bovaird (2004:200) defines public participation as working

arrangements based on mutual agreement based on any contract between public sector organisation and private sector. Mngoma (2010:32) defines public participation as a legal tool used to encourage involvement of communities in the decision-making process intended for identifying solutions to better the lives of the marginalised and poverty-stricken segment of the constituency and to maintain government accountability.

For the purpose of this study, the definition by Mngoma (2010:32) has been adopted mainly due to the legal requirements for public participation which have been provided for in various pieces of the South African legislation. Agarwal, Zimmerman and Kumar (2018:175) provided the key objectives of public participation, which are exchanging information, education and knowledge development, support building, collective decision making and representational input. Arnstein (1969:216) argues that authentic participation relates to honest partnership or full control by those stakeholders who are involved in the process.

Moreover, within the context of planning, community development and related fields, public participation includes programmes that mobilise huge number of individuals and particular groups of people to influence government decisions that may have direct influence on their interests. Mathur (1986:18) indicates that public participation is influenced by, among others, intentions of public policy-maker, the cohort of the community targeted for participation, interests of all stakeholders, extent of influence and the anticipated direction of the entire public participation process.

Meyer and Theron (2000:1) state that it entails the participation of the population in the decision-making process regarding development. Lowndes and Skelcher (2002:303) associate public participation with variety of norms of social co-ordination including networks, hierarchies and markets. Masango (2002:53) describes public participation as addressing the concerns relating to procedures, processes, measures and systems which facilitate and provide people, groups and organisations with the possibility and prospect of participating and contributing towards the formulation of strategies which directly or indirectly affect their lives.

Booth and Richardson (2001:1) state four phases in which public participation should be implemented, namely: (a) the need to make a decision that triggers the initiation of public participation (b) preparation for the consultation process; (c) the public participation events; and (d) the continuation of the process either through feedback to the community, or through establishing new framework to continue communication. Davids (2005:18) states that public participation is a process that embraces democracy and facilitates communication between government and its citizens.

Davids (2005:18) further argues that participation at local government level is considered to be a process that emphasises the principles and systems of participatory democracy, which are being advanced by using a formally structured system to allow stakeholders to participate (Davids, 2005:29). Taylor (2007:297) states that the shift from government to governance created a platform for disadvantaged communities to participate in decisions of activities that are directly affecting them.

Theron and Mchunu (2014:114) argue that public participation is a variable in the views of individual practitioners and is therefore understood differently by various stakeholders. Baum (2015:625), calling it citizen participation, stresses that public participation refers to involvement of members of the public in societal governance.

However, Sebastian (2015:4) claims that public participation is viewed as a matter of legal compliance rather than being a consultative tool. However, Bovaird (2004:200) stressed that even though the process of public participation is a legislative requirement, it is however challenging to develop and / or implement it. Baum (2015:625) highlights the historical and political aspects of public participation by indicating that public participation came into being as a result of the attempts by interested and affected parties who were determined to ensure that racial minorities and economically disadvantaged groups were empowered to meaningfully take part in government decision making processes.

All these authors provide a range of various opinions and views on the characteristics of public participation. Most authors state that public participation is about processes,

communication, involvement and strengthening democracy, legal compliance and mutual agreement, amongst other things. However, all these concepts are put into perspective in the following sections, which deal with the values and levels of public participation as well as the categories and strategies of public participation.

2.2.2 Approaches and methods of public participation

Thornhill (1998:18) describe the four approaches of public participation as presented and explained in Table 2.1 below as follows:

Table 2.1: Four approaches of public participation

Approach	Example
Exploring the problem including issues of concern	The planner identifies the problems and issues of concern, then formulate a strategy based on the on the outcome of the process. Furthermore, the planner considers all those concerns as possible as it can.
Exploring and creating solutions	The planner creates solutions to the problems even if s/he not having answers at the time the matter will be sent to the relevant unit for attention.
Develop and examine alternatives	The planner needs to develop alternative to matters raised.
Provide feedback	The planner is expected to provide feedback to the process held. This assist in outlining the outcome, the programme of action, what will be done, when and why? the budget approved, and the commencement of which project first. This built trust between the stakeholders and planners.

According to Abelson, Forest, Eleys Smith, Martin and Gauvin .2001:03 approaches of public participation are as follows:

- Consensus conference – is the group of citizens with varied backgrounds meets to discuss issues of a technical nature and comprises of two phases being the meeting with experts (meeting usually involves a small group) and the second phase is the observations and conclusions presented to the media and public.
- Focus groups – involves individuals selected to meet specific criteria in order to broadly represent a particular segment of society. The meeting is structured but informal to encourage open discussion among participants.
- Public Hearings – which is public meeting mostly involving experts and interested citizens and presentations are made.
- Open house – the public is invited to drop by at any time, at a set location on set days and times. The public can communicate with the staff, view the display set up in the room and break into small discussion groups
- Citizens Advisory Committee – can be made of variety different organisations from either private or public sector with the intention to represent the broader public.

2.2.3 Values and levels of public participation

2.2.3.1. Values of public participation

The International Association for Public Participation has formulated seven core values of Public Participation (PP), which are relevant to this study.

These values are as follows:

- The public should be afforded the opportunity to share their views and take part in making decisions about any proposal, project or programme that would impact their daily lives in any way;
- Public participation process should acknowledge that any views, opinion or contribution by public members is critical in any decision that would be made, particularly the one which can affect their well-being;
- Public participation should aim at meeting the needs of all the stakeholders, regardless of their diversity. Thus, it should be mindful of their interests in any proposed plan, project or programme;

- Public participation should identify all the key stakeholders and should ensure that they are actively involved;
- The process of public participation is interactive by nature and therefore various stakeholders should be given the opportunity to deliberate on issues that affect them or in matters which they are interested in. Furthermore, the process must be clear on how those stakeholders should participate;
- Public participation can be a process where key stakeholders are given feedback about how their contributions influenced decisions;
- Public participation should provide key stakeholders with background information about any proposed activity, project or programmes to enable them to participate meaningfully (Theron & Mchunu, 2014:112).

2.2.3.2 Levels of public participation

Arnstein (1969:218) is of the opinion that public participation is a variable process in terms of focus (scope) and extent (depth) and has developed eight public participation levels, which indicate the significance of public view and involvement (their ability to influence, control and own the public participation process). These eight levels are depicted in Figure 2.1 and subsequently explained in brief.

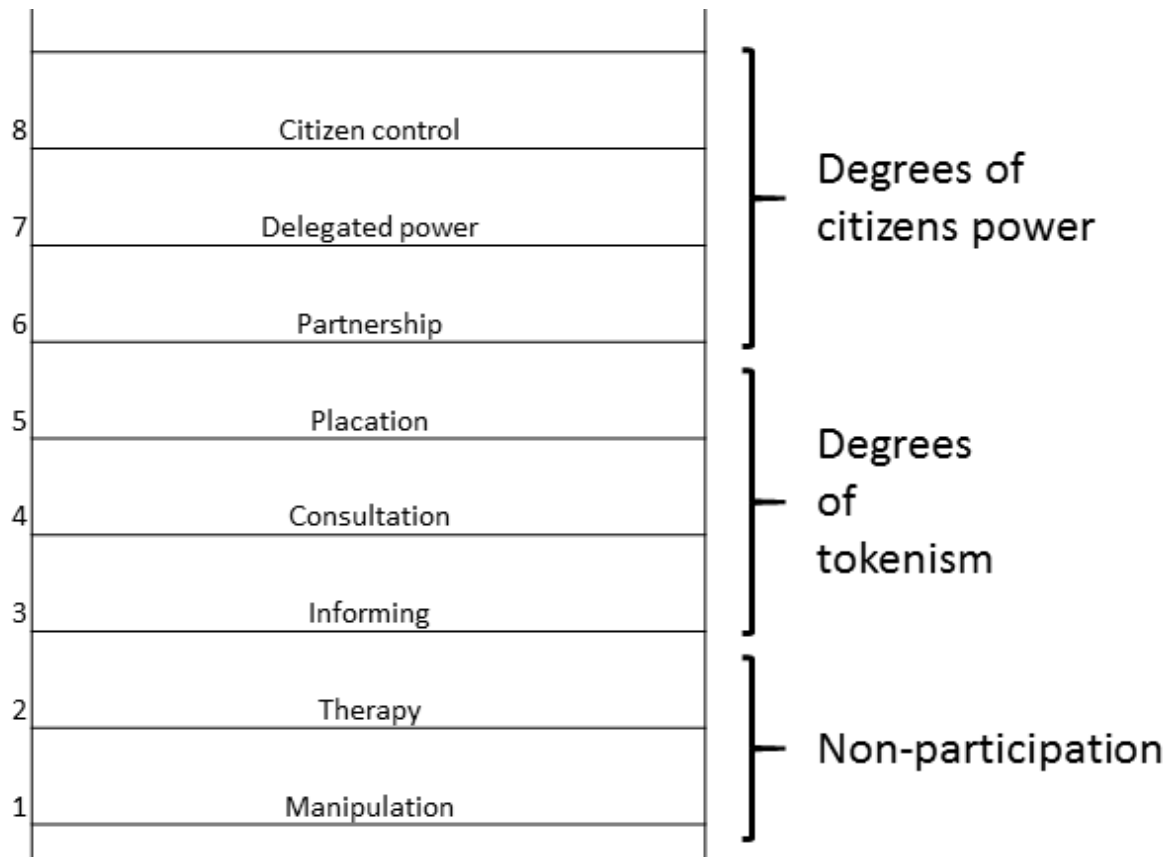


Figure 2.1: Arnstein's ladder of citizen participation (Source: Li and de Jong, 2017:1088)

It can be seen in Figure 2.1 that Arnstein has categories the levels of public participation into three groups, starting with nonparticipation (i.e., manipulation and therapy), degrees of tokenism (i.e., informing, consultation and placation), and degrees of citizen power at the top rung (i.e., partnership, delegated power and citizen control).

In **Citizen control**, the members of the public have a certain degree of power which would enable them to effectively drive any project or programme.

Delegated power means that members of the public can be authorised to make decisions on a particular project or programme.

However, in **Partnership**, there is power sharing between members of the public and authorities, which has been negotiated and agreed to between concerned parties.

When **Placation** is being applied, just a few number of public members are selectively appointed or nominated to committees, but their views are not considered in the final

decisions, except only the views of the powerful members, especially the authority, which are being considered.

Consultation has a different approach in that members of the public are afforded an opportunity to share their views on issues that affect them in a particular way. However, it is not a given that the authorities will consider those views when making decisions about what the public members are concerned about. Unlike the previous levels.

Informing is a unidirectional path (i.e., top down) through which members of the public are told about their rights and responsibilities, as well as options that can be explored and they are not afforded the opportunity to raise their views.

The same with **Therapy**, the authorities influence the attitude of public members to affirm government's agenda rather than their own interest in a particular project or programme.

Lastly, authorities use **Manipulation** to strip members of the public of all the decision-making powers. Furthermore, authorities turn public members into a cohort of powerless committees which could be used to advance the interests of the authorities through public participation.

2.3 CATEGORIES AND STRATEGIES OF PUBLIC PARTICIPATION

2.3.1 Categories of public participation

Pretty, Guijit, Scoones and Thompson (1995) cited by Theron and Mchunu (2016:124) categorise the public participation process as follows:

Passive public participation

In this process, participation happens by way of the authorities informing the community about the previous and future activities, projects or programmes (i.e. it is basically a top-down decision-making approach).

Participation through providing information

Stakeholders are afforded a chance to participate by completing questionnaires, or through interviews. However, the participants are not given feedback about the results of the questionnaires or the interviews.

Participation by consultation

Consultation takes place through community meetings and the needs and interests of the stakeholders are written down. Through this process, the stakeholders, especially

the local communities, get the opportunity to influence the decision-making process. The City of Johannesburg applied this strategy and considered the views of the stakeholders during the development of the CITP, which could be confirmed by the attended registers.

Participation for material incentives

This approach involves stakeholders, whose participation is influenced by incentives such as cash and food. However, the inherent challenge of this approach is that when the incentives end, the participation also stops.

Functional participation

It is applied by a group of stakeholders who have the same motive or goal and their participation is aimed at realising their motive or goal.

Interactive participation

Through this process, people participate in situational analysis, the development of action plans and capacity building. Participation is regarded as a fundamental right not as just a means to achieve goals. The approach is authentic and empowers the participants. This is sometimes referred to as participation action research (PAR) or participation learning and action (PLA). The City of Johannesburg applied this process when it interacted with the relevant stakeholders and allowed the communities to state their views and interests during meetings which were held in various areas of its jurisdiction.

Self-mobilisation

This process is driven by stakeholders who had decided to independently participate in decision making process that would bring change in any activity, project or programme. This is mostly associated with social activism where people come together to address a particular issue that is affecting them. In this instance, it would be the transport system in the CoJ.

Khan and Haupt. (2006:46) outline categories of public participation as per below:

- Provision of information through meetings and leaflets
- Consultation of citizens through interest groups. Creating a platform to make representation

- Placation that is designed to placate the communities to make comments and changes.
- Co-optation-participants are party to actual decision-making process and have influence. The process strengthens the dominant groups and weaken those oppose to the project
- Partnership – citizens can negotiate and engage in decision making with the implementers.
- Delegated power- Govt delegate some powers of the decision making to the community, though the govt remains to implementer. People develop actions plans and make determination on how resources are used.
- Citizen control – Communities make decisions in the administration procedure of the government.

2.3.2 Strategies of public participation

According to Theron and Mchunu (2014:122-125), informing, involving and empowering the participants are the three main strategies of public participation. They are presented and explained in Table 2.2 below.

Table 2.2: Strategies of public participation

Strategy	Characteristics	Specific Examples
Participation through informing.	It occurs from top to bottom and is prescriptive in nature.	<ul style="list-style-type: none"> • Bill information, which is described as informing the public through flyers and general announcements with monthly bills. In the case of the CITP, it could be a significant tool because most of the people get their bill at the post offices; • Legal notice through which public members are being informed about an activity or a proposal that, in terms of the prescript of a particular law, should be displayed in a conspicuous place (e.g., notice board at municipal offices) over a certain period of time. This approach works much better in small towns. However, it does play a role of informing the public, especially those who visit municipal offices,

		<p>such as libraries and accounts departments. The CoJ could have used this approach to reach its constituencies and informed them about the CITP development process;</p> <ul style="list-style-type: none">• Advertisement, which means that a paid advertisement is placed in newspaper that is being distributed nationally or locally to make citizens aware about any proposed activity. For instance, the CoJ could have posted an advert in the newspapers which are circulating in its areas of jurisdiction to inform the public about the CITP process;• Magazine, news bulletins and press statements which inform citizens about any proposed activity;• Resources that would give background information or give feedback to public members about any new developments, improvements or progress regarding any proposed activity or project. These resource materials could be facts sheets, printed personal hand-outs, brochures or flyers that could be distributed with bills account, mail drops, direct mail or are placed in conspicuous locations that can be reached with ease;• Exhibitions and displays which are done to assist raising awareness of public members about any issue of concern, campaign or proposed project. Municipal infrastructure such as buildings and libraries as well as road shows are predominantly used for exhibitions and displays;• Findings of a commissioned research study or investigation are put together in a report and public members are given the opportunity to access the report at any public library. Moreover, the report could also be accessed on the website of a
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		<p>municipality concerned or its newsletter. For example, in most cases, the reports of the commissioned research by the state, are displayed on the website;</p> <ul style="list-style-type: none"> • Websites that display information in the form of announcements and/or documents, which afford public members a chance to cite their viewpoints or give their own opinion about any proposed activity; • Field outreach visits to public members to talk to them as stakeholders about a particular issue or proposed project; • Media conferences that are usually being held at municipal community halls to facilitate question-and-answer sessions that allows media and public members to exchange information about a proposed activity; • Field office, which may be general info centres, fairs and special events (open days) and other information contact activities (where information will be disseminated on local government or related matters); • Telephone centres which are “hotlines” for complaints or general enquiries or for providing general information to resolve issues and enquiries made by the public; • Information repositories include library, town halls, schools, churches where the members of the public could access the information; • Talk shows on radio and/or television whereby the talk show host ask his/her guest (e.g., municipal manager; project manager or developer) questions that would eventually lead to sharing of information
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		<p>about the proposed project with the public members who were listening or watching the show.</p> <ul style="list-style-type: none"> • Briefings are opportunities to inform the public at different types of meetings such as community meetings, Round Table Club, Rotary Club, Lions Club, ratepayers' society, community police forums, women's groups and organised representatives groups. • Community or municipal newsletters which can either be a hard copy or electronic, to inform the public about the general events of interest; • Television – relevant programming to supply information of educational value (Theron & Mchunu, 2014:122-123). In the case of this research, it could be transport safety programmes such as Arrive Alive.
<p>Participation through consulting.</p>	<p>It is regarded as a top-down approach and it is prescriptive in nature. The process enables the implementing agent to inform the participants about the projects and development to be implemented,</p>	<ul style="list-style-type: none"> • Comments, response sheets and electronic polling system: Structured questionnaires are being used and distributed to the public in hard copy or electronically to collect information regarding key the issues or concerns, priorities and interests of the public members about proposed activity; • Scientific structured personal surveys: Questionnaires and polls are used to collect information from a representative sample of public members or stakeholders, which is then analysed and presented. There are various ways in which these surveys can be done (e.g., phone, hard copy, the post or e-mail); • Face to face interviews or even focus group discussion sessions, which are usually conducted through interactions between a researcher and the public members to afford them the opportunity to

	<p>though participants will not be able to influence the inclusion of their concerns as part of the final decisions.</p>	<p>deliberate in detail about service delivery issues or priorities that affect them directly or which they are interested in;</p> <ul style="list-style-type: none"> • Community facilitation, which involves the community development workers who have well-defined responsibilities and who supply specific knowledge to the public; • Electronic democracy, which is conducted through the internet, webpages, “discussion rooms”, online voting and communications via electronic media. Records of the communication or interaction are securely stored and only given to the participants at the right time and in an acceptable manner (Theron & Mchunu, 2014:123-124).
<p>Public participation through empowering the participants.</p>	<p>It is regarded as a high-level and strong participation process, which entails bottom-up social learning. This approach enables the implementing agent to empower the participants. The process is bottom-up and the stakeholders participate</p>	<ul style="list-style-type: none"> • Public Meetings, where the municipality team (e.g., project manager, facilitator, funder/ or donor and planning team) interact with public members or key stakeholders. These meetings are usually being held at public places such as municipal community halls and the interactions are mostly in the form of questions from the public and answers by the municipality team; • Conferences, Workshops and Symposia, which involve various stakeholders who are representing a wide range of sectors such as academics, international agencies consultants and interactive forum. These platforms enable the stakeholders to mutually exchange knowledge and information about a proposed project; • Specialist Courses and Training Programmes, which involve intensive interactions with accredited professionals on specialist topics;

	<p>meaningfully and take ownership of the process. The concerns and interests of the stakeholders form an integral part of the proposed project and are critical when making the final decisions. This approach displays the good practice in terms of the public participation process.</p>	<ul style="list-style-type: none"> • Special Advisory Committees and Panels, which are set up to deliberate on significant issues and to advise decision-makers. These often include leaders of the community, non-governmental organisations scientific professionals, and consultants who usually represent the public members; • Special Task Force Team, which is established to work on a specific or special project. It is established by professionals or experts from various disciplines who have the relevant understanding of the proposal, project or programme to be developed, implemented or monitored. • Panels of Experts. These operate in a formally established and structured system. These experts identify and allow groups of stakeholders to express their views about matters of concern. The results of such interactions are then considered during the final decision, policy formulation or review; • Community or Citizen's Juries and/or Task Forces, which are constituted of people from a particular community and organised in small groups to represent those communities; • Imbizos and Indabas, which are forums that afford stakeholders an opportunity to identify key issues that affect them and provide appropriate solutions. These forums are mostly used to influence outcomes of certain policies and decisions; • Participatory Action Research or Participatory Learning and Action. This approach focuses on the local issues and it involves an interaction between a particular group of stakeholders or beneficiaries and
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		a facilitator. Both parties learn new things during this interaction. This approach empowers the local people, the process is democratised, and future policy is influenced, directed, owned and controlled by local beneficiaries (Theron & Mchunu, 2014:124-125).
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The last approach in the above table best depicts the approach of the City of Johannesburg in the development of the CIP, whereby it invited various stakeholders to participate and share their views during public meetings.

Thornhill (1998:18) outlines some of the new strategies for Public Participation as well as agreeing with Mchunu and Theron strategies in the below table.

Table 2.3: Strategies of public participation

Strategy	Characteristics	Example
Mailing list	The planner uses mailing system like post or e-mail	The communication through mailing system to stakeholders
Public information materials	The planner issues information material as means to invite the	Participants communication through flyers and notice boards amongst others
Key person interviews	Interview key personnel of the different stakeholders	In this aspect the planner will interview the respective representative of different organisations. It is important to interview different stakeholders to cover the most stakeholders

Briefings	The planner arranges a briefing where participants are invited	The briefings will be held like meetings at a particular area
Video techniques	The planner arranges video techniques to cover variety of stakeholders. All stakeholders engage with the planner and have the same message at the same time. This process minimises distortion and misunderstanding.	Communication at a central with all the stakeholders at the same time. The process is cost effective as the planner is able to cover different regions in one day.
Telephone techniques	The planner engages with participants through telephone	Different organisations usually choose one person as the spokesperson of the organisation
Public meetings	Arrangement of meetings at different areas	The City of Johannesburg is a has engaged the communities through public meetings
Online surveys	The Municipality will use website or social media platform	The use of website, WhatsApp and Facebook, twitter, Instagram amongst others for communication
Radio, TV talk show	The planner communicates with the stakeholders through radio or television	The stakeholder sometimes unable to get clarity as the time given to such participation is usually very limited being on television or radio Thornhill (1998:18)

With so many approaches, strategies and categories of public participation, it is no surprise that public participation is contextualised in different forms. According to Mathur (1986), public participation takes different forms based on a number of factors including the intentions of the public policy-maker, the make-up of the community targeted for participation, key interests at stake, level of influence that is created and the desired direction of the whole process. This suggests that the forms of public participation would therefore constitute a contested area even prior to the actual process of public participation (Matshe, 2009). The next section outlines transport planning in big cities considering the complexity of multiple mode of transport the section is important to avoid exclusivity of relevant stakeholders.

2.4 TRANSPORT PLANNING

Transport is the basic necessity for sustainable social and economic development. Transport can also play a catalytic role in addressing poverty and development needs as well as correcting spatial distortion (Department of Transport (DoT), 2007:3). The White Paper on National Transport Policy, 1996, provides the vision of the Department of Transport, which is to:

"Provide safe, reliable, effective, efficient, and fully integrated transport operations and infrastructure which will best meet the needs of freight and passenger customers at improving levels of service and cost, in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable" (Republic of South Africa, 1996:5)

Transport plan has become a multi-agent, multi sector and multi modal process which balances and engage with a wide range of interests, issues and policy areas. (Booth and Richardson,2001:141). Transport planning aims to integrate the different modes of transport, different land use and make transport policies consistent with quality objectives of the environment, health, economy and society in general. (Gill A, Calado C and Bentz J.2011:1311).

Transport planning in big cities are however very complicated, given multiple modes of transport and the various commuters that make use of the transport system. With

specific reference to the CoJ, the following modes of transport should be included in transport planning.

2.4.1 Road Transport in the City of Johannesburg

The road network in the Gauteng province is one of the crucial infrastructure for the creation of jobs and promotion of local socio-economic development across Gauteng (Gauteng Provincial Department of Roads and Transport, 2013:3). Gauteng total road network is about 55 000 km, of this 470 km (1.0%) are national, 4 830 km (9%) are provincial and 28 885 km (90 %) are municipal roads (Gauteng Provincial Department of Roads and Transport, 2013:4). However, municipal road network development and maintenance rest with individual municipalities (National Treasury, 2009:129). The total road network in the City of Johannesburg is some 6 870 km in length, which includes freeways (e.g., M1 and M2) and arterial roads (City of Johannesburg, 2003:1).

2.4.2 Rail transport in the City of Johannesburg

The Passenger Rail Authority of South Africa (PRASA) is the custodian of the rail system in the country, which include commuter rail transportation services provided by Metro Rail. However, the high-speed train services (Gautrain) is provided by the Gauteng Provincial Roads and Transport. The PRASA rail network connects the City of Johannesburg with Soweto, Randfontein, Vereeniging, Ekurhuleni and Tshwane. The service includes long distances transportation of passengers, for example, from the City of Johannesburg to other parts of the country. The Gautrain operates across the Cities of Ekurhuleni (Linksfield and OR Tambo International Airport), Tshwane (Hatfield, Pretoria and Centurion), and Gauteng (Midrand, Malboro, Sandton, Rosebank and Park Station).

2.4.3 Aviation service in the City of Johannesburg

There is only one airport in the city, Grand Central Airport, which is a small privately-owned airfield. It is located in Midrand, halfway between Johannesburg and Pretoria in South Africa. However, there are other airports around Gauteng such as OR Tambo International airport, Lanseria International airport, Wonderboom airport, Waterkloof Airbase and Rand airport. Some of these airports have a direct impact on the transport system within the CoJ. For instance, Gautrain connects rail and aviation transport

network from Pretoria and Johannesburg to OR Tambo Airport. Again, there is a huge movement of passengers from the CoJ to Lanseria International airport, which has a bearing on road transport. This in view of the fact that in 2018, the airport management indicated its intention to double its passenger numbers to more than 4 million in 2022 from 1,9 million passengers it moved in 2017. Furthermore, the number is expected to increase to six million by 2027 and 18 million by 2050 (Lanseria International Airport, 2018:1).

2.4.4 Non-motorised, two and three-wheeler (TUK TUKS) transport system in the City of Johannesburg

The Gauteng Household Transport Survey (2003) stated that cycling and walking are the second biggest preferred modes of transport after motor vehicles. Cyclists and pedestrians are accommodated on the roadside. These modes of transport are convenient for short distance and serve as feeder to public rail, bus and taxi services (Department of Transport, 2009:32). The two and three-wheeler public transport system operates within the city centre, especially within areas where parking is not easily accessible. It responds to individual needs by providing short-distance trips within the City of Johannesburg. Such services are mostly used by tourists and visitors, or by residents who do not own any vehicle, or passengers who prefer using public transport than private transport services (City of Johannesburg, 2013:13). This is a fairly new transport system in the city, however, it provides a significant public transport service, hence it should be part of the transport planning process.

In addition, the alternative modes of transport, travel patterns by commuters are also diverse, as discussed in the next section.

2.4.5 Travel patterns in the City of Johannesburg

The Gauteng Provincial Household Travel Survey as it relates to the City of Johannesburg is briefly analysed below. However, other cities and/or district municipalities within Gauteng are included for the purposes of comparison to the situation in the CoJ. The information includes trips, travel patterns, area of residence, categories of travellers and mode of transport used and preferred. It follows on the two

National Household Travel Survey in South Africa (NHTS) conducted in 2003 and in 2013, respectively.

This information highlights the dynamic nature of movement of people across the CoJ and such dynamism has an impact on the integrated approach that should be implemented regarding the development of CITP, especially when conducting public participation, ensuring the process would cover the fundamental aspects, such as socio-economic and environmental sustainability, which have a direct bearing on the transportation system in the CoJ, by creating a platform that would ensure that many different stakeholders make contribution towards the CITP

The 2013 NHTS revealed that in that year, Gauteng province had about 12,6 million people (Statistics South Africa (SA), 2015:8). The survey further indicated that 10,7 million people had undertaken trips seven days before the interview. Most of them were from the City of Johannesburg (39,4%), then City of Tshwane (23,3%), Ekurhuleni (23,1%) and lastly, West Rand District Municipality (6,8%).

This indicates that there was over 16% movement of people in the CoJ than in the other two cities suggesting that transportation services are needed more in the CoJ than in the rest of the Gauteng province. Furthermore, there was a slight difference in terms of travelling between urban dwellers (87,7%) and those living in rural areas (83,1%), which confirms the high mobility in Gauteng regardless of the geographic location, which has created high demand for transportation services in the province.

This was also observed with more males (51,7%) than females (48,3%) who had undertaken trips and the same behaviour was observed in all the district municipalities. In Gauteng the predominant reasons given for not travelling were in the order: no reason for making trips < too old or young to travel < no need to travel (Statistics SA, 2015:3).

The survey also revealed that 2,1 million learners were engaged in travelling, 842 000 were residing in the City of Johannesburg and 539 000 were residents of the City of Tshwane (Statistics SA, 2015:4). About 42,5% of the learners walked to places where

they were studying, (22,4%) used taxis and (21,2%) travelled either by car or truck. However, a small fraction of learners (2,3%) travelled by trains. Generally, students at institutions of higher learning preferred to use private vehicles (32,5%) or taxis (32,2%) to get to their institutions (Statistics SA, 2015:4).

This phenomenon can have an impact on traffic congestion due to the fact that private vehicles and taxis are also being used by business people and their workers to travel to their respective workplaces, which happens at the same time when the learners travel to their respective learning institutions. Therefore, there is a need to address this aspect when dealing with the CITP and the inputs of these group of people should be sourced and be included in the development of the CITP. As a result, it is expected that the CoJ would device the means to ensure that these groups participate meaningfully during the process of public participation.

Most of the workers in Gauteng (85,2%) were residing in metropolitan areas (Statistics SA, 2015:34). The proportion of workers in Gauteng who used public transport, private transport and foot to get to work was 43 %, 44% and 12,2%, respectively (Statistics SA, 2015:4), which indicate a slight preference over private transport, probably because most of the workers who own cars would not like to use public transport because they can reach their destination without having to change over from one transport to another before reaching their destination.

In the case of those workers who used public transport, may be they did not have any other choice, considering that two million workers used public transport, the majority of whom used taxis (70,9%), followed by those who used trains (17,2%) and those who used buses (12,0%) (Statistics SA, 2015:36). Moreover, workers travelling by train (45, 9%) were more likely to make transfers than workers travelling by bus (21,8%) and taxi (15,7%) (Statistics SA, 2015:41). About 600 000 workers changed transport on their way to work in Gauteng.

Additionally, most transfers (i.e., moving from trains, taxis or buses to another transport mode before reaching one's destination) occurred in the City of Johannesburg (43,7%), then Ekurhuleni (25,4%) and lastly City of Tshwane (24,2%)

(Statistics SA, 2015:41). This set of information is very important to the CoJ in the sense that it touches on integrated transport system and therefore the views and opinions of this cohort need to be captured during the public participation process because they will shed light on their experiences when they used the public transport such as the things they appreciate, the challenges they faced, especially when changing from one mode of transport to another, the delays and which mode of transport is reliable, just to name a few. This is again in light of the fact that about 66,8% of workers within the City of Johannesburg travelled five days per week to their workplace (Statistics SA, 2015:34).

Furthermore, about 43,6% of the workers who used public transport walked for up to five minutes to get to their preferred public transport mode, whereas about 17,2% walked for more than 15 minutes. Waiting for a preferred public transport was a daily phenomenon and in Gauteng, about 1,6 million workers had to wait for their first public transport. Most of this number (56,6%) had to wait for up to five minutes, whereas 13% had to wait for 15 minutes and more (Statistics SA, 2015:4). Additionally, 44% walked for up to five minutes whereas about 16,4% walked for more than 15 minutes to their workplace after alighting from their public transport (Statistics SA, 2015:4).

Similarly, people walked for a shorter time to the nearest taxi rank compared to train or bus stations (Statistics SA, 2015:6). There was a slight difference in terms of workers who were most likely to walk for more than 15 minutes in Gauteng. For instance, Ekurhuleni commanded 18,4%, City of Tshwane 17,2%, City of Johannesburg 15,8% and Sedibeng District Municipality 15,7% (Statistics SA, 2015:4). Notably, close to 12% of workers walked from their residences to their workplaces compared to a mere 0,8% who did cycle from their homes to their workplace (Statistics SA, 2015:7).

Pedestrians' infrastructure should form an integral part of in the CITP, considering the proportion of workers who worked from their homes to their workplaces and the fact that in 2014, the CoJ had the highest level of inequality, as measured by Gini coefficient, of 0,65. Close to 616 000 residents of Gauteng also undertook business

related trips. In most cases, these trips were undertaken by people who were 15 years and older. (Gauteng Provincial Legislature, 2016:44)

These distances were 2 km or more from their workplace and were undertaken during day and night times (Statistics SA, 2015:4). The City of Johannesburg had the highest proportion of workers who undertook business trips (43,4%), then City of Tshwane with 27,6% and Sedibeng District Municipality with a mere 4,8% (Statistics SA, 2015:52). More than half of these business-related trips (58,8%) were undertaken by motor vehicles (Statistics SA, 2015:54).

Business trips means economic activities which benefit the city, province and country. As a result, movement of people and goods should be done efficiently. In this instance, transportation of people to and from their workplaces should be safe, especially when people are making night time trips. So, it important to understand the nature of transport those workers used to go to work and back home, as well as the safety conditions or systems that existed as they related to transportation.

This would include, among others, the infrastructure they used (e.g., taxi ranks, bus stops, train stations, pedestrian sidewalks or cyclist paths), transport services (e.g., private staff transport, special hire) and own transport. Travelling patterns indicate that people who travel most are aged between 7 years and 54 years, a group which constitutes learners and economically active persons. This information correlates with the observed phenomenon that people were travelling mostly during weekdays (Statistics SA, 2015:13).

Additionally, most people preferred day time trips (5,9 million persons) compared to 4 million people who have undertaken overnight trips. The preferred mode of transport in both trips was taxis (38,4% and 36,2%) (Statistics SA, 2015:5). However, overnight trip travellers in the City of Johannesburg (33,5%) and the City of Tshwane (31,8%) were more likely to use their own vehicles to get to their destinations (Statistics SA, 2015:5). Despite these differences, travellers preferred taxis (68,0%), followed by trains (20,3%) and lastly buses (15,0%) (Statistics SA, 2015:6).

It is therefore crucial for the CoJ to include stakeholders from these transport sectors particularly due to fact that commuters interconnect between these transport modes, especially when travelling to work, and it is important that these services are efficient and sustainable, as well as accessible, affordable and safe for the benefit of the commuters in the city. This is raised against the backdrop that travellers in the province highlighted several challenges in the transport sector, which included lack of buses (12,5%), taxi drivers who drive recklessly (10,3%) and taxis which are extraordinarily unaffordable (9,5%).

Lack of buses was high in the West Rand District Municipality (19,9%), followed by Ekurhuleni (17,8%) and the City of Johannesburg (11,8%). Furthermore, about 58,4% and 58,1% of taxis commuters in the CoJ complained about the behaviour of taxis drivers (particularly recklessness) and conditions of the taxi ranks, respectively (Statistics SA, 2015:6). Commuters who use buses complained about the conditions of bus stops (43,6%) and overcrowding in the buses (38,3%). Lastly, 81% of train commuters complained about overcrowding in trains and trains that were not punctual most of the time (67,6%) (Statistics SA, 2015:6). These challenges have a direct impact on the quality and sustainability of transport services in the Gauteng province, therefore it should be taken into consideration during planning processes for transport infrastructure and related services to be improved to become more efficient, acceptable and attractive to public transport users in the CoJ.

According to Elvy (2014:42) Transport planning needs to factor public participation process to enhance participation amongst the socially excluded groups and individuals with the design and implementation of local transport plans. It is a commonplace that public transport planning should take place within a framework of integrated planning approach. (Hrelja: 2015:1). Transport plans, just like the National Spatial Development Plan (NSDP) and Integrated Development Plans (IDPs), are some of the key tools needed to support nodal and linkage development both in urban and rural areas (DoT, 2007:3). It can be said that integrated transport plans could help identify and prioritise transport infrastructure and service improvements and meet community and government objectives (Australian Department of Transport, 2012:1). It is therefore

imperative that public participation and involvement should form an integral part of the process of developing integrated transport plans.

It is therefore important for the CoJ to ensure that it develops and implements a public participation process that was well thought through that will take into consideration the dynamic characteristics of the commuters, their transport needs and travel behaviour, as well as the spatial distribution and transport infrastructure needs, all of which are crucial for the development and sustainability of the city's CITP. The following section focuses on public participation.

A review of public participation principles and international application within the context of transport planning present alternative approaches that may be inform transport planning in the CoJ. The next section present these principles and some comparative approaches.

2.5 PUBLIC PARTICIPATION PRINCIPLES AND APPROACHES ADOPTED IN TRANSPORT PLANNING

There is an argument that a high-quality public participation in transportation planning and design is primarily based on both political and pragmatic grounds as some form of public participation is also often conducted to comply with legal and/ or donor requirements (Grossardt and Bailey 2018:2). Despite this argument, the public participation domain is complex and the necessary education & training skills requirements for this domain are almost non-existent (Grossardt and Bailey 2018:2). This is because the inclusion of public participation in transport planning has recently been implemented however, it is gaining traction and the community members and other stakeholders are actively involved in making decisions on matters related to the transportation systems (Gil, Calado and Bentz, 2011:1309).

2.5.1 Stakeholders in transport planning

Transport planning has a direct link with various sectors and groups business, community members, and it can affect them either in a negative or positive way, which often gives rise to complex relationships between the city council and the interested & affected parties regarding the decisions made (Lindenau and Böhler-Baedeker,

2014:348). According to Glass (1979) as quoted by (Lindenau and Böhler-Baedeker, 2014:349), there are five key objectives of public participation: to exchange information, to education stakeholders and raise their knowledge that to promote meaningful participation, to build a strong support base among stakeholders, to share information that can enhance decision-making, and to give meaningful input.

However, it is crucial to note that the rationale for conducting public participation is to acquire knowledge that is necessary to inform the preparation of a transport plan. Many countries have developed policies and processes that oblige and guide organs of state in terms of how stakeholders should take part in the decision making of the programs that affect them in one way or another (Lindenau and Böhler-Baedeker, 2014:347). Moreover, public participation has gained popularity in the context of sustainable urban development. For instance, European countries have made it a norm to incorporate public participation in the strategic sustainable transport planning.

This practice was influenced by the European Commission after it has established the concept of Sustainable Urban Mobility Planning, which emphasises the notion that the public should be involved from the inception of the transport planning process and certainly not only when the plans are almost complete. This makes it necessary for the government to provide a platform for a highly specialized and complex subject matter for debate and include public participation component in the planning process (Lindenau and Böhler-Baedeker, 2014:348).

In the case of South Africa, this would be interesting due to the different cultural and racial backgrounds of the South African society. There is also a relatively new dimension of participation that relates to new media, such as social media and professional forums, which enables a person to be informed about an issue and comment at any place and at any time (Lindenau and Böhler-Baedeker, 2014:348) and it would be interesting to determine whether the CoJ would be willing to use this form of public participation in the future CITPs, given the ICT infrastructure that is available in the city because it did not use it in the previous public participation processes of the CITP.

Stakeholders during the process of transport planning can be members of the public, law makers, organs of state, state owned enterprises, NGOs, operators of public transport, researchers and / or experts, business representatives, etc. However, these stakeholders can be classified in three broad categories, namely: experts (i.e., key informants); business (i.e., institutions, groups, environmental associations, transport companies); and citizens (i.e., individuals or groups) (Le Pira, Ingaccolo, Inturri, Pluchino and Rapisarda, 2016:230).

Transport planning embraces direct and / or continuous participation of the various key stakeholders in view of complexity of decisions to be taken especially about CITP, as well as the associated impacts on society. Inclusion of members of the public during the process of transport planning is crucial because their participation would ensure ownership and support of the plan. Moreover, it is equally crucial to ensure that during this process, stakeholder interaction influences the process of participatory transport planning governance (Le Pira *et al.*, 2016:230), which promotes inclusive decision-making process and the implementation of the processes in a collaborative manner. As a result, transport planning process should embrace a two-way communication and top-down approaches whereby factors such as coordination of and inclusion of many and different stakeholders, recognition of conflicting and/ or different interests, and emergence of bottlenecks or problems are being considered.

It is of absolute importance to ensure that public participation is planned well in advance and to also provide the specific competences and skills required (Le Pira *et al.*, 2016:231) to ensure that it is efficiently carried out and to ensure that the views and concerns of stakeholders become part of the final decision of the transport plan.

2.5.2 Principles for urban planning

Public participation is crucial in transport planning due to sustainability principles (Le Pira *et al.* 2016:230) and it is significant in achieving sustainable development within the transport sector. This is evidenced by (Farmer *et al.*, 2006) cited by the UN Habitat (2016:123), whereby five (05) of the ten (10) principles of the New Urban Planning, which is part of “A city that plans” initiative, are related to transport planning.

Those principles are as follows:

1. *Promote sustainable development.* This means that planning should be mindful of the elements of sustainability (i.e., social, economic and environmental).
2. *Achieve integrated planning.* Planning should ensure integration between sectors and existence of different spatial patterns such as formal and informal settlements, as well as peri-urban areas.
3. Integrate plans with budgets. There has to be sufficient funds for efficient planning.
4. *Plan with partners and stakeholders.* Authorities should promote and commit to participatory planning and involve as many stakeholders from various sector as possible.
8. *Develop appropriate planning tools.* Authorities and relevant stakeholders should develop planning tools that are appropriate for their local situations.
9. *Be pro-poor and inclusive.* The authorities should be mindful of the endemic social and economic inequalities of its citizens that might affect the transportation system.
10. *Recognize cultural diversity.* The planning authorities should be mindful of cultural backgrounds and practices of its citizens and therefore the planning process should make provision thereof, especially during public participation (UN Habitat, 2016:123).

Additionally, a city that plans embraces the views of residents, employers, investors, and elected leaders. It is also highlighted that this initiative not only projects the future from past trends, but also facilitates the collaboration between government and industry partners together with communities to build their preferred future (UN Habitat, 2016:123). This is important since deliberations can influence stakeholders' minds regarding transport policies (Le Pira *et al.*, 2016:231). Additionally, success in public participation can be attributed to the synergistic effect of different stakeholders interacting amongst themselves and the ability to come up with a solution (Le Pira *et al.* 2016:231). The synergy is brought about by their coordinated interaction, which can be illustrated in the form of a pyramid. The pyramid of public participation is shown in Figure 2.2.

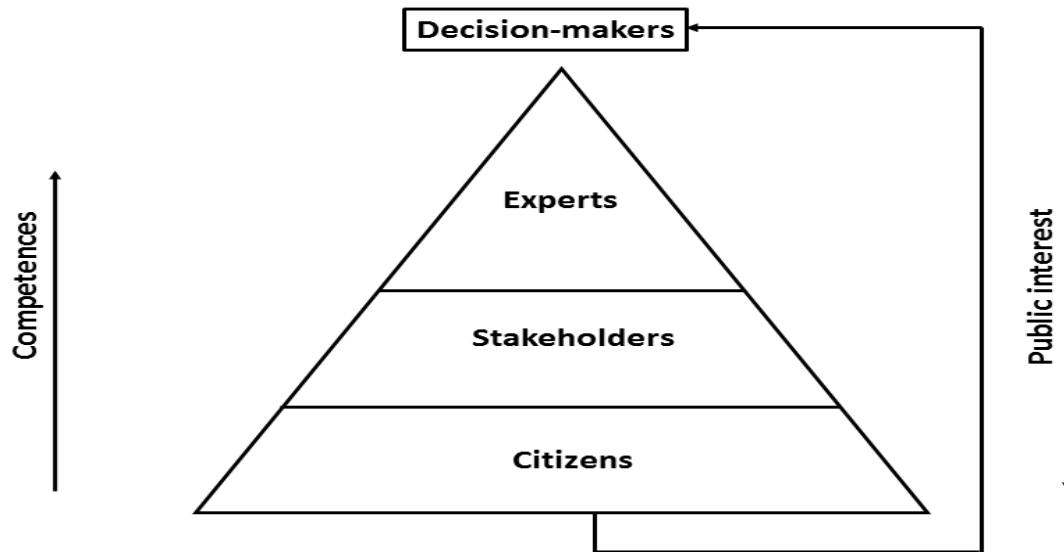


Figure 2.2: Public participation pyramid. (Source: Le Pira, Ingaccolo, Inturri, Pluchino and Rapisarda, 2016:231)

In terms of Figure 2.2, experts have high competence but a low participation, while stakeholders have low competence and high participation, and citizens have low competence even though it acts in the interest of the public. However, all of them take part in the decision-making processes (Le Pira *et al.*, 2016:231).

A growing body of literature has documented the value of participation in transport planning. For instance, bringing citizens in from the start and throughout the planning, implementation and evaluation phases actually simplifies many public policy processes (Sagaris, 2014:79). Moreover, in 2010, a Transport Research Board report surveying 50 North American transport agencies concluded that “the benefits of engaging the public are many and include ‘ownership’ of policies; ‘better’ decisions that are sustainable, supportable, and reflect community values; agency credibility; and faster implementation of plans and projects” (Sagaris, 2014:79). Moreover, Krause (2014) as quoted by (Lindenau and Böhler-Baedeker, 2014:349) defines the targets and benefits of participation in planning processes as follows:

- It creates an open and transparent decision-making processes.
- It enhances cooperation and understanding between stakeholders and authorities.
- It embraces innovative thinking, knowledge, ideas and also concerns and doubts of the stakeholders.

- It improves the knowledge database.
- It positively influences the planning processes as it enhances the norm of acceptability.

The inference that can be drawn from analysing these targets and benefit is that public participation in transport planning embraces democracy and promotes inclusivity of divergent ideas, knowledge and it opens up debates to ensure that decisions are based on credible information and such decisions are mutual and a representative of the contribution of the majority of the stakeholders.

2.5.3 Benefits of public participation in transport planning: international case studies

There are several studies which bear testimony to the benefits of public participation in transport planning.

Gil et al. (2011:1309) conducted a study in Portugal, where the use of a motor vehicle as a means of transportation still enjoys strong approval in the society, and they considered participatory approach in that country as an opportunity to change perceptions towards more sustainable transport modes (Gil *et al.*, 2011:1309).

In Ponta Delgada (Archipelago of the Azores), the relevant stakeholders participated in the development process of a sustainable mobility plan. It proved that, on a participatory basis, sustainable transport planning provides more satisfactory and efficient solutions (Gil *et al.*, 2011:1309). Sagaris (2014:81) conducted a study to show how participatory processes can build citizen capacity and government commitment in a developing country, Chile, in relation to the country's first major highway concession in Santiago (Sagaris, 2014:74-81).

The findings suggest that traditional large movements, which are mainly useful for one-way communication of information, require support from small groups that are able to deliberate in a transformative way, with more attention paid to how a new consensus can be transmitted through the relational networks of those involved. Moreover, the results suggest that thinking about citizens as participatory planners in their own right, rather than as mere participants at specific points in a planning process, opens the

way to more effective strategies for innovation in transport, to address the social, environmental, and other challenges humanity faces (Sagaris, 2014:75).

Another study by Abdullaha, Ahmada, Sa'ada and Wahab (2015:70) provides insights into the process of public participation in Malaysia concerning urban development of the Malaysian capital. This study revealed five subject areas that had the most views: transportation and transit planning zone, plan implementation and city management, zoning and land use, environmental protection and open spaces (Abdullaha *et al.*, 2015:73). It is noteworthy that the authorities considered 66.4% of all opinions to be relevant and further that communities were knowledgeable about planning issues and able to articulate their view and objections effectively.

Moreover, the participants seemed to understand their rights as landowners and citizens of Kuala Lumpur and how the plan can affect their lives (Abdullah *et al.*, 2015:75). However, the author further highlights that getting the most out of these processes requires going beyond individual participation to include methods and goals regarding citizen organisations, which are able to accumulate knowledge, credibility, networks and other resources (Sagaris, 2014:81). In South Africa the State of Transport Opinion Poll SA (2015) and National Household Travel Surveys (NHTS) (2014) provided information regarding issues related to transport, such as travel behaviour, challenges, priorities and perceptions regarding transport systems, especially public transport (Luke & Heyns, 2013:2). The first NHTS was conducted in 2003 and the last one was released in 2015 by Statistics South Africa and the National Department of Transport (Statistics SA, 2015:01).

The State of Transport Opinion Poll South Africa (STOPSA) was conducted in 2012 and highlights transport as a major issue amongst South African citizens (Luke & Heyns, 2013:8). A public opinion poll on public transport policy and performance conducted by Luke and Heyns (2013:8) showed that transport was the third highest priority in the country as respondents indicated that the current transport system does not meet their present requirements (Luke & Heyns, 2013:8). Moreover, when considering the highest priority issues in transport in South Africa, public transport is highlighted by 35% of respondents. This includes aspects related to quality, frequency

and amount of services, travel times, etc., which are issues that are directly related to customer service, mobility and accessibility (Luke & Heyns, 2013:8). These responses are helpful in terms of influencing the final decision of the transport planning process. Again, two Quality of Life (QoL) surveys were conducted by the Gauteng City-Region Observatory (GCRO) in 2009 and 2011, respectively.

Though these polls were conducted a couple of years ago, they could still give insight information that could be used to determine the trends, particularly those related to the socio-economic status and transport services and patterns in the region. Their aim was to determine various critical issues such as: socio-economic circumstances of communities and their perceptions of the quality of service delivery.

The participants were asked about how they were deciding on their trips and also what their thoughts were of the transport system in the city (Gauteng City-Region Observatory, 2014:15). The results of the 2011 Survey reveal the following purposes for the most frequent trips made: going to work (48%); shopping (21%); and looking for work (12%). Mode of transport used for main trip purposes were dominated by cars and taxis across all trip purposes.

Additionally, taxis were the significant and dominating transport mode among job seekers (i.e., 3 out of 4 job seekers). Taxis were also used for education and shopping and / or leisure trips. However, trains and buses were used for a very small number of trips. Similarly, trips made by pedestrians were relatively small. This could however be due to many people not considered “walking” as transport mode (Gauteng City-Region Observatory, 2014:16-17). This information has a direct bearing on the transport planning system in the CoJ.

Apart from these studies which demonstrated the benefits of public participation in the transportation planning, there are other case studies which demonstrate how to effectively ensure public participation during transport planning. They are related to the public participation strategies used during planning for the Bus Rapid Transit transport system in Ahmedabad (India), Cebu (Philippines), Seoul (South Korea) and Lagos (Nigeria) (Agarwal, Zimmerman and Kumar, 2018:188-191), respectively. Most

of the strategies could be implemented by the CoJ during the development of the CITP, given its Information, Communication & Technology (ICT) infrastructure and connectivity, over and above its concentrated settlement patterns.

2.5.3.1 Public participation strategies used in Ahmedabad (India)

In Ahmedabad, India, regular consultations were organised by the city to raise awareness and receive feedback from a diverse group of stakeholders. As a result, they were able to establish a strong brand image and clear any misconceptions before the launch of the BRT.

The activities undertaken to inform and consult with the public during the Ahmedabad BRT planning phase included the following:

Outreach activities. These included stakeholder consultations, workshops, meetings and seminars to raise awareness and get feedback from the stakeholders, which would inform the project design. The consultations were held at the early stages of the project preparation with the affected community members, bus operators and academic institutions.

Adoption of an open and transparent approach. The city officials remained open-minded, fair and transparent when they received and responded to the suggestions, comments and concerns from the public. Knowledge sharing international visits. These were organized for municipal political office bearers (e.g., councillors) and the municipal officials. They visited a number of cities with functioning BRT and efficient public transport system such as Beijing, Bogota Guangzhou, Jakarta, London, Seoul and Singapore. They received guidance and support from experts and their counterpart. This exercise could help the visitors to develop efficient transport planning system. Even the CoJ could benefit a great deal in should it undertake it.

Showcasing technology development and display of proto-types and trials. The project was showcased in major public events of the state. Some of those events were organized annually and attracted national and foreign investment. Creation and promotion of a brand identity. The project was named “Janmarg” (Peoples Way) to

develop and strengthen the relationship between the project and the stakeholders, as well as to develop project ownership on the part of stakeholders.

The logo was well received, and it was widely advertised, which increase its acceptance. It was also put on stationaries and staff uniform to increase its popularity and connection with the stakeholders.

The project authorities distributed printed material such as booklets, brochures and newsletters among various stakeholders (e.g., commuters). The prepared BRT resource material and mementoes, which were easy to understand, influenced the stakeholder awareness of the project and its easy acceptance. Responsive feedback to media and queries of the community.

The Ahmedabad project authorities were able to handle media in an efficient and strategic manner. The concerns of the media fraternity were swiftly addressed as they emerged, and it was promptly updated on the new development. The media played a significant part in raising awareness of the project among the community and to ensure the acceptance of the project by the Ahmedabad community (Agarwal, Zimmerman and Kumar, 2018:188-9).

Public participation strategies used in Cebu (Philippines)

The development process of the Cebu BRT system was underpinned by a comprehensive consultation plan. Moreover, it was managed by a team of specialists and guided by a consultation committee that included officials from all relevant local government departments. One of the aims of the communications program was to raise awareness and ultimately increase understanding and acceptance of the system (Agarwal, Zimmerman and Kumar, 2018:192-93).

The multi-phase consultation process included: Gathering information from the stakeholders, particularly their issues and preferences; Testing alternative brand and design concepts with the stakeholders; and requesting opinions and recommendations from the stakeholders regarding the brand and design.

Neighbourhood “BRT ambassadors” were appointed to disseminate information through public gatherings. They also made presentations at various group meetings (e.g., social, business and professional (Agarwal, Zimmerman and Kumar, 2018:192-93).

The various platforms which were used to communicate the views of the stakeholders to the decision makers and to provide feedback included the following:

The formation of a “Citizens’ Advisory Board” to provide information to and a feedback platform for various stakeholders during different stages of the project (e.g., planning, design, construction and operations);

Conducting public consultation meetings, workshops, presentations, interactive radio and TV programs, as well as organising focus group discussions at different stages of the project;

Development of a citizen’s “report card” and information centre;

Introduction of a crowd-sourcing initiative using smart phone applications; and

Development of a series of communication tools, including a project website, social media communications (Facebook and Twitter), poster/flyers, promotional materials, exhibition banners, and workshops (Agarwal, Zimmerman and Kumar, 2018:192-93).

Public participation strategies used in Seoul (South Korea)

After being marred by, among others, traffic congestion, increased private car use, and high levels of air pollution, noise and traffic accidents, the Seoul Metropolitan Government embarked on the public transport system reform process in 2004, which included a complete restructuring of the bus operations network. Other significant variables which led to this decision included the high operating costs, diminishing customer satisfaction, and the financially unsustainable bus operations.

All these led to a sharp decline of bus commuters by almost a half between 1980 and 2004 (declined from 65% to 30%). The mayor, political office bearers and municipal officials embarked on a public participation campaign and used mass media to inform the public about the intended reforms (i.e., purpose & benefits) and to invite inputs from them. More than 4200 meetings and focus group discussions were organized with large numbers of stakeholders over three years.

The stakeholders included: bus users, operators and labour; city agencies; communities, NGOs; technical experts and academics. Communications media of all kinds were utilized. In the initial stages of the planning and implementation, the process was confronted with some disruption and confusion. However, the reforms have become a huge success, which has been recognized all over the world (Agarwal, Zimmerman and Kumar, 2018:187-88).

Public participation strategies used in Lagos (Nigeria),

Lagos Metropolitan Transportation Authority (LMTA) was able to involve its different stakeholders at the beginning of the project planning stage despite the difficult circumstances it operated under. The design of the Lagos BRT-Lite phase was participatory at different levels: Federal, Lagos State, and Lagos Municipal Government; the international donor community (French Development Agency); and civil society. The communications channels set up by the LMTA were such that the concerns and views of the different stakeholders became the inputs for the design and implementation phases of the project. They included the following:

Stakeholder meetings: These were held to inform affected communities and receive feedback. The intent was to identify the problems and to act on them swiftly before they could cause grave damage to the implementation of the project, which could then lead to the rejection of the project by the affected communities.

Consultative forums: Consultations were organised with different stakeholders to discuss all the elements of the project. The consultations also provided the opportunity to receive public views that could be in the planning. For instance, the LMTA held a consultative forum to examine the traffic operations manual, which had a bearing in the BRT system.

BRT Parliament: This institution was established to provide a platform for the discussion of operation related issues of the system. One session was held during the first anniversary of the BRT operation, under the leadership of the Lagos State Governor, His Excellency, Mr. Babatunde Raji Fashola.

Television Programs: Two television programs, namely “BRT Half Hour” and “Lagos On The Move.” were run live on a continuously basis and encouraged call-ins. Their purpose was to seek support from stakeholders and to accept the project. Moreover, they were also meant to prompt stakeholder feedback, particularly the commuters.

Website Management: The LMTA’s website was used to broaden coverage and increase access by stakeholders. The website was constantly updated to disseminate current information to all stakeholders.

Customer Relationship Management Platform was established with a dedicated telephone number 01-280-5000, as shown in Figure 2.3. The purpose of this platform was to receive feedback from commuters specifically about the quality of the operations of the BRT system, including personnel behaviour (Agarwal, Zimmerman and Kumar, 2018:190-91).



Figure 2.3. Customer Relationship Management Platform (Source: Agarwal, Zimmerman and Kumar, 2018:191)

2.6 CONCLUSION

The chapter presented different public participation approaches and strategies in transport planning as well as the role of transport planning. Definitions of public participation we presented together with the international case studies relating to public participation in transport planning. Transport planning in CoJ is complex given the different modes of transport. It affects variety of stakeholders, thus demanding a more inclusive and encompassing public participation processes.

Alternative approaches and strategies for engaging the public in transport planning as derived from the theory and international practice include: workshops and seminars arranged by the planners, partnership of the communities and planners, focus groups from transport stakeholders, public hearing, customer relations, passive public participation, participation by consultation, participation for material incentives, functional participation, Interactive participation, participation through providing information, participatory action research, promotional material, exhibition banners, partnership, delegated powers, website management, placation , public hearing, self-mobilisation, customer relations management platform, passive participation, functional partnership, key personnel interviews, video, mailing list, telephone technique, face to face interviews, scientific structured survey, co-optation, advertisement, exhibitions, media conferencing, talk shows radio and television, Imbizo's and Indaba's, structured questionnaire, leaflets and notice boards, field offices.

The chapter presented literature review in relation to CITP and public participation. The objective of the chapter was to provide the alternative approaches and strategies to public participation in transport planning. The next chapter reviews the policy and legal requirements for public participation and Transport Planning.

CHAPTER 3: LEGAL MANDATE FOR THE PUBLIC PARTICIPATION PROCESS IN SOUTH AFRICA'S TRANSPORT SYSTEM

3.1 INTRODUCTION

This chapter outlines the legal framework which is guiding the process of public participation in South Africa. The South African Government has put public participation to all the processes involved in Government programmes. South African Constitution, 1996 outlines the citizen rights and more specifically, the rights of communities to be involved in local governance. Furthermore, National Land Act provides for minimum requirements for transport planning. The chapter will discuss the legislative requirement which is applicable to all spheres of government (i.e., National, Provincial and Local).

for public participation and transport planning.

3.2 PUBLIC PARTICIPATION REQUIREMENTS FROM POLICIES /ACTS FOR LOCAL GOVERNMENT

3.2.1 Constitution of South Africa (1996)

Section 1 (a) of the Constitution emphasises the founding values of South Africa's democracy, namely: the promotion of human dignity, achievement of equality, and the advancement of human rights and freedom (RSA, 1996). This section also provides for the rule of law that commits to human rights and freedom, which embraces public participation. Furthermore, section 3(2) provides better clarity by highlighting the fact that all citizens are 3(2)(a) equally entitled to the rights, privileges and benefits of citizenship; and 3(2)(b) equally subject to the duties and responsibilities of citizenship.

These should, in terms of section 6(a), be mindful of endemic circumstances of individual government spheres as well as the fundamental needs and preferences of the entire population. On the other hand, section 6 (b) obliges municipalities to be cognisant of the languages used and preferred by their constituencies. This means that, when conducting public participation during the development of the CIP, municipalities must take all reasonable measures to accommodate the language(s)

used and preferred by their constituencies. This would ensure that all the participants are able to express their views on critical transport issues that the plan should address. Section 6(1) (b) of the Act allows people to express their views (RSA, 1996).

Sections 152(1) (a & e), 152 (2) and 153(a) make it obligatory for municipalities to encourage the participation of local communities and community organisations in local government matters such as the development of CITP. However, a municipality should do this within its financial and administrative capacity, and more importantly, prioritise the basic needs of the community (RSA, 1996). Section 156 provides for municipal executive authority regarding the exclusive and concurrent administration of certain matters indicated in Part B Schedules 4 and 5 of the Constitution, which are related to municipal transport system.

These matters are: municipal planning; municipal public transport; municipal roads, traffic and parking (RSA, 1996a). In fact, provision and maintenance of municipal roads, traffic and parking are exclusive to municipalities, whereas municipal public transport is a function that is concurrently performed by provinces and municipalities (National Treasury, 2009:129). The inference that can be drawn from these constitutional mandates is that it provides for entitlement and consideration of population needs while making provision for accountability and responsibility for all South Africans, which are the significant and valuable characteristics for public participation in the decision-making processes pertaining to developmental projects such as the CITPs. These provisions do have a direct link to and impact on a public participation process during the development of a CITP by a municipality, such as the City of Johannesburg.

3.2.2 Local Government — Municipal Structures Act (117 of 1998)

Section 19(1) of the Municipal Structures Act (117 of 1998) (RSA, 1998a) obliges a municipality to strive within its capacity to achieve the provisions of section 152 of the Constitution (RSA, 1996a:26). In Sections 19(2) (c) and (3), this Act further obliges a municipality to review its processes for involving the community on an annual basis; and to develop strategies with regard to consulting communities and community

related organisations in its process of performing its functions and exercising its powers (RSA, 1998a:26).

Section 44(3) (g & h) of the Act states that the Executive Committee, in performing its duties, must — (g) annually report on the involvement of communities and community organisations in the affairs of the municipality; and (h) ensure that regard is given to public views and report on the effect of consultation on the decisions of the council (RSA, 1998a:40-42). These provisions are applicable to executive mayors in terms of Section 56(3) (g & h) of the Act (RSA, 1998a:46).

3.2.3 Local Government: Municipal Systems Act (32 of 2000)

Section 4(2) of the Municipal Systems Act (32 of 2000) (RSA, 2000) obliges any municipality to use the resources of the municipality in the best interests of the local community; encourage the involvement of the local community; and consult the local community about the level, quality, range and impact of municipal services; and the available options for service delivery (RSA, 2000:20). Moreover, Section 5(1) of the Act provides for the rights and duties of members of local communities. These are:

5(1)(a)(i) to contribute to the decision-making processes of the municipality; and (ii) to submit written or oral recommendations, representations and complaints to the municipal council, or to another political structure, or a political office bearer, or the administration of the municipality;

- 5(1) (b) to prompt responses to their written or oral communications, including complaints, to the municipal council, or to another political structure, or a political office bearer, or the administration of the municipality.
- Section 6(2) outlines the responsibilities of a municipality, which are directly related to public participation. They are as follows:

The administration of a municipality must:

- (a) be responsive to the needs of the local community; (d) establish clear relationships and facilitate cooperation and communication between it and the local community; and (e) give members of the local community full and accurate information about the level and standard of municipal services the local committees are entitled to receive (RSA, 2000:22).

Chapter 4 of the Act provides for public participation whereby it obliges a municipality to develop a culture of community participation (RSA, 2000:30). These provisions are captured from Section 16 through to Section 22. However, the most important ones for the purpose of this study are Sections 16, 17 and 18. In this regard, Section 16 (1)(a) of the Act obliges any municipality to include efforts to encourage and create conditions for the local community to participate in the affairs of the municipality, including strategic decisions relating to the provision of municipal services. Moreover, to contribute to capacity-building of the local community, as well as that of municipal councillors and staff to enable them to participate in the affairs of the municipality and to foster community participation respectively (RSA, 2000:30).

In Section 17, the Act (RSA, 2000:30) obliges a municipality to establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality. Section 18(1) of the Act provides for communication of information concerning community participation. It states that a municipality must communicate to its community information concerning:

- a) the available mechanisms, processes and procedures to encourage and facilitate community participation;
- b) the matters with regard to which community participation is encouraged; and
- c) the rights and duties of members of the local community.

Moreover, Section 18(2) highlights the fact that when communicating the information mentioned in subsection (1), a municipality must take the following into account:

- a) language preferences and usage in the municipality; and
- b) the special needs of people who cannot read or write (RSA, 2000:32).
- c) In terms of Section 78(3) (b), if a municipality decides in terms of subsection (2) (b) to explore the possibility of providing the service through an external mechanism it must:
- d) assess the different service delivery options in terms of section 76(b), considering the views of the local community and organised labour (RSA, 2000:74).

Section 80(2) states that before a municipality enters into a service delivery agreement for a basic municipal service it must establish a mechanism and programme for community consultation and information dissemination regarding the service delivery agreement. Additionally, the contents of a service delivery agreement must be communicated to the local community through the media (RSA, 2000:74).

3.2.4 Local Government: Municipal Planning and Performance Management Regulations, 2001

Section 120, with sections 37, 43 and 49, of the Local Government: Municipal Systems Act (32 of 2000) (RSA, 2000) and chapter 2 of the regulations provide for IDP (Department of Provincial and Local Government, 2001). Section 4(b) obliges a municipality to ensure public participation during the amendment process to its integrated development plan. It states that no amendment to a municipality's IDP may be adopted by the municipal council unless the proposed amendment has been published for public comment for a period of at least 21 days in a manner that affords the public the opportunity to make representations with regard to the proposed amendment (Department of Provincial and Local Government, 2001:6-7). The following section focusses on the guideline documents that are relevant for the development and implementation of the transport systems.

3.3 TRANSPORT PLANNING FROM POLICIES AND ACTS

3.3.1 White paper on National Transport Policy (1996)

This policy outlines the role of transportation in advancing the national social-economic development agenda at a strategic level (RSA, 1996b:2). Moreover, this policy provides the vision and broad goals of the DoT. The vision is to *"Provide safe, reliable, effective, efficient, and fully integrated transport operations and infrastructure which will best meet the needs of freight and passenger customers, and at improving levels of service and cost, in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable"* (RSA,1996b:5). The broad goals to realise this vision are to:

- Support the Reconstruction and Development Programme (RDP) goals for realising basic needs of all South Africans, ensuring economic growth,

developing human resources capacity building, and promoting democratic decision-making culture;

- Establish and implement mechanisms that would ensure that the transport system is easily accessible to its users for transportation of goods and services in a satisfactory manner;
- Prioritise and improve quality of transport service, safety & security of the entire transport system and users of the service, reliability of transport service, and efficient time of transporting goods and commuters. This would lure private car owners to use public transport;
- Improve transport infrastructure and operations by being more effective and efficient as this would improve customer satisfaction (locally and abroad) thus giving South Africa a competitive edge;
- Invest in transport systems and related infrastructure to meet socio-economic growth and strategic investment objectives;
- Ensure that the processes applied to realise the abovementioned objectives do not have any negative impacts, but foster economic and environmental sustainability (RSA, 1996b:5-8). This would be in line with the principles of sustainable mobility.

In an endeavour to realise these goals, the policy will ensure that public participation in decision making on important transport issues, including the formulation of policy and the planning of major projects, is being encouraged. Furthermore, since a key focus of the policy will be on meeting customer needs, the needs of the community and customers will be determined and provided for by a transparent, consultative, coordinated and accountable process, based on comprehensive information (RSA, 1996b:6).

Government departments, the private sector, and consumers will be integrated in the decision-making process through appropriate forums. The transport sector will participate with other sectors in broader policy making and decisions which affect the demand for transport (Republic of South Africa, 1996b:9). In this regard, government will emphasise strategic planning and collaboration among various stakeholders to deliberate and effectively take decisions on a wide range of national strategies which

could not have been possible if stakeholders were acting individually or in silos (RSA, 1996:9). It is evident from this information that public participation features prominently in this policy.

However, it does not provide specific aspects that are related to the development of CITP, though they provide a framework that could be used for reference purposes in this study.

3.3.2 National Land and Transport Act (5 of 2009)

The National Land Transport Act (5 of 2009) (RSA, 2009) was promulgated to further build on the provisions of the National Land Transportation Act (22 of 2000) (RSA, 2000), which initiated the process of transforming and restructuring the national land transport system (Statistics SA, 2015:1) and it also set a vision, together with the Moving South Africa Strategy (1999), for an efficient public transport system through the provision of high quality, comprehensive transport infrastructure (National Treasury, 2009:97-98). The aim of the Act is to ensure that there is intergovernmental alignment between the planning, regulation and management of functions of the public transport road and rail services (National Treasury, 2009:141).

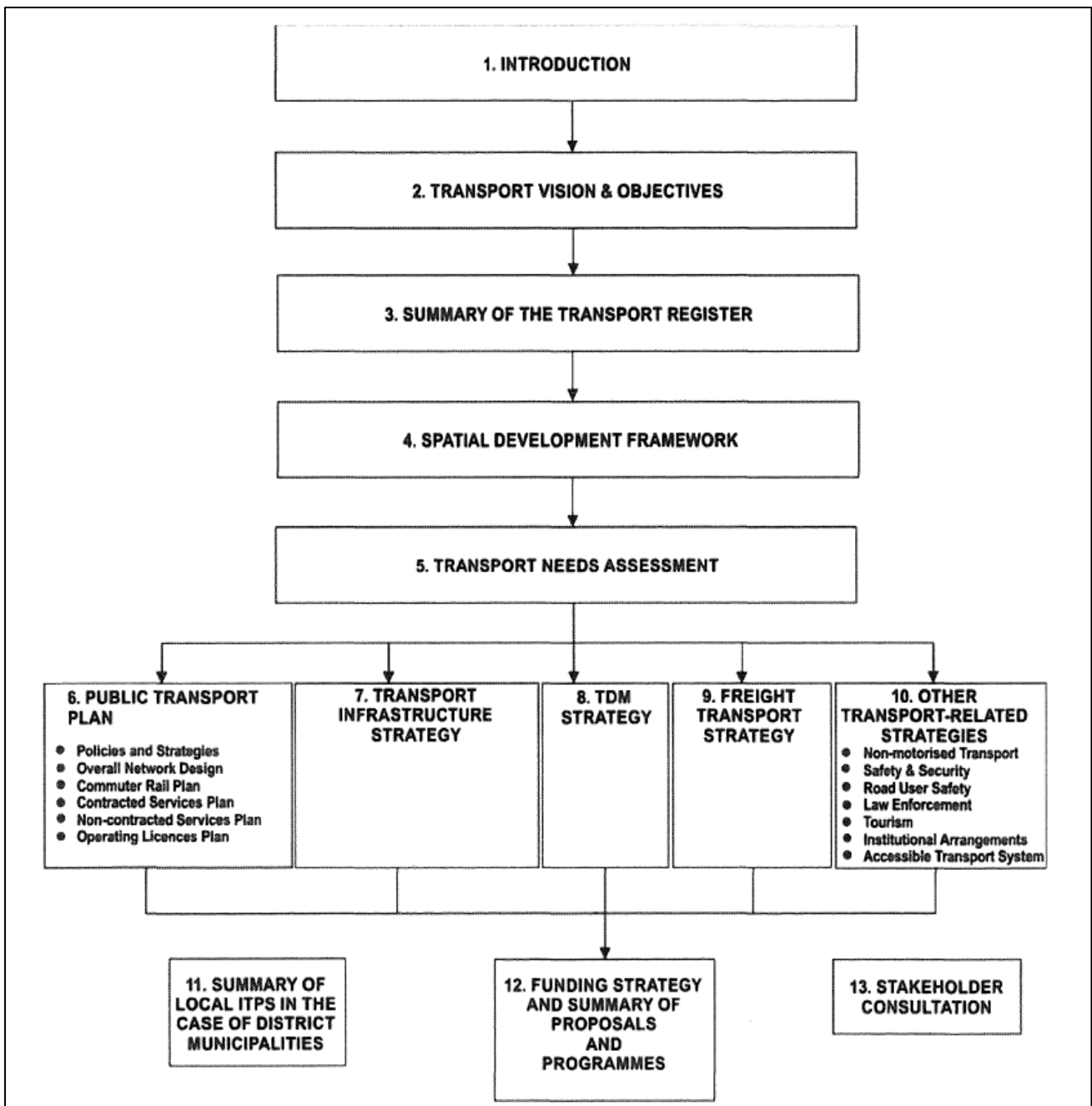
Chapter 2 of this Act provides for institutional arrangements for land transport, with specific focus on the responsibilities of the three spheres of government (RSA, 2009:26). Section 11(1) (c) (iii & iv) provides specifically for the responsibilities of the municipal sphere of government. It states that the municipal sphere of government is responsible for — (iii) ensuring co-ordination between departments and agencies in the municipal sphere with responsibilities that impact on transport and land use planning issues, and bringing together the relevant officials; (iv) in its capacity as planning authority, preparing transport plans for its area, ensuring the implementation thereof and monitoring its performance in achieving its goals and objectives (RSA, 2009:28).

Chapter 4 of the Act provides for Transport Planning, with specific reference to, among others, the general principles for Transport Planning (Section 31) and the development of a Comprehensive Integrated Transport Plan, which is provided for in Section 36 (RSA, 2009:44-48). Section 33 (2) prescribes that any municipality which acts as a

planning authority must publish a notice in English and at least one other official language in a newspaper circulating in its area of jurisdiction, before finalising the Comprehensive Integrated Transport Plan. This is to inform the relevant stakeholders that the plan in question has been completed and is available for public inspection at a place stated in the notice (RSA, 2009:44-46).

Section 36 (4)(c) stipulates that a municipality can submit the Comprehensive Integrated Transport Plan to a Member of the Executive Committee (MEC) for approval only if it is satisfied that it has followed the correct procedures and otherwise complied with the prescribed requirements. Additionally, the MEC will only approve the plan after ensuring that correct procedures and prescribed requirements were followed and complied with by the municipality (RSA, 2009:48). The common denominator between Section 31 and 36 is that both provide for public participation. Section 31 prescribes that a municipality must include integrated transport planning in the integrated development planning process to ensure that the aspects of transport are addressed by the municipality (RSA, 2009:48). Public participation is at the centre of procedures and requirements for the development of any Integrated Development Plan. Again, with the provisions of Section 36 (4) (c) regarding procedures and prescribed requirements, it is evident that public participation is a significant component of municipal integrated transport planning.

The National Land Transport Act, 2009 (Act No. 5 of 2009) provides for the development of the Comprehensive Integrated Transport Plan, the contents of which



are depicted in Figure 3.1.

Figure 3.1. Minimum contents of a Comprehensive Integrated Transport Plan
(Source: DOT,2014:15)

These minimum contents of the CITP are contained in the Regulations on the Minimum Requirements for the Preparation of Integrated Transport Plans, No. R. 954 of 2014. These regulations were published in terms of the National Land Transport

Act, 2009 (Act No. 5 of 2009). Additionally, the regulations indicate that the CITP must be prepared with due regard to relevant integrated development plans and must comply with the Spatial Planning and Land Use Management Act 16 of 2013 and other applicable national and provincial laws (DoT, 2014:15).

They make it compulsory for the CITP to have a chapter on stakeholder consultation (see Figure 3.1). With specific reference to stakeholder consultation, chapter 13 of these regulations provides as follows “*The extent of and the results of consultation with all stakeholders, including operators, commuters and communities must be described. Interaction and consultation with government institutions and other organs of state, such as the Provincial Department, PRE, SANRAL, PRASA must be included. Small bus operators providing non-contracted services must be included in consultations, and not only larger contracted operators. The preparation of a transport plan or transport programme must include the consultation and participation of interested and affected parties required for the preparation of integrated development plans in terms of Chapter 4 and section 29(1)(b) of the Municipal Systems Act or replacing legislation. There must also be compliance with the Promotion of Administrative Justice Act 3 of 2000 (PAJA). The public participation process must provide for adequate advertising and presentation of the draft ITP and allow all stakeholders an adequate opportunity to make representations or objections. The authority must consider all representations and objections received, and revise the draft ITP if necessary, before finalising it*” (DoT, 2014:29).

These provisions are applicable to all the metropolitan municipalities in the country, namely: City of Tshwane; Msunduzi City of Johannesburg; Buffalo City; City of Cape Town; Nelson Mandela Bay; eThekweni; Ekurhuleni; and Mangaung (National Treasury, 2009: 129). Each metropolitan municipality has the responsibility to make sure that public participation is integrated into the process of developing its own CITP. This chapter outlines the legal framework which is guiding the process of public participation in South Africa. This framework is constituted of various policies and legislation (e.g., White Papers, Acts and Regulations), which is applicable to the National, Provincial and Local government, respectively.

The most relevant pieces of legislation include the Constitution of the Republic of South Africa, 1996 (RSA, 1996); National Land Transport Act, 2009 (Act No. 5 of 2009) (RSA, 2009); Gauteng Planning and Development Act, 2003 (Act No. 3 of 2003) (RSA, 2003); White Paper on National Transport Policy (RSA, 1996b); National Land Transport Regulations (DoT, 2009); Regulations on the Minimum Requirements for the Preparation of Integrated Transport Plans (2014); White Paper on Local Government (RSA, 1998b); Municipal Financial Management Act, 2003 (Act No. 56 of 2003) (RSA, 2003); Local Government: Municipal Structures Act, 1998 (117 of 1998) (RSA, 1998a) and the Local Government: Municipal Systems Act, 2000 (32 of 2000) (RSA, 2000).

There are also important documents which serve as mechanisms for the implementation of these Acts, Regulations and White Papers. The documents include the National Land Transport Strategic Framework (2017-2020) (DoT, 2017a); Rural Transport Strategy for South Africa (2007) (DoT, 2007a); Public Transport Strategy for South Africa (2007-2020) (DoT, 2007b); the Gauteng Provincial Land Transport Framework (2009-2014) (Gauteng Provincial Department of Roads and Transport, 2009); Strategic Framework for Sustainable Development in South Africa (Department of Environmental Affairs & Tourism, 2006); Draft Policy: Promoting Sustainable (Green) Transport in Gauteng (Gauteng Provincial Department of Roads and Transport, 2014a) and the Gauteng Spatial Development Framework (Gauteng Provincial Legislature, 2016).

3.3.3 National Land and Transport Regulations (Act 5 of 2009)

Regulations 2(5) (b), 2(6) and 6(4) oblige a planning authority (e.g. municipality) to comment on the application related to the operating licence regardless of whether it has a proper Integrated Transport Plan (ITP) or not and should submit its comments to either the National Public Transport Regulator (NPTR) or to the Provincial Regulatory Entity (PRE), whichever is applicable. In the case where the (ITP) has been developed, the planning authority must base its comments or response on its ITP.

There are also important documents which serve as mechanisms for the implementation of these Acts, Regulations and White Papers. The documents include

the National Land Transport Strategic Framework (2017-2020) (DoT, 2017a); Rural Transport Strategy for South Africa (2007) (DoT, 2007a); Public Transport Strategy for South Africa (2007-2020) (DoT, 2007b); the Gauteng Provincial Land Transport Framework (2009-2014) (Gauteng Provincial Department of Roads and Transport, 2009); Strategic Framework for Sustainable Development in South Africa (Department of Environmental Affairs & Tourism, 2006); Draft Policy: Promoting Sustainable (Green) Transport in Gauteng (Gauteng Provincial Department of Roads and Transport, 2014a) and the Gauteng Spatial Development Framework (Gauteng Provincial Legislature, 2016).

3.3.4 Infrastructure Development Act (23 of 2014)

The purpose of this Act is to provide for the facilitation and co-ordination of public infrastructure development which is of significant economic or social importance to the Republic of South Africa (RSA); to ensure that infrastructure development in the RSA is given priority in planning, approval and implementation; to ensure that the development goals of the State are promoted through infrastructure development; to improve the management of such infrastructure during all life-cycle phases, including planning, approval, implementation and operations; and to provide for matters incidental thereto (RSA, 2014:2).

This Act provides for public participation in the process pertaining to Strategic Integrated Projects (SIP) indicated in Schedule 1 as it relates to Section 7(1)(a) of the Act, which include Public Transport and Roads (RSA, 2014:28). Moreover, Schedule 2 of this Act prescribes the duration for public participation for specific processes in terms of Section 17(2) of the Act. For instance, the period for public consultation on the application and project plan is 30 days, whereas the period for public consultation on the development and mitigation plan and the review by relevant authority is 44 days (RSA, 2014:30).

3.3.5 Spatial Planning and Land Use Management Act (16 of 2013)

The Spatial Planning and Land Use Management Act (SPLUMA) (16 of 2013) (RSA, 2013), has been in operation since 1 July 2015 and it provides South Africa with a

single land development process. Again, it regulates the compilation and review processes of national, provincial, regional and municipal Spatial Development Frameworks (Gauteng Provincial Legislature, 2016:7).

Section 5 indicates categories of spatial planning across the three spheres of government. Section 5(1) specifies the elements of a Municipal Planning System, which include (a) the compilation, approval and review of integrated development plans; (b) the compilation, approval and review of the components of an integrated development plan prescribed by legislation and falling within the competence of a municipality, including a spatial development framework and a land use scheme; and (c) the control and regulation of the use of land within the municipal area where the nature, scale and intensity of the land use does not affect the provincial planning mandate of provincial government or the national interest (RSA, 2013:16). The first two elements have a direct relationship with the CIP (2013a), as provided for in Section 31 of the National Land Transport Act (5 of 2009) (RSA, 2009).

The significance of public participation regarding the principles relating to spatial planning and land use, together with land development, is being focussed on in Section 7 (RSA, 2013:18). The section states that the preparation and amendment of spatial plans, policies, land use schemes, as well as procedures for development applications, must include transparent processes of public participation. Moreover, the section outlines that all parties be afforded the opportunity to provide inputs on matters affecting them; and that policies, legislation and procedures must be clearly set in order to inform and empower members of the public (RSA, 2013:18-20).

Public participation features prominently in Section 12(1)(o) of the Act, which prescribes that all spheres of government must prepare spatial development frameworks that consider and, where necessary, incorporate the outcomes of substantial public engagement, including direct participation in the process through public meetings, public exhibitions, public debates and discourses in the media, and any other forum or mechanisms that promote such direct involvement (RSA, 2013:24). Moreover, Section 12(2)(a) also provides for public participation and obliges national government, provincial government and municipalities to participate in the spatial

planning and land use management processes that impact on each other to ensure that the plans and programmes are coordinated, consistent and in harmony with each other (RSA, 2013:24-26). In summary, this Act provides a framework for spatial planning and land-use management.

It specifies the relationship between spatial planning and other kinds of planning, and provides for inclusive, developmental, equitable and efficient spatial planning. Its objective is to promote greater consistency and uniformity in the application procedures and decision making by authorities responsible for land-use decisions and development applications (Department of Cooperative Governance and Traditional Affairs (CoGTA), 2016:43).

The above section highlighted several legislative provisions which make public participation a mandatory process, especially when engaged in government programmes, such as the development of Comprehensive Integrated Transport Plan. The Constitution obliges all organs of state to engage communities when implementing Government programmes. This included, among others, the available mechanisms, processes and procedures to encourage and facilitate community participation; the matters with regard to which community participation is encouraged; and the rights and duties of members of the local community (Republic of South Africa, 2000). The next section will discuss the guidelines and transport policies

3.4 Guidelines for the Development and Implementation of the Transport Systems in South Africa

3.4.1 Public Transport Strategy for South Africa (2007-2020)

This strategy provides for the design, development and implementation of public transport services, facilities and infrastructure that would foster the integration of various land transport modes within and across provincial and municipal areas of jurisdiction (National Treasury, 2009:141). Basically, the Public Transport Strategy seeks to foster the integration of public transport systems in South Africa that will ensure the development of Integrated Rapid Public Transport Service Networks in the

bigger cities and the development its adapted versions to suit smaller cities and rural areas. The purpose is to enable the transport sector to provide mobility solutions that would appeal equally to the users of public and private transport systems (DoT, 2007b:4).

This strategy will work towards improving efficiencies in the rendering of public transport services, reducing congestion in urban areas, as well as reducing the use of private vehicles. As a result, this strategy will become a conduit in realising the goal of mass public transit networks, which would be boosted by the establishment of integrated public transport networks (National Treasury, 2009:127). The long-term vision of this strategy is to have an established system that would influence the spatial development of metropolitan municipalities, whereby 85% of the residents of these municipalities stay within one (01) km radius of any Integrated Rapid Public Transport Network trunk (i.e., road & rail), or feeder (i.e., road) corridor (DoT, 2007b:4; Pillay & Seedat, 2007:404).

The strategy further aims to switch 20% of car owners to public transport networks when commuting from home to work and back by 2020 (Department of Transport, 2007:4). The overall objective of the strategy is to develop integrated inter-modal public transport corridors that would be supported by extensive feeder and distribution networks dominated by taxis (National Treasury, 2009:138-139). However, a decade has already passed, and the objective of this strategy has not been realized yet, which could affect future transport planning programmes, such as the CITP.

3.4.2 National Development Plan 2011

Convenience of public transport services and the ability of these services to cope with the demanding pressure from the users thereof are significant for the sustainability of these services. Moreover, aspects such as carrying capacity, area of coverage, frequency of services and safety standard or quality of public transport must be at levels which would ensure retention of existing public transport users and thus make it much easier for other commuters who mainly use private vehicles to switch over to public transport system. Authorities in charge of transport should plan and put sufficient investment in road and transport infrastructure at various stages of the value chain (i.e., construction; maintenance and oversight) (National Planning Commission,

2011:164). The National Development Plan (NDP) proposes to expand the economic opportunities through investment in infrastructure, more innovation, private investment and entrepreneurship (National Planning Commission, 2011:5). The National Planning Commission believes that travelling distances should be shorter. As a result, government must ensure that the following fundamental public transport criteria are adhere to: safety, reliability, affordability and energy efficiency. In view of this, the Commission proposes a strategy that would ensure the provision of a public transport that is more reliable and affordable that is coordinated better between various transport modes in all municipalities across the country (National Planning Commission, 2011:16).

3.4.3 Integrated Urban Development Framework (IUDF) — New Deal for South African Cities and Towns

This Framework provides guidance in terms of how government would ensure sustained growth and management of urban areas in the future Cooperative Governance and Traditional Affairs (CoGTA, 2016:7). Furthermore, this framework is responding to the scenario and anticipated situation of the United Nations 2015 Sustainable Development Goals (SDGs), particularly Goal 11: “*Making cities and human settlements inclusive, safe, resilient and sustainable*” (CoGTA, 2016:7). The Integrated Urban Development Framework’s (IUDF’s) vision is that “by 2030 South Africa should observe meaningful and measurable progress in reviving rural areas and in creating more functionally integrated, balanced and vibrant urban settlements” (CoGTA, 2016:7). Additionally, there is the transformative vision: “Liveable, safe, resource-efficient cities and towns that are socially integrated, economically inclusive and globally competitive, where residents actively participate in urban life” (CoGTA, 2016:40). This framework contains three policy levers which are more relevant to this study, namely; Integrated transport and mobility; Integrated urban infrastructure and empowered active communities. They are briefly described as follows:

3.4.3.1 Policy Lever 1: Integrated Transport and Mobility

Integrated transport system and mobility of commuters is a significant component of economic infrastructure investment in South Africa. Moreover, it contributes to urban densification and efficiency, it also supports economic and social development. It

further plays a crucial role in forming strong linkages between rural and urban areas. The related transformation outcome is *“Cities and towns where goods and services are transported efficiently, and people can walk, cycle and use different transport modes to access economic opportunities, education institutions, health facilities and places of recreation”* (COGTA, 2016:39).

3.4.3.2 Policy Lever 2: Integrated Urban Infrastructure

An integrated urban infrastructure should be extensive and strong enough to meet the needs of industrial, commercial and household sectors. This is because it is resource-efficient and an enabling tool for universal access and more inclusive economic growth. In that sense, it needs to be planned in a manner that facilitates access to social and economic opportunities while supporting the development of efficient and equitable urban set up.

The related transformation outcome is *“Cities and towns that have transitioned from traditional approaches to resource-efficient infrastructure systems, which provide for both universal access and more inclusive economic growth”* (CoGTA, 2016:40).

3.4.3.3 Policy Lever 3: Empowered Active Communities

Active participation of communities in government activities and decision-making process does promote their rights and responsibilities. Furthermore, empowering communities and encouraging these communities to get involved in the matters of local government could ensure active civic society, social cohesion, integration and inclusion, which are imperative in an endeavour to redress the injustices of the past in South Africa (CoGTA, 2016:92), especially where certain communities were excluded from participating in the decision-making processes related to government matters.

Notably, cities would not be successful in their endeavour to promote and support their developmental agenda without the involvement, empowerment and most of all, inclusion of their citizens. In fact, it is only cities that involved and let their citizens and other stakeholders from different cultural and social classes to participate in their affairs which ended up being strong and powerful. This notion of active citizenship agenda, which is promoted by the National Development Plan (National Planning Commission, 2011), empowers communities to meaningfully contribute and

participate in the spatial development of their urban settlements and improvement of their quality of life.

The related transformation outcome is “*Cities and towns that are stable, safe, just and tolerant, and respect and embrace diversity, equality of opportunity and **participation of all people**, including disadvantaged and vulnerable groups and persons*” (CoGTA, 2016:41). Basically, this lever is hinged on the notion of community engagement that embraces inclusivity, whereby every citizen gets a chance to set vision and formulate plans that would ensure the improvement of their respective settlements (CoGTA, 2016:43).

Active and empowered citizens would give rise to:

- Socially integrated, stable, safe and just societies whereby the dignity of every citizen is respected, and their human rights are protected; and
- Equal opportunities for every citizen to participate actively in the decision-making processes of matters related to political, economic, social and civic. This is regardless of whether that citizen falls in the categories of disadvantaged and vulnerable groups and/ or persons (CoGTA, 2016:92).

This policy lever highlights the fact that public participation is paramount in planning for government programmes, systems and infrastructure, as well as ensuring that all of these levers remain relevant, sustainable and acceptable by the recipient constituencies.

In the context of transport systems, these policy levers are expected to reconfigure urban spatial framework by bringing down costs of traveling and reducing travel distances, as well as improving public transport system and coordination between various transport modes (CoGTA, 2016:36). Moreover, these policy levers are aimed at ensuring that priorities are set, resources are allocated, and implementation takes place in an integrated, effective, efficient and sustainable way (CoGTA, 2016:43).

This document further recognises municipalities as key for developing the long-term growth management strategies, Spatial Development Frameworks (SDFs) and IDPs that must guide investments by all role-players (CoGTA, 2016:50). However, it will not

succeed without intense and well-coordinated collaboration with various key stakeholders from, among others, research institutions professional bodies and academic institutions. Hence there has to be collaboration between government and key stakeholders from various backgrounds. The document concedes that promoting active citizens who could participate in a meaningful way in the planning and development of their settlement areas would require a strong collaboration between various stakeholders (e.g., government, community groupings & civil society, research institutions, as well as academic institutions (CoGTA, 2016:97). These stakeholders have valuable skills, knowledge and capacities that government entities could utilise to transform urban spatial patterns. Moreover, it can provide the much-needed feedback for the improvement of spatial planning systems (CoGTA, 2016:50).

3.4.4 National Land Transport Strategic Framework (2017-2022)

This National Land Transport Strategic Framework (NLTSF) (DoT, 2017a) is a legal requirement in terms of Section 34 of the National Land Transport Act (5 of 2009) (RSA, 2009). It embodies the overarching, national five-year (2015 to 2022) land transport strategy, which gives guidance on transport planning and transport delivery by national government, provinces and municipalities for this five-year period. Additionally, the NLTSF sets out strategic priorities to apply transport planning in achieving social, health, economic and environmental outcomes (DoT, 2017a).

The identified strategic priorities and outcomes link the framework to the NDP (National Planning Commission, 2011), National Transport Masterplan 2050 (NATMAP) (DoT, 2017b), provincial transport and spatial planning, as well as broader strategies and plans at local government level. Moreover, this Framework enables all three spheres of government to effectively plan for their transport systems, which in the case of municipalities, will be reflected in their Integrated Transport Plans (DoT, 2017a:87).

The overall vision of the NLTSF is to create a transport system that is integrated and efficient, which promotes sustainable economic growth, provides safe and accessible mobility, and which includes all citizens across all social classes and ensures environmental protection (DoT, 2017a:87). Though it is presented in a detailed and

prescriptive manner, the NLTSF is sufficiently flexible and allows stakeholders to adopt and apply the intentions and guidance of the NLTSF that are relevant to their endemic circumstances and needs (DoT, 2017a:88). This statement shows the consistency of government in ensuring that public participation forms an integral part of programmes, projects and activities which are being carried out by all three spheres of government. This is confirmed by the fact that this framework is linked to the NDP, NATMAP 2050, provincial transport and spatial planning, and broader municipal strategies and plans (DoT, 2017a:87).

3.5. TRANSPORT PLANNING IN GAUTENG

3.5.1 Gauteng Transport Infrastructure Amendment Act (6 of 2003)

This Act Amends Section 6 of the Gauteng Transport Infrastructure Act (8 of 2001) (RSA, 2001) which provides for regulatory measures in respect of determining or amending routes by the MEC, and it requires the submission of the prescribed reports to the MEC to comment on applications for land use rights and environmental authorisation (South African Cities Network, 2011:14). The Gauteng Transport Infrastructure Amendment Act on the other hand, provides for public participation in Section 2 with regards to environmental investigation or report, whereby it stipulates the procedure which the MEC must follow before determining or amending any route (Gauteng Department of Transport, 2001).

This Section indicates that the MEC must consult with municipalities, interested and affected parties, and invite comments and hold public inquiries with regard to routes that need to be determined or amended by the MEC. Moreover, the section provides for the MEC to publish issues and concerns of the interested and affected parties in a prescribed procedure, where after he/she will decide or amendment and shall publish the decision in an appropriate manner (Gauteng Provincial Legislature, 2003).

3.5.2 Gauteng 25-year Integrated Transport Master Plan (2013)

The Gauteng 25-year Integrated Transport Master Plan (ITMP25) provides a framework for integrated transport planning over the next quarter of a century, with the objective of achieving a world-class and sustainable transport system that supports Gauteng's economic, social and cultural, and environmental goals (Gauteng Provincial

Legislature, 2016:19). It serves as a point of departure from *apartheid* spatial planning; land use and mobility; and ushers in an integrated and equitable transport value chain, where public transport enjoys the highest priority (Gauteng Provincial Department of Roads and Transport, 2015:38).

It thus provides a planning framework, which will assist government at all three levels to deliver this transport system over the next 25 years (Gauteng Provincial Department of Roads and Transport, 2013a:1). It further empowers the Gauteng Provincial Department of Roads and Transport (GDRT), in collaboration with other spheres of government, to plan, to regulate and to develop an integrated and efficient transport system for the province that serves the general public interest. This also include CITP and the involvement of other stakeholders through public participation.

It strives to embody the principles of an efficient, competitive and responsive economic infrastructure network that prioritises public transport (Gauteng Provincial Department of Roads and Transport, 2013a:1). The plan proposes 13 key focused areas and initiatives that will be implemented over a period of 25 years and will guide policy and strategy development towards the realisation of an integrated transport system in Gauteng (Gauteng Provincial Department of Roads and Transport, 2015:38).

Key focus areas and initiatives of the ITMP25, which bear reference to this research are as follows:

- Formation of a Public Transport Information Centre in Gauteng;
- Integration with Passenger Rail Agency of South Africa's (PRASA) Commuter Rail Modernisation Project;
- Restructuring of Road Public Transport System which receives government subsidy;
- Transformation of the Minibus Taxi Industry;
- Promotion and increased adoption of Greener Technologies for Public Transport Vehicles;
- Efficient Travel Demand Management, Decreased Congestion Incidences and Shorter Times of Travel;
- Easy Access to Major Economic Nodes, particularly Freight Nodes;
- Connectivity between International and Municipal Airports;

- Construction of Pedestrian and Cycle Side Walks and Paths;
- Facilitation and Promotion of Continuous Mobility of people and good throughout Gauteng;
- Effective Management and Maintenance of Transport Infrastructure;
- Monitoring and Evaluation of Regulations & enforcement;
- Sustaining the Accessibility of Transport System in Gauteng.

The other focus area would be continuous expansion of transportation services to informal settlements, newly established settlements. This should be given the same planning priority which is given to other sectors such as water, electricity and sanitation infrastructure in the same settlements.

The policy directives underpinning this plan include:

- pro-active interventions by government to improve the existing situation of the public transport systems;
- Fostering democratic decision-making process;
- Promotion of public participation, engagement of key stakeholders and establishment of partnerships;
- Redistribution of public transport systems to ensure easy access by all users across the province (Gauteng Provincial Department of Roads and Transport, 2013a:3).

Key to the Integrated Transport Master Plan for 25 years (ITMP25) is the emphasis on making sure that users of private vehicles shift over to public transport. This would reduce congestion, enhance efficiency and promote sustainability of the public transport system. However, rail transport system must be an integral part of the transport network. This means planning for more transportation of people and considering person trips than vehicle trips (Gauteng Provincial Department of Roads and Transport, 2013a:5).

3.5.3 Gauteng Land Transport Framework (2009-2014)

This Framework outlines a comprehensive programme through which the Gauteng province addresses its transport related challenges and realise the objectives of

sustainable transport. The main purpose of this framework is to provide guidance for efficient planning and implementation of land transport in Gauteng. Moreover, this framework serves as the basis for the preparation of sector plans such as Integrated Transport Plans (ITPs), Public Transport Plans (PTPs) and the other plans that planning and transport authorities must develop (Gauteng Provincial Department of Roads and Transport, 2014:1). Furthermore, this Framework provides for additional requirements which include public participation and consultation processes and the annual submission and publication of the reports thereof (Gauteng Provincial Department of Roads and Transport, 2014:1), which are directly related to this study.

3.6 REQUIREMENTS FOR CITP AS IMPLIED IN THE REVIEWED POLICIES AND ACTS

National Land Transport Act, 2009 (Act No. 5 of 2009), chapter 4 provides for Transport Planning, with specific reference to, among others, the general principles for transport planning (Section 31) and development of integrated transport plan, which is provided for in Section 36 (Republic of South Africa, 2009). The minimum requirements for the preparation of integrated transport plans in terms of section 36(1) and (2) of the National Land Transport Act, 2009 (Act No. 5 of 2009) was published in 2014 by the then Minister of Transport, Honourable Dipuo Peters (DoT, 2014).

Therefore, transport plans, just like the National Spatial Development Plan (NSDP) and Integrated Development Plans (IDPs), are some of the key tools needed to support nodal and linkage development both in urban and rural areas (DoT, 2007). It can be said that integrated transport plans could help identify and prioritise transport infrastructure and service improvements and meet community and government objectives (Australian Department of Transport, 2012). It is therefore imperative that public participation and involvement should form an integral part of the process of developing integrated transport plans. This aspect has been given a legal weight by the inclusion of “Stakeholder Consultation” in the minimum contents that must be contained in the integrated transport plans (ITPs) as indicated in Chapter 8, “Minimum Contents”, of the published minimum requirements (DoT, 2014).

In terms of these minimum requirements, all Metropolitan Municipalities are required to prepare a Comprehensive Integrated Transport Plan (CITP) (DoT, 2014). Comprehensive Integrated Transport Plans (CITPs) must contain a long-term

component, which identifies the long-term vision and objectives for the transport system in the region, and the strategy for developing the transport system over time to achieve the set objectives (DoT, 2014). The minimum frequency of the preparation of Comprehensive Integrated Transport Plans, as set out in the requirements, is five years (DoT, 2014).

The CITP must be updated annually and must become part of the integrated development plans (IDPs) of the applicable metropolitan municipality (DoT, 2014). As indicated in the introduction, one of the minimum requirements is for each CITP to have a chapter on stakeholder consultation (DoT, 2014), thus putting emphasis on the need to seek for and include the views of all the relevant stakeholders, such as the members of the community, into the final CITP of a metropolitan municipality.

National Land Transport Act, 2009 (Act No. 5 of 2009) minimum requirements outlined transport vision and objectives which stipulated the development of the below following documents:

- Spatial Development Framework
- Transport Need Assessment
- Develop Transport Plan
- Transport Infrastructure Strategy
- Travel Demand Management strategy
- Freight Transport Strategy
- Funding Strategy based on the finalisation of all Municipal Integrated Transport Plan (ITP)
- Stakeholder Consultation

The Municipal Systems Act, 2000 (Act No 32 of 2000) highlighted the fact that a fundamental aspect of the new local government system is the active engagement of communities in the affairs of municipalities of which they are an integral part and in planning, service delivery and performance management (Republic of South Africa, 2000).

3.7 SUMMARY

The chapter presented the legislative requirement for public participation in the implementation of CITP. The Constitution of the country was discussed first as the supreme law of South Africa. Public participation is embedded in the South African Constitution (1996). The objective of the chapter was to outline legislative requirements of CoJ to public participation, with specific focus to participation in transport planning. The legislation discussed for the study were as follows : Constitution, National Land Transport Act, Local Government Municipal Structures Act, Local Government Municipal Systems Act , Local Government Municipal Planning and Performance Act, Gauteng Planning and Development Act,); White Paper on National Transport Policy (RSA, 1996b); National Land Transport Regulations, Regulations on the Minimum Requirements for the Preparation of Integrated Transport Plans (2014); Infrastructure Development Act, Spatial Planning Land Use Management Act, Gauteng Transport Amendment Act.

There are also important documents which serve as mechanisms for the implementation of public participation and CITP which are Regulations and White Papers. The documents include the National Land Transport Strategic Framework (2017-2020) (DoT, 2017a); Public Transport Strategy for South Africa, Gauteng Provincial Land Transport Framework, National Development Plan, Gauteng 25 years Infrastructure Transport Plan, Integrated Urban Development Framework. The next chapter will present the public participation approaches for the CoJ development and review.

CHAPTER 4: PUBLIC PARTICIPATION APPROACH FOR THE CoJ CITP DEVELOPMENT AND REVIEW

4.1 INTRODUCTION

The purpose of this chapter is to give context about the study area and analyse the approach adopted by the CoJ in the development and review of the CITP over the period 2003- 2013. The first section of the chapter will present the approach as captured in the formal records of the CoJ. Given the complexity of transport in the CoJ, the second part of this chapter engages representatives from different stakeholders in the transport sector to confirm the adopted approach as presented in records, and to analyse the relevance and appropriateness of the adopted approach from the perspective of the stakeholders.

4.2 DESCRIPTION OF THE CASE STUDY

The section contextualises the study area in terms of the demographic data (population size, growth and distribution) and spatial distribution, socio economic trends, transport infrastructure, travel patterns, car ownership and the usage of public transport. This is to highlight the diversity of commuters and the mode of transport used and also the preferred ones. Moreover, this information emphasizes the impact that transport planning has on the socio-economic trends and environmental sustainability of the spatial framework of the City of Johannesburg.

4.2.1 Demographic data and spatial distribution

The City of Johannesburg is one of the three metropolitan municipalities in Gauteng, the other two being the City of Tshwane and Ekurhuleni Metropolitan Municipality (Gauteng Department of Roads and Transport, 2014). In 2011, the City of Johannesburg had a population of 4 434 827 people, compared to 3 225 812 in 2001, representing 36% of Gauteng's population and 8% of the population of South Africa, at the average annual growth rate of 3,2% (City of Johannesburg, 2013:5).

This growth rate has been maintained between 2000 and 2018, which resulted in the total population of 5 486 in 2018 and is expected to reach 6 978 by 2030 (United Nations, 2018: 11) and 8 million by 2040 (City of Johannesburg, 2013:5). The city's population is young – a third of its residents are under 35 years of age (City of Johannesburg, 2013:5).

Most residents – 74% - stay in formal accommodation – either a formal house on its own stand, a townhouse, cluster or a flat in a block of flats. Seventeen percent of residents live in informal accommodation – either a shack in an informal settlement or a backyard shack (compared to 20% in 2001). The remainder of people stay in a backyard house, flat or room (8%) and 1% in tents or caravans (City of Johannesburg, 2013:5). The study area is depicted in Figure 1.1 below.



Figure 4.1: City of Johannesburg Map (Source: City of Johannesburg, 2013)

4.2.2 Socio-economic trends

The City of Johannesburg has the lowest Gross Domestic Product (GDP) per capita growth and also the lowest poverty rates in the province. This statistic is important because it is a proxy for the average standard of living in an area. The City of Johannesburg has the largest economy of the province's municipalities and, at 34.4%, accounts for the largest share of the provincial manufacturing sector (Gauteng Provincial Legislature, 2016:26, 27).

In the same year, the City of Johannesburg had the largest labour force, with approximately 2.5 million people. Of these, two million were employed and 529,000 unemployed (Gauteng Provincial Legislature, 2016:26). The workers and those who are looking for a job use various transport to travel to their respective places of work and where job opportunities exist.

The City of Johannesburg contributes 49% of the total Gross Domestic Product (GDP) of Gauteng Provincial Legislature and about 48% of all job opportunities in the province are currently located in Johannesburg (Gauteng Department of Roads and Transport, 2014). However, Johannesburg has high levels of unemployment and poverty and one of the highest levels of inequality in the world (City of Johannesburg, 2013:5).

Of the economically active population in Johannesburg, 72% are employed (1 696 520 people) while 28% are either unemployed (564 970 people) or discouraged work seekers (105 882 people). Additionally, of the people employed, 78% (1 328 219) of the people described themselves as being employed in the formal sector, 8% or 143 859 people as informal sector employees and 13% or 223 302 people as being employed in private households (City of Johannesburg, 2013:5). In 2014 the City of Johannesburg had the highest Gini coefficient, at 0.65 (Gauteng Provincial Legislature, 2016:44, 63), which could have serious implications on affordability of transportation.

In 2011, the average annual household income by race in Johannesburg was: R68 000 for the African households; R142 000 for the Coloured households, R259 000 for the Indian/Asian households and R360 000 in the case of the white households. The City of Johannesburg has the highest proportion of migrants seeking greener pastures internationally and nationally, thus the CITP should accommodate all the inhabitants of the City, including the migrants (City of Johannesburg, 2013:5)..

The 2016 Community Survey shows the City of Johannesburg has the largest number of households in Gauteng Province – 1 434 856 households in 2011 (average household size is 3,1 people) and 1 853 371 households in 2016, with an average household size of 2,7 people. These statistics show a decline in the average household size despite a population growth of just over 400 000 people. (Statistics SA, 2016:16).

This decline could be as a result of the government housing programme where people got their low-cost housing and therefore left their parent homes. It is therefore critical for the CITP to take cognisance of this phenomenon because it means the infrastructure development should cover new settlements on a wider geographic area. This also goes for public participation process, which should then include those communities in newly established and far flung areas of the municipal area of jurisdiction. (Statistics SA, 2016:16).

4.2.3 Transport Infrastructure

The road network within the City of Johannesburg area of jurisdiction is estimated at 7500 km of road (City of Johannesburg, 2003:62). Additionally, it is estimated that there are approximately 565 km of freeway and approximately 1260 km of main arterial roads. Consequently, the bulk of the road network comprises tertiary roads, that is, roads which provide access to properties and which link to the higher order routes (City of Johannesburg, 2003:62).

Responsibility for the road network rests with three agencies / authorities, these being:

- a) The South African National Roads Agency Limited (SANRAL), which is responsible for the national route network.

b) Gauteng Provincial Government, which is responsible for the provincial road network which is approximately 5638 km in length.

c) The Johannesburg Roads Agency (JRA), which is responsible for the major bulk of the road network (i.e., some 6870 km), this comprising major freeways / motorways such as the M1 and the M2, arterial roads and essentially all of the tertiary roads (City of Johannesburg, 2003:63).

The City of Johannesburg runs a municipal bus service called Metrobus and the Rea Vaya Bus Rapid Transit (BRT) system. The City's Transport Department is also responsible for all transport planning in the city (City of Johannesburg, 2013:6).

The City of Johannesburg's First Integrated Transport Plan (ITP) – 2003-2008, was approved by Council in August 2003 and it has already been updated three times - in 2004, 2006 and 2007, respectively (City of Johannesburg, 2013:3). There are various groups of stakeholders which are related to the transport sector. They include but not limited to Departments in the City of Johannesburg, Gauteng Provincial Department of Roads and Transport, Meter Taxis, Minibus Taxis, Bus operators, Private car owners, PRASA, SANRAL, Scholar transport, Cyclists (Bicycles and Motor cycles), Pedestrians (City of Johannesburg, 2003:83-85; 2013:9-14), Gautrain, Community members (City of Tshwane, 2015:17), Academic Institutions, Research Institutes.

This diversity presented a challenge in an attempt to ensure a comprehensive stakeholder involvement in the development of a Comprehensive Integrated Transport Plan for the City of Johannesburg Metropolitan Municipality. It is against this background that this study intends to assess how public participation was effected during the development and subsequent review processes of the Comprehensive Integrated Transport Plan in the City of Johannesburg Metropolitan Municipality, with a view to identify areas that need improvement and thus put some suggestions forwarded which would subsequently ensure better public participation processes with regard to the development and/or subsequent review of the Comprehensive Integrated Transport Plan for the City of Johannesburg.

4.2.4 Travel patterns, car ownership and usage of public transport in the CoJ

The 2014 National Household Travel Survey results for Gauteng Province reveal that workers in the City of Johannesburg made 797 daily trips to their workplace using public transport, thus representing the highest number of daily trips at a given time in the province. Of these trips 125 were by train, 104 by bus and the highest number of 567 was by taxis (Statistics SA, 2015:36). This observed trend regarding the mode of public transport used for going to work, is the same across the entire province. However, when comparing workers who drove, walked and cycled to their workplace in 2014, the results reveal that 10.6% walked, 0.5% cycled, whereas 39.7% drove to their respective workplaces (Statistics SA, 2015:37).

It is noteworthy that the 10.6% of workers in the City of Johannesburg who walked to their places of work is the second lowest proportion after the City of Tshwane, which registered 8.5% (Statistics SA, 2015:36). Moreover, 95.4% of persons who drove to their places of work in the City of Johannesburg used a motor vehicle. This trend is similar across the entire province as the average mode of transport used for travelling to work is 95.5% thus indicating dominance of private car usage (Statistics SA, 2015:40).

Regarding workers who use public transport to go to work – the majority use more than one transport mode, thus subjecting them to changing transport. About 597 000 of public transport users responded that they changed transport to get to work at least once. The City of Johannesburg recorded the highest number of workers who changed transport, namely 261 000, representing 43.7% of the total number of workers in the City and Gauteng who change transport daily when going to work. (Statistics SA, 2015:40),

Of interest is the fact that 78.4% of workers who used public transport (taxi, bus or train) did not have to make any transfer, whereas only 18.9% and 2.1% had to make just one and two transfers during their trips to work). Transfers were predominantly made by train commuters (45.9%) which is a reflection of inaccessibility and limited coverage of rail transport across the City of Johannesburg. (Statistics SA, 2015:41)

4.3 RESEARCH DESIGN

The study adopted qualitative approach which was designed to analyse the relevance and appropriateness of the public participation approach adopted by the City of Johannesburg in the review and development of the CITP over the period 2003-2013. The research design was blue print for carrying out factually valid research as stated by Burns and Grove (2003;195). Research design was in line with the desirable outcome of the project. The research question – outlined how data was collected, the area of the study which was the City of Johannesburg and the population sample that was selected from transport stakeholders who were available and willing. Sampling procedure was accidental as those who were available were targeted. The case studies was descriptive in nature (Bless and Higson-Smith 1995: 85), entailed qualitative aspects in this research, the focus was on the assessment of the implementation of the public participation process, which was expected to yield more qualitative results. Sreejesh, Mohapatra, and Anusree (2014:58). Primary and secondary data were collected from the City of Johannesburg depth interviews were conducted and documents were reviewed. An open -ended as well closed interview questionnaire was developed. Details of the questionnaire was to establish how the stakeholder consultation process was conducted during the implementation and review CITP for 2013 including specific strategies that CoJ adopted to engage the public.

4.4 RESEARCH METHOD

The research method is a system of investigation of study material and sources to establish facts that will enable the researcher to reach a conclusion. The critical path for the study is to identify the effective tools that will assist the researcher to get answers that will respond to the research problem. Hussey and Hussey (1997:1) describe research method as a process of enquiry and investigation, research being systematic and methodical, and research increases knowledge as well. According to Remenyi (1996:26), for the research to be successful, the below three major questions need to be asked as follows:

1. Why research? The purpose of the research study.
2. What to research? The research problem.

3. How to research? The method of study.

The study adopted a qualitative approach whereby primary and secondary data was collected (e.g. documents reviews and interviews). The documents reviewed were the City of Johannesburg's Integrated Transport Plans from 2002 until 2013 together with documentation used for public participation and attendance registers as well for the 2013 public participation process held by the City of Johannesburg.

The researcher was granted permission by the management of the City of Johannesburg to access the documents for the sake of the study. Boyatzis (1998:31) states that documents review is working directly from the raw information which enhances the researcher the appreciation of the information and eliminates intermediaries as potentially a contaminating factor. The researcher compared Integrated Transport Plan documents for 2003, 2007 and 2013 to determine if the City complied with regulation in relation to the public participation process as required: (include list) Whether there were gaps or improvements since 2003 and the 2013 public participation process implemented by the City of Johannesburg.

Interviews are primarily conducted on a one to one basis and they are also known as individual in-depth interviews (Sreejesh *et al.*, 2014:47). Depth interview is simply the routing of an ordinary conversation that permits both the researcher and the interviewer to interact and explore an issue (Sreejesh *et al.*, 2014:63) and for a researcher to gain rich insights into the participant's 'lived experience' (Johnstone, 2017:80). Basically, depth interviews enable researchers to gain a greater understanding of what motivates people, and helps them to identify individuals' perceptions, attitudes, feelings, and experiences (Johnstone, 2017:79).

The researcher has adopted accidental sampling and interviewed participants who were on the attendance register and consented to partake on the study. The participants were willing and available. These participations were in the ideal position to describe the process followed and offer reflections on the appropriateness and relevance of the adopted public participation approach. Bless and Higson-Smith

(1995:85), accidental sampling described as a method where researcher choose participants in the study based on their ability and willingness to provide required data.

The researcher used the attendance registers to invite participants from transport sector who attended the public participation process in implemented by the City of Johannesburg in 2013. The questionnaire was developed to help the research ascertain the approaches and strategies used for public participation and to determine if the City implemented the public participation process as embedded in the Constitution of South Africa,1996

The interviews were conducted face to face with 7 participants at their different regional areas at a meeting area that was convenient to the participant. A further 8 interviews were conducted telephonically interviews were conducted over a two-months period, from October - November 2017.

The developed questionnaire included both closed and open-ended questions and is included in Appendix A. The questionnaire focused on the process followed by the City of Johannesburg in CITP implementation and public participation process. It aimed to identify and summarised the stakeholder consultation approach adopted by the CoJ in the revision of the CITP to enable an analysis of the strengths and limitations that may inform recommendations for improved public participation practice in future revisions of CITP.

Findings are presented in the following format. First, the findings of the official records are used to present the consecutive process adopted by the CoJ in soliciting public participation. Relevant logistical arrangements to encourage participation are summarised, and finally the records from the meeting (meeting notes and attendance registers) are presented as record of the events.

Interview data are summarised and presented per section of the questionnaire, starting with the demographic information, a summary of the strategies used for public participation and finally participants observations and assessment of the implementation and relevance of the implemented strategies.

4.5 LIMITATIONS OF THE STUDY

The study was conducted in 2017 while CoJ implemented the CITP public participation process 2013. The researcher had a difficulty with tracing some of the participants who appeared on the attendance register at the time due to different reasons such the change of political administration after 2014 municipal election. The ruling party in 2013 was African National Conference, whereas in 2014 the municipality was ruled by the Democratic Alliance. Some of the transport stakeholders were no longer members of organisations. Email address and telephone numbers were no longer valid whereas it was the information the researcher was having to locate participants.

Based on that scenario the researcher adopted accidental (incidental) sampling, which is was the most convenient way of getting the participants (Welman and Kruger, 1999:56). The sample drawn was available and consented to partake with the research process. Accidental sampling is a form of non-probability sampling (Bless and Higson-Smith, 1995:85) and the findings of this study cannot be taken as representative of the entire population. These participations were in the ideal position to describe the process followed and offer reflections on the appropriateness and relevance of the adopted public participation approach implemented by CoJ in 2013 CITP.

4.6. FINDINGS FROM THE OFFICIAL RECORDS

The records reviewed revealed that City of Johannesburg adopted public participation process as follows:

- The City invited transport stakeholder to different venues at different days and times
Invitations were through e-mails, notice boards and ward councillors
- The City appointed the service provider to facilitate the process
- The meetings were held at different regions as part of CoJ public participation strategy implemented
- Busses were arranged to transport stakeholders across to different regions across the City to meetings
- Meetings were held at formal settlements

Furthermore, CoJ appointed TPO Consultancy as the facilitators and organisers of the meetings across the City. The roles of the appointed service providers were as follows:

- Develop stakeholder management plan based on the vision from CoJ (primarily on where the City of Johannesburg wanting to be in the next 30 years regarding CITP including socio – economic aspects
- Develop strategy to approach stakeholders
- Arrange venues, inviting stakeholders

The personnel from the CoJ regional offices assisted with the facilitation of logistical management and maintenance of safety amongst others. The City of Johannesburg did not have any other strategies implemented except meetings.

The City of Johannesburg staff including regional personnel who were facilitating the process and logistics while Councillors were also inviting their constituencies and representing their political party ng in relation to the CITP as per their political mandate.

From 2003 until 2013, the City of Johannesburg adopted the strategy of engaging the public through meetings. Again, the City has always added new stakeholders when reviewing the CITP. For instance, in 2007, private minibuss transport and meter taxis were added as the new stakeholders by the City, and in 2013, the non-motorised (including cyclists) and Gautrain were included in the list of stakeholders and they were invited to participate in the CITP review process.

The agenda of the meetings held were as follows:

1. Opening
2. Apologies
3. Purpose of the meeting
4. Presentation of the IDP – summary of transport version
5. Presentation of CITP
6. Questions and answers

The records which were reviewed included the CITP of the City of Johannesburg which were developed and reviewed between 2003 and 2013. The aim was to analyse the

contents of those documents, particularly in relation to public participation process which was adopted by the City of Johannesburg during the development and review of the CITP. This was important since the need to conduct public participation by local government, such as the City of Johannesburg, is provided for in various legislation, although they provide a general framework. The results from this activity revealed that the City of Johannesburg has conducted public participation during the development and review of its CITP. This was confirmed by the attendance registers which were also reviewed. For the purpose of this study, the researcher based the questionnaire on the 2013 CITP document.

The attendance registers further revealed that the public participation was conducted through public meetings across the City of Johannesburg, and local community halls were mainly used as venues for the meetings. For example, the areas that appeared on the attendance registers included Roodepoort, Alexandra, Marlboro, Highlands North, Braamfontein, Kliptown, Rabie Ridge and Emmarentia. The venues for the public participation included Florida civic centre, Metro centre ("A" block, Braamfontein), Rabie Ridge community hall, and Marks Park sports club.

The attendance registers revealed that the public meetings were attended by various stakeholders, which included among others, resident's association, Non-governmental organisation, cycling organisation, bus services, taxi industry, rail services, and school transport. Councillors and ward committee members, as well as officials from the Gauteng Provincial Department of Roads and Transport have also attended the public meetings. Most of the people who attended have answered on the attendance register that they would like to receive the workshop summary report. They have included their email addresses next to their names, which suggests that the summary report was going to be sent electronically to their respective emails. The attendance registers further revealed that the duration of the public participation was 30 days, and the meetings were held during the week. Only the dates of the meetings were indicated on the attendance registers, as a result the time of the meetings could not be established. The dates confirmed that the meetings were held during weekdays and weekends. This confirms that the CoJ was flexible in its approach and gave the

working citizens the opportunity to participate in the process of developing its Comprehensive Integrated Transport Plan.

4.7. INTERVIEW DATA

The participants were identified from the document reviewed, the participants were transport stakeholders who attended the CoJ public participation process. The stakeholders represented different institutions and organisations. The groupings attended public participation meetings and the researcher drew their names from the attendance registers furnished by the City of Johannesburg. The researcher chose participants based on availability and willingness to participate. The questionnaire was developed as follows:

- Part One – Personal Information
- Part two – Identification of the strategies used for public participation during the implementation of the CITP
- Part three: Assessment of how the public participation strategies were implemented during the development and review of the CITP.
- Part four – Determination of legislative compliance regarding public participation process
- Part five – Any other comments

The researcher has send the interview questionnaires to 22 (twenty-two) potential participants and the response was from 15 participants. The number was representative to the study considering the researcher was expecting to interview 22. The results of the interviews were presented according to the structure of the interview guide, the general description of the interviewees.

Part 1: Personal information

Personal information provides insight into the study based on the organisation and gender of the groups which participated, and the designation of public servants and groups or institutions that were represented. The most participants were females eight (08) whereas males were seven (07).The least represented institutions and organisations were bus and taxi operators (01),non-motorised (01), rail representatives (01),civil society (01) and business forums (01).The reason for the

least representation is that few people from these groupings attended public participation meetings and the researcher drew their names from the attendance registers furnished by the City of Johannesburg. See below figure 4.1

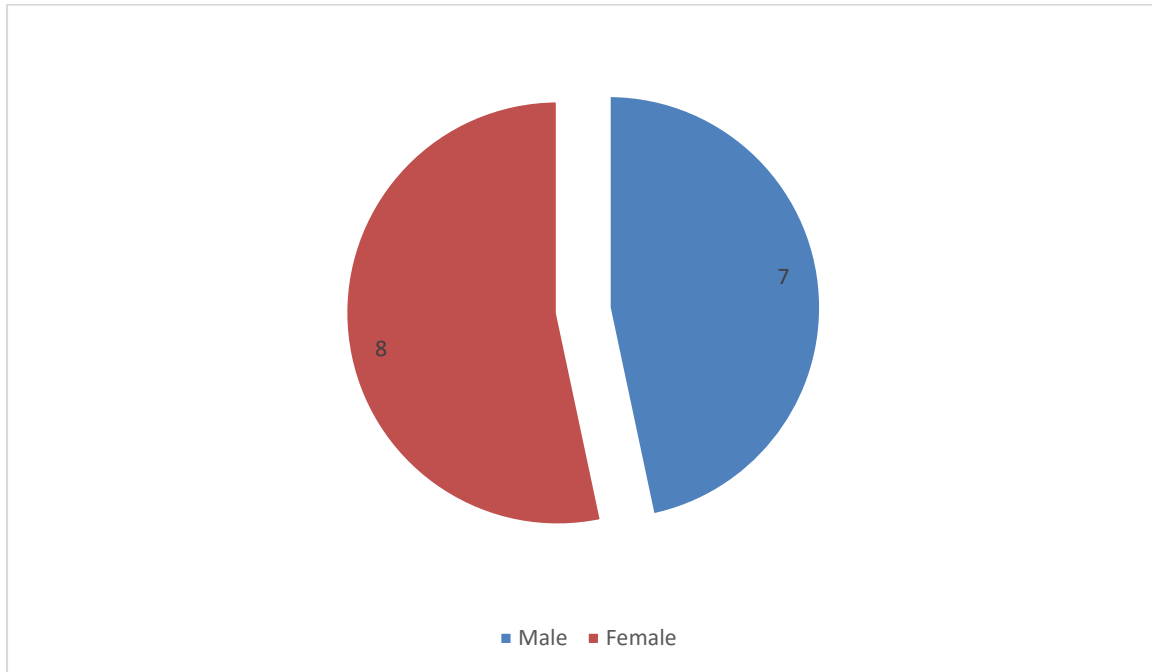


Figure 4.2: Gender representation (Source: author)

The list of participants based on the representation of various sectors is shown in Table 5.1

Table 5.1: Number of participants, sector and gender

List of participants	Number	Number of females	Number of males
City of Johannesburg (include regional offices)	05	03	02
Public service	02	01	01
Transport stakeholder	08	04	04
Total	15	08	07

Transport stakeholder sector stakeholder include the following:

Table 5.2: Participants per sector representatives

Transport sector	Number of representatives
Non-motorised transport	01
Taxis	01
Busses	01
Gautrain	01
Business Forum	01
Civil Society	01
Passenger Rail of South Africa (PRASA)	01
Meter Taxis	01
Total	08

Part one, personal information confirms that fair gender representatives was attained, but the stakeholders do not represent all transport sectors equally. Furthermore, the different sectors were also fairly represented.

Part 2 - Identification of the strategies used for public participation during the implementation of the CITP.

This section aimed to provides insight into the strategies used by CoJ for CITP and public participation process adopted. The results regarding the strategies used for public participation during implementation of the CITP are outlined below.

Which strategies were used for the public participation process?

Twelve (12) respondents indicated that public meetings were held, whereas three (03) respondents did not know. See below figure.

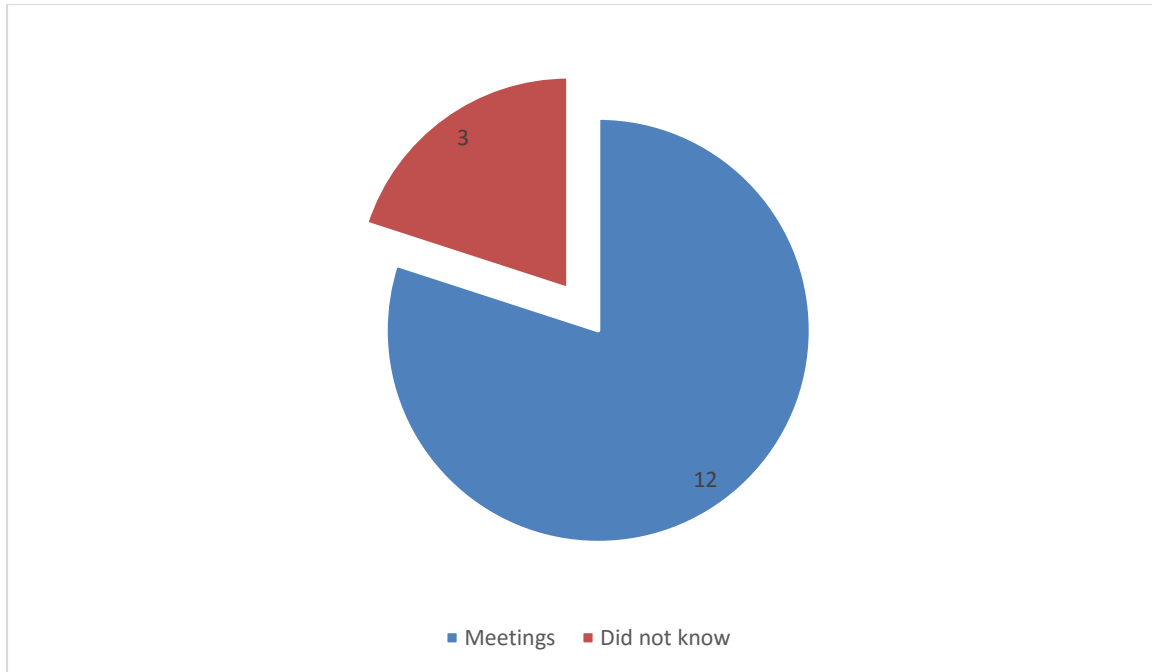


Figure 4.3: Strategies used during public participation process (Source: author)

How were stakeholders invited to the public participation process?

Seven (07) respondents felt that not all stakeholders were invited, while five (05) respondents felt that all transport stakeholder and three (03) stated that they were not aware. Some stakeholders felt that all transport stakeholders were not invited as the invitations were not print media nor television. At the same time some felt that they needed to be invited on time for the planned meetings. Stakeholders who were using bus to the meeting venue felt that the process was supposed to be at their door steps.

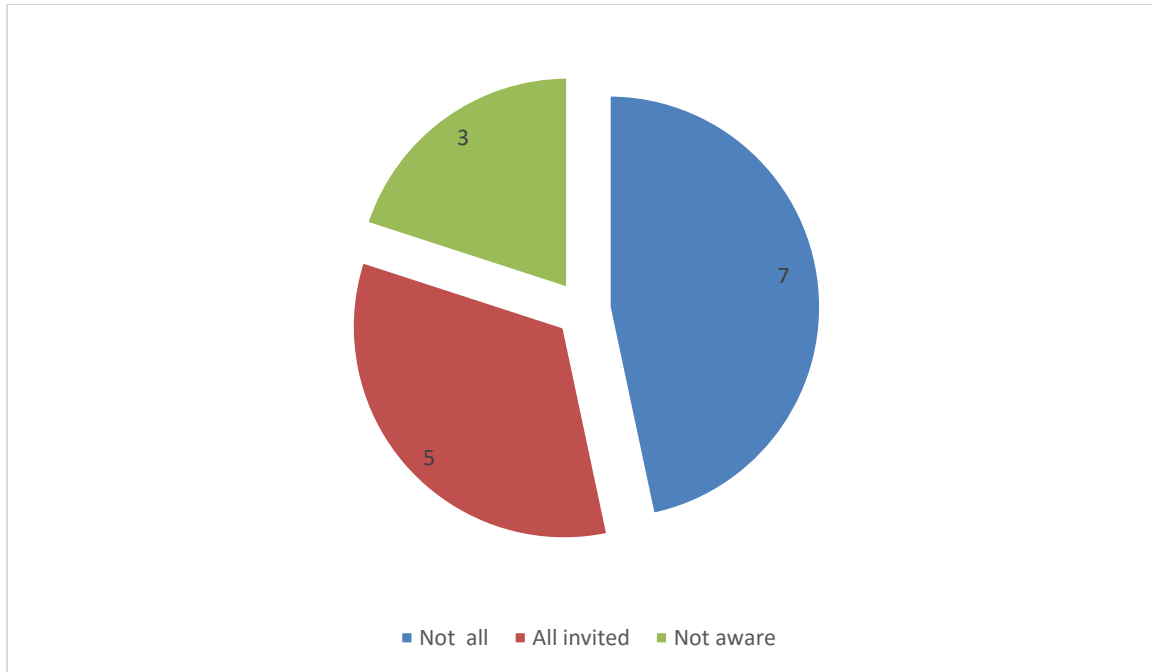


Figure 4.4: Invitation to public participation meetings (Source: author)

Was there any, public participation strategies omitted?

In response to this question, respondents listed the following alternative strategies for public participation that was in their opinion not adopted in this round of the CITP review:

- Print media (02 respondents)
- Television (04 respondents)
- Focus group (03 respondents)
- Public enquiries (01 respondent)
- Social Media (05 respondents)

Part two, the results showed that the City of Johannesburg used public meetings as its public participation strategy during the development of the 2013 CITP. The results also confirmed that the CoJ omitted some public participation strategies.

Part 3: Assessment of the implementation of the public participation strategies

The purpose of part three is to provide data from the questionnaire relating implementation process of the CoJ implementation in CITP 2013. The manner in which the public participation strategies were implemented is summarised in the sections below.

Which venues were used for public participation?

Eight (08) respondents indicated that the meetings were held across the City of Johannesburg whereas seven (07) indicated that the meetings were held at their respective regions only. It was interesting to note that respondents representing the public sector was more inclined towards an assessment the fact that the participation process was held across all the City of Johannesburg Regions, while transport stakeholders felt that the meeting were held at respective Regions and not covered all the stakeholders within the City.

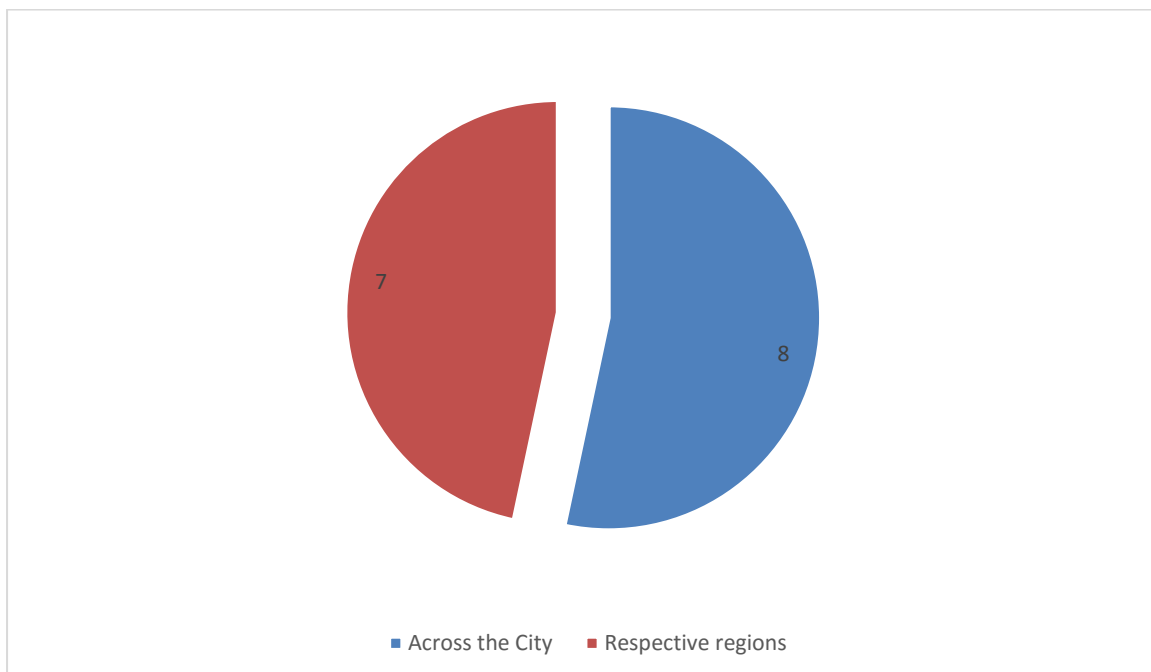


Figure 4.5: Results showing the number where the public participation took place (Source: author)

Scheduling times of the meetings?

Respondents were asked when the meetings were held, to determine whether meetings took place during weekdays, during the day or in the evenings)?

Six (06) stakeholders responded that the meetings were held during the day and evenings while four (04) respondents indicated that meetings were only held during the day and on Saturdays only whereas five (05) respondents indicated that meetings were held weekdays and evenings as well as Saturdays.

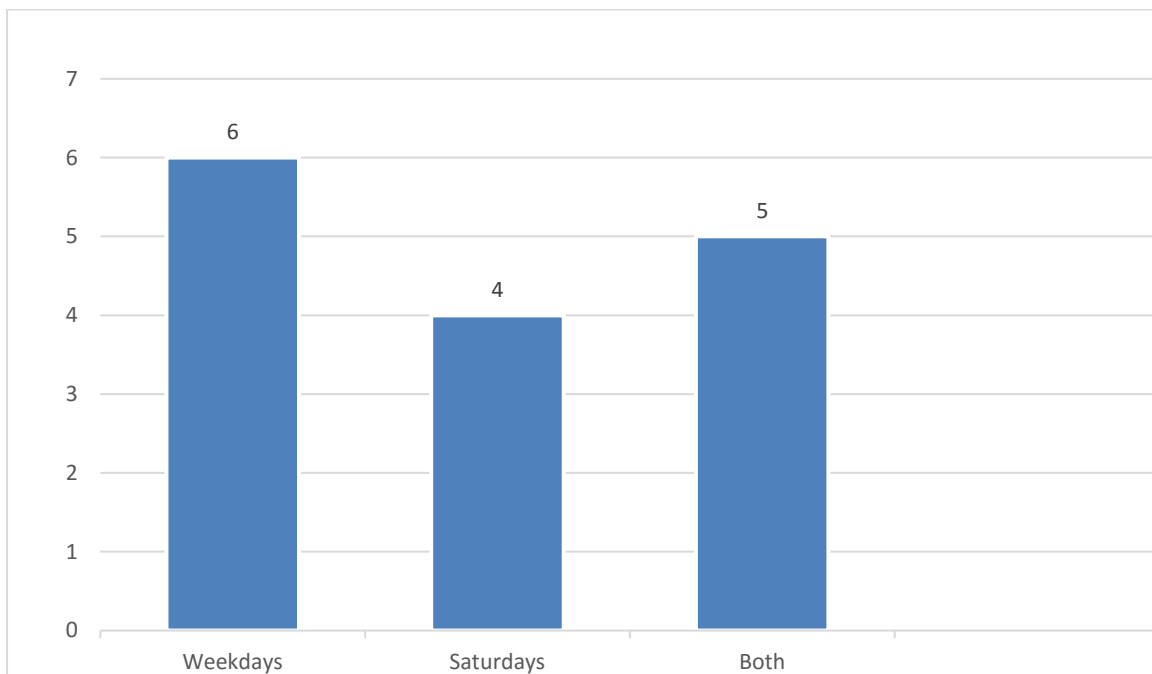


Figure 4.6: Results depicting the days and times for public participation meetings (Source: author)

Which strategies were used to invite participants?

Nine (09) participants responded that the invite was through e-mail, four (04) respondents were invited through ward councillors while two (02) respondents were invited through notice boards placed at community places.

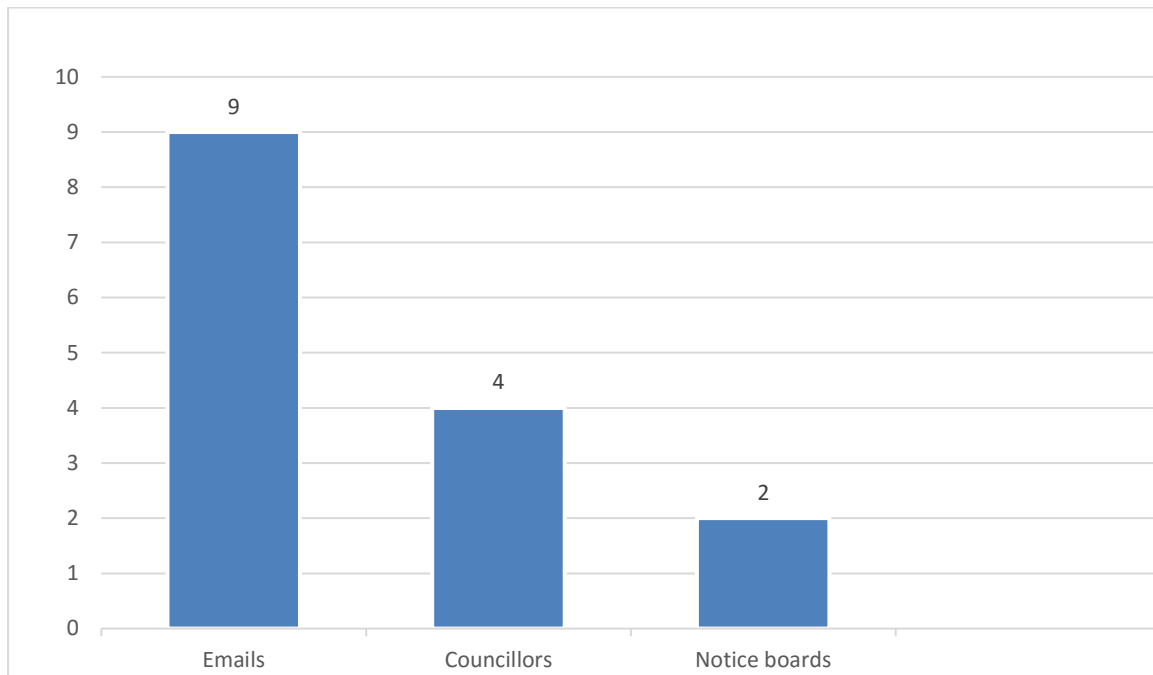


Figure 4.7: Results depicting how CoJ invited the participants (Source: author)

Was there any special provision made to accommodate any aspects of the public participation process (e.g. sign language, interpreter, etc)?

Eleven (11) respondents stated yes whereas four (04) respondents by no. It was notable that volunteer participants acted as interpreters to those who did not understand. In this aspect It was interesting to note that respondents representing the public sector was more inclined towards the fact that interpreters were available while the transport stakeholder felt the volunteers were not part of the process arranged by the City of Johannesburg.

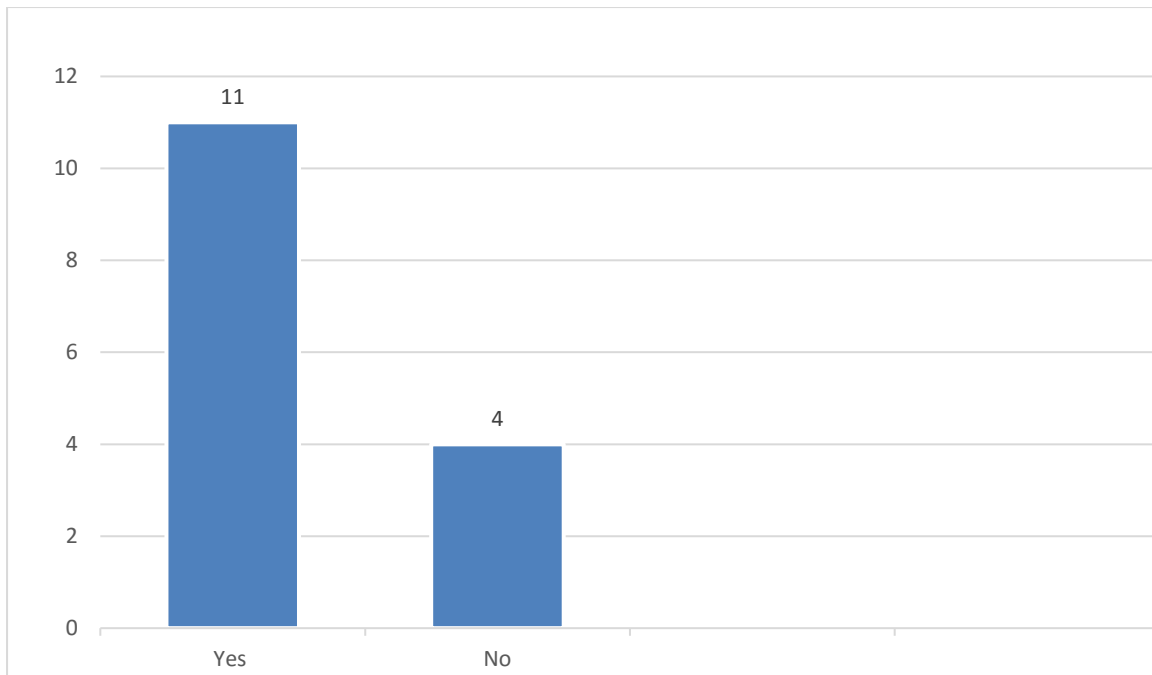


Figure 4.8: Response relating to provision of sign language interpreter (Source: author)

How were the inputs of stakeholders captured during the public participation process (e.g. oral comments, written down, e-mail submission, recording meeting proceedings)?

Eleven (11) respondents stated that, yes there was a recording device and oral writing, while four (04) respondents felt that there was no recording of their comments. Some participants indicated that the exercise was the waste of time as the City already had approved plans for CITP. Public service stakeholder agreed that recording device was available as well as written of oral comments by the City of Johannesburg. See the below figure 4.9

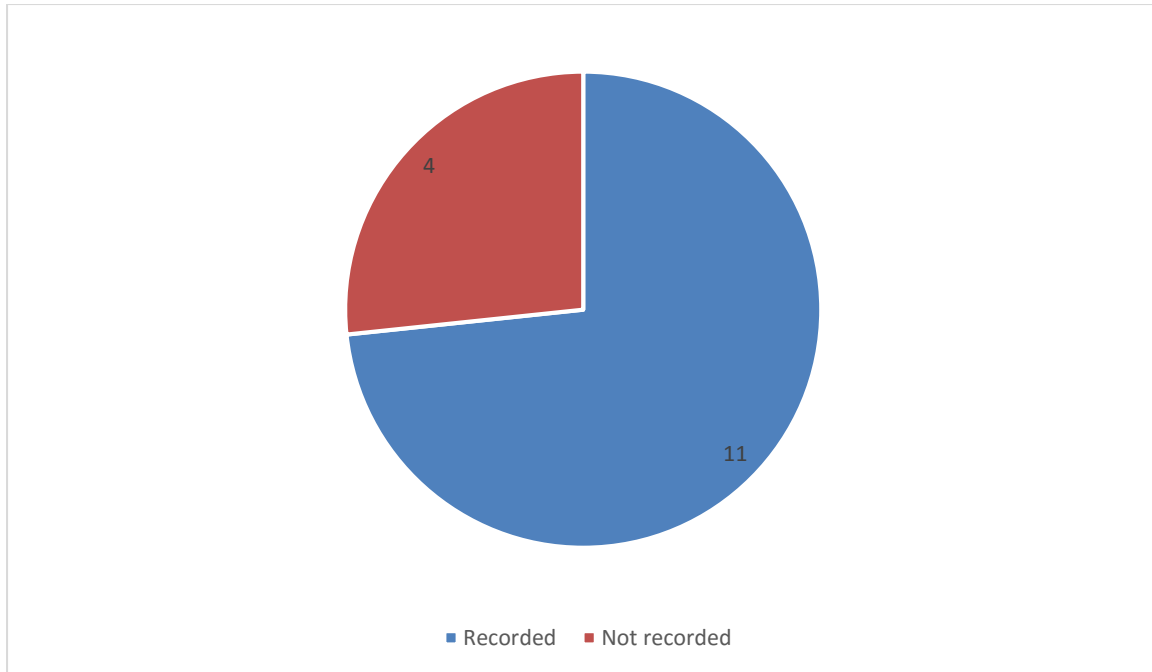


Figure 4.9: Response to capturing of stakeholder inputs (Source: author)

Was there any conflict between stakeholders? If yes, elaborate and provide how they were resolved?

Twelve (12) respondents felt that there were no conflicts between stakeholders while three (03) respondents felt that their conflicts. Some conflicts referred were those relating to bus transport fetching participants late (this happened to three Regions). The referred three meetings commenced later than anticipated. The bus transport apologised and committed to fetch participants on time... The two respondents felt that the meetings were only held at formal settlements and suburbs. Furthermore, the City of Johannesburg committed to consider the comments made by the participants for future implementation.

Were all stakeholders who participated given feedback?

Thirteen (13) responded by no, while two (02) participants didn't know the answer. The City of Johannesburg officials as well as the facilitators confirmed that the feedback was not provided. One of the reasons for the delay in providing the feedback according to the CoJ officials was based on the change of the administration. The City had to implement the new strategic mandate to be in line with the new party's manifesto. Below figure 4.8 depicting the number of respondents relating feedback received.

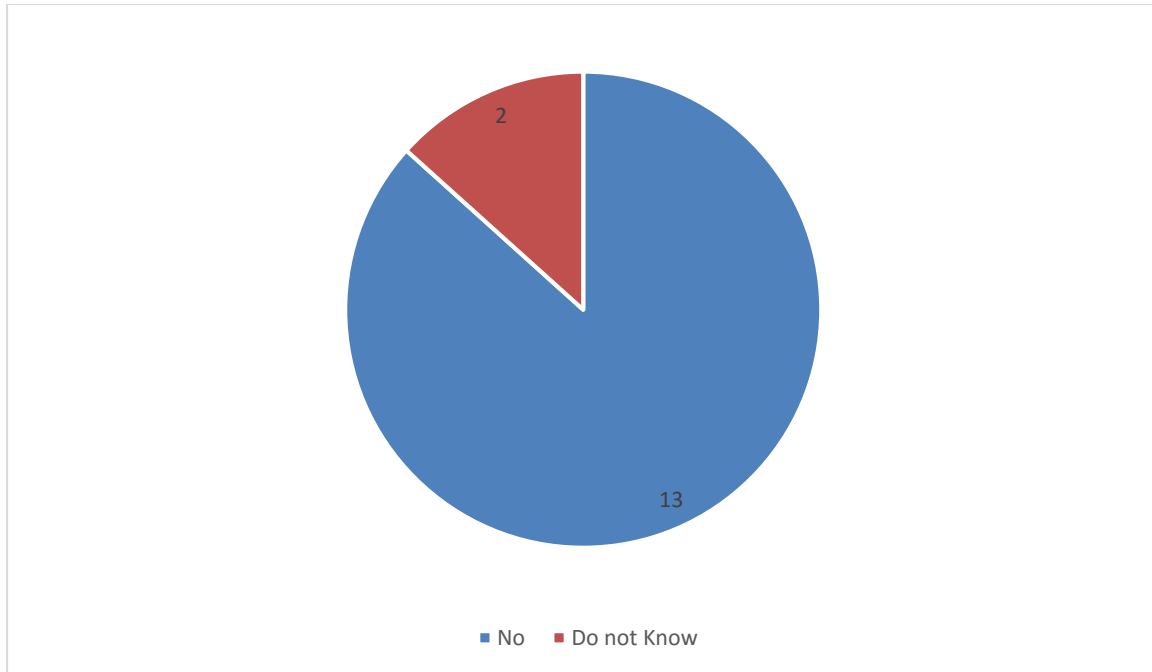


Figure 4.10: Feedback provision response (Source: author)

How was the information analysed after it was collected during public participation (e.g. who participated, which procedure followed)?

The researcher felt that respondents did not understand the question and respondents eleven (11) respondents indicated that the facilitators and City officials recorded the oral comments through a monitor device during different meetings as well as writing down all the comments. Whereas four (04) respondents felt that the comments were not captured. Though the service provider captured and analysed all the comments from the participants then submitted a report to the City of Johannesburg with all the interests and comments from the stakeholders as mandated.

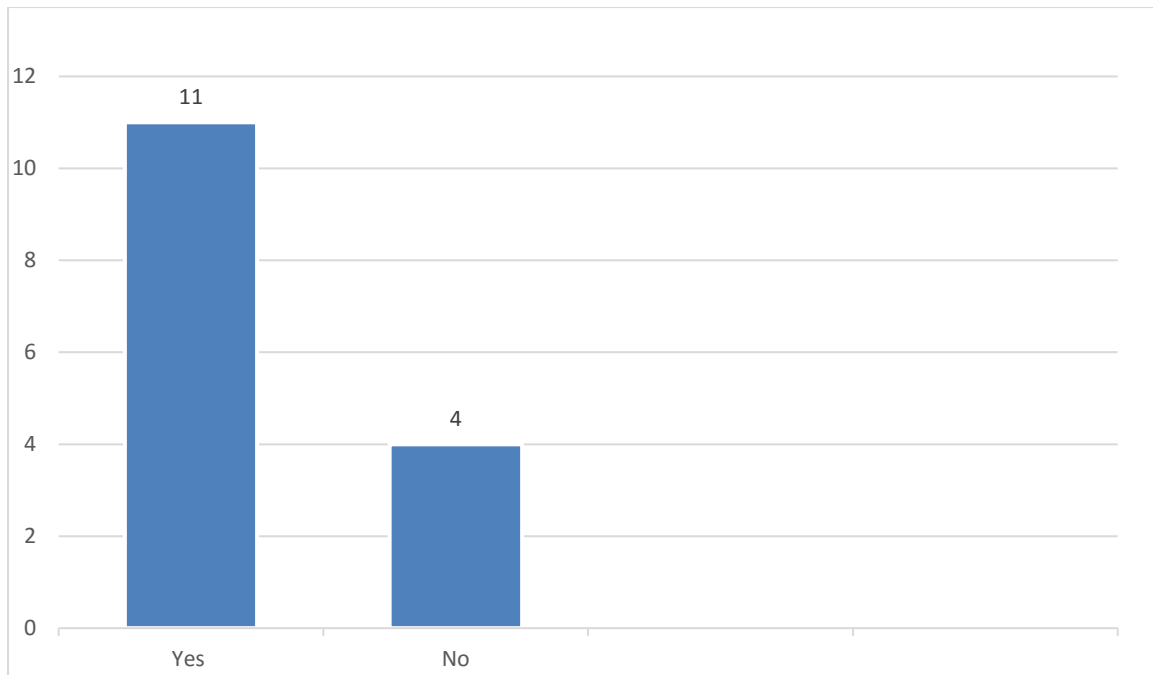


Figure 4.11: Response for information analysed (Source: author)

What were the challenges for the public participation process and were the challenges resolved, if so how, and how did they affect the public participation process?

Six (06) respondents felt that the challenges were changing of dates for some planned meetings at different regions which resulted in low turnover at some regions. Three (03) respondents highlighted that they were not understanding some of issues presented in English. Whereas six (06) respondents felt that some meetings at different regions commenced later than anticipated. The opinion of CoJ official felt that public participation process was not affected as the facilitators and officials address the challenges.

Suggestions for improving the public participation process in the City of Johannesburg

Participants were asked to offer suggestions for improving the public participation processes. The following suggestions were offered:

- Six (06) respondents felt that collaborative structure needs to be formulated, that will include the public sector and transport sector
- Three (03) respondents felt that on-going meetings held which will also include feedback meetings

- Four (04) respondents felt that awareness campaigns relating to CITP
- Two (02) respondents felt that training and development of the transport stakeholders

Part three, the results show that the City of Johannesburg implementation process of CITP 2013 which included the confirmation of meetings venues, scheduling times, strategies used for inviting participants. Furthermore, the results revealed that no special provision was made to accommodate participants and no feedback was provided to the participant's. The section showed that how information was captured and analysed. In addition, the section provided insight in relation to challenges encountered.

Part 4: Legislative compliance with regard to public participation.

Part four, Legislating compliance provides insight into the study based on the public participation and CITP legal requirements. This section assesses the extent of compliance by the City of Johannesburg to applicable legislation with regards to public participation. The findings are presented below.

Which legislative requirements were not adhered to during the process?

Ten (10) respondents felt that all legal requirements relating to CITP were adhered while three (03) respondents felt that section 30 of Constitution's Bill of Rights stipulating that everyone has the right to use the language of their choice. Two (02) respondents felt that the City of Johannesburg did not comply with Municipal Infrastructure act in relating to the requirements of public participation process. The respondents were based on the fact that not all the transport stakeholders were invited. It emerged that the majority of public sector respondents felt that the City of Johannesburg complied to all legal requirements. See below figure

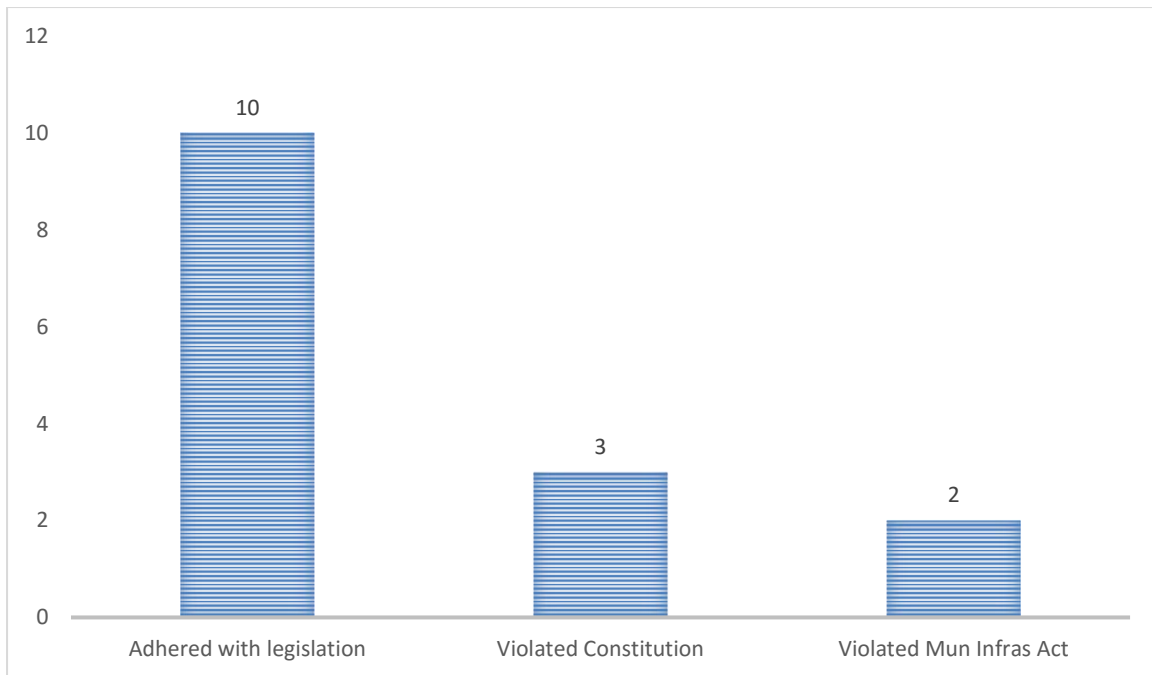


Figure 4.12: Adherence to the legislative requirements (Source: author)

How did the City announce its intention to its constituency about the public participation process for the CIP development review (was it through mail, adverts, etc)?

Nine (09) respondents were invited through e-mails, while four (04) were invited through ward councillors and two (02) were invited through notice boards. See below figure 4.10.

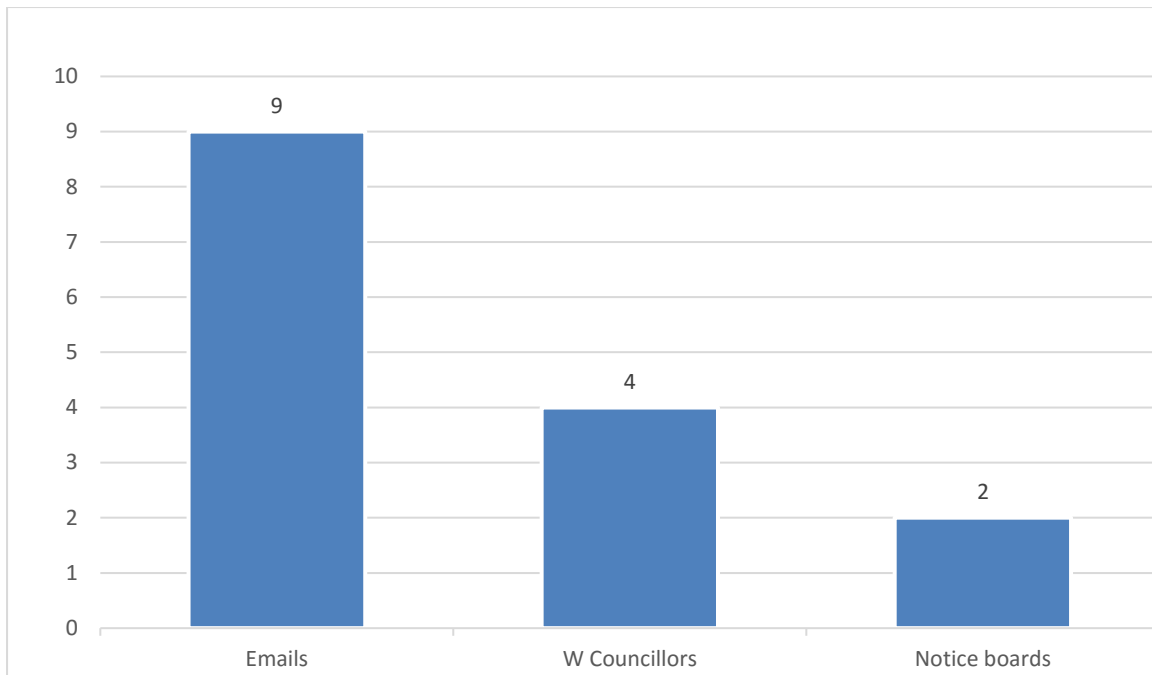


Figure 4.13: Invitation to the public participation process (Source: author)

Did Councillors and staff participate, if yes elaborate invitation process, roles and responsibilities, were all the regions included?

Eleven (11) respondents felt that City officials participated, while four (04) respondents felt that the Councillors and City officials did not participate. It was again interesting to note that public sector participants agreed with the City of Johannesburg officials regarding the participation process.

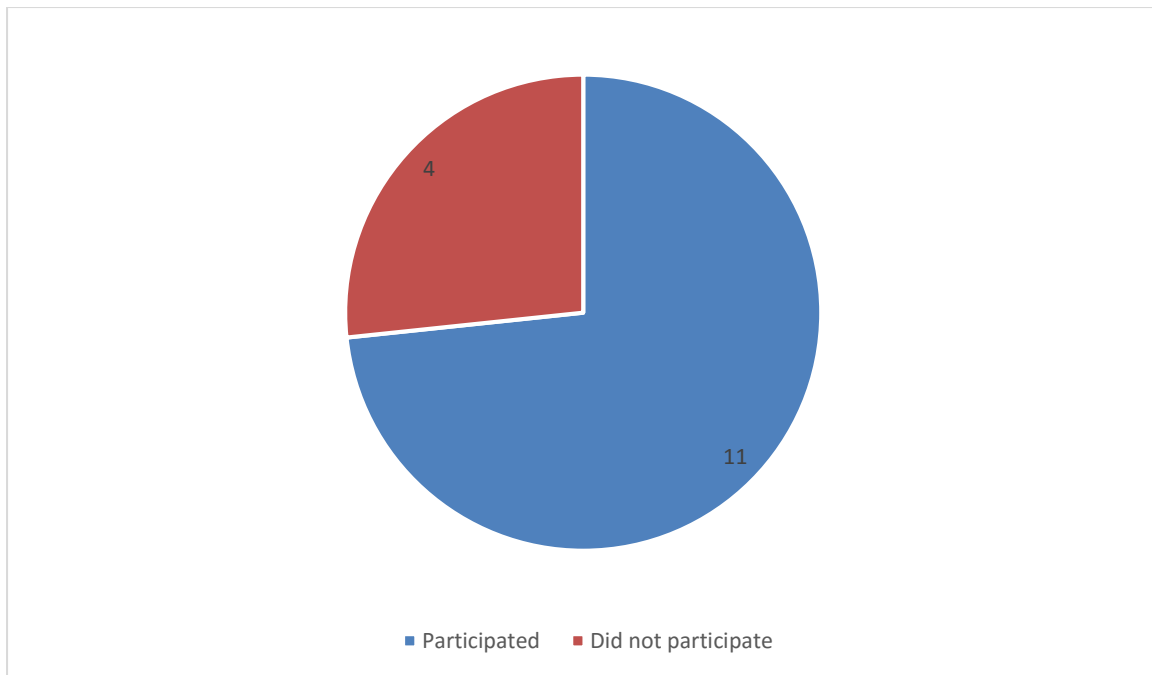


Figure 4.14: Response to City of Johannesburg staff participation (Source: author)

The results show that, majority of respondents confirmed that CoJ complied with the legal requirement relating to CITP 2013 and public participation process.

4.8. SUMMARY

The chapter presented the data from the document review and individual interviews with relevant stakeholders in the CITP. The following chapter will analyse the data in terms of the theory on public participation and policy framework, to offer conclusions and recommendations on the approach adopted by the CoJ in reviewing and developing the CITP.

CHAPTER 5: FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1. INTRODUCTION

This chapter provides a summary of the findings of the study and advances some recommendations, based on the research findings as well as the future research to improve the public participation process pertaining to the development of the CITP in the City of Johannesburg. The research addresses the below following research objectives:

- The first objective was to review alternative public participation approaches, strategies and techniques, with specific reference to transport planning
- To outline the legislative requirements of the CoJ for public participation, with specific focus on participation in transport planning.
- To assess the approach of the CoJ in the development and review of the CITP over the period 2002-2013
- To offer recommendation for alternative or improved approach for public participation in future reviews and developments of the CITP
- The focus of the chapter was to identify and critique the stakeholder consultation approach adopted by the CoJ in the revisions of the CITP in terms of its strengths and limitation and will offer recommendations for improved public participation practice in future revisions of the CITP.

5.2 FINDINGS

5.2.1 Research objective 1

The research assessed alternative public participation approaches, strategies and techniques with specific reference to transport planning. The City of Johannesburg held meetings across the City as the strategy used for public participation.

Literature in chapter provided alternative approaches and strategies for public participation as follows:

- **Consensus conference** whereby communities with different backgrounds meets to discuss issues of a technical nature.
- **Focus groups** which involves individuals selected to meet specific criteria in order to broadly represent a particular segment of society.
- **Public hearings** which is public meeting mostly involving experts and interested citizens and presentations are made.
- **Open house** whereby the public is invited to drop by at any time, at a set location on set days and times. The public can communicate with the staff, view the display set up in the room and break into small discussion groups.
- **Citizens Advisory Committee** which can be made of variety different organisations from either private or public sector with the intention to represent the broader public (Abelson et al,2001:03)
- **Self-mobilisation** process is driven by stakeholders who had decided to independently participate in decision making process that would bring change in any activity, project or programme.
- **Stakeholder meetings: These were held to inform affected communities and receive feedback.**
- **Consultative forums:** Consultations were organised with different stakeholders to discuss all the elements of the project.
- **Television Programs:** Two television programs, namely “BRT Half Hour” and “Lagos On the Move.” were run live on a continuously basis and encouraged call-ins.
- **Website Management:** The website was used to broaden coverage and increase access by stakeholders. The website was constantly updated to disseminate current information to all stakeholders.
- **Customer Relationship Management** platform was established with a dedicated telephone number. The purpose of this platform was to receive feedback from commuters specifically about the quality of the operations of the BRT system, including personnel behaviour (Agarwal, Zimmerman and Kumar, 2018:190-91).
- Consultation using **smart phone applications**; and development of a series of communication tools, including a project website, social media communications

(Facebook and Twitter), poster/flyers, promotional materials, exhibition banners, and workshops (Agarwal, Zimmerman and Kumar, 2018:192-93).

5.2.2 Research objective 2

The objective was to assess the legislative requirements of the CoJ for public participation, with specific focus on participation in transport planning. The Acts and strategies specific to transport planning require public participation and involvement should form an integral part of the process of developing integrated transport plans. This aspect has been given a legal weight by the inclusion of “Stakeholder Consultation” in the minimum contents that must be contained in the integrated transport plans (ITPs) as indicated in Chapter 8, “Minimum Contents”, of the published minimum requirements (DoT, 2014).

The reviewed documents confirmed that the City of Johannesburg complied with the Constitution (1996) for implementing the process of public participation, though according to two participants the City did not accommodate section 30 of the Constitution (1996) which stipulates that everyone has the right to use the language and culture of their choice, even though people could express themselves in their preferred language.

Specific Acts and strategies to transport planning requires community engagements. Section 19(1) of Local Government – Municipal Structures Act (117 of 1998) obliges a municipality to review its processes for involving the community on an annual basis; and to develop strategies with regard to consulting communities and community related organisations in its process of performing its functions and exercising its powers (RSA, 1998a:26).

It was evident that CoJ met the fundamental aspect of the new local government system is the active engagement of communities in the affairs of municipalities of which they are an integral part and in planning, service delivery and performance management as required by the Municipal Systems Act, 2000 (Act No 32 of 2000)

The results revealed that the City of Johannesburg afforded participants the opportunity to participate in the CITP process as a legal requirement. In addition, the City of Johannesburg complied with the minimum requirements of the National Land Transport Act (5 of 2009) (RSA, 2009), which stipulated that Section 33 (2) prescribes that any municipality which acts as a planning authority must publish a notice in English and at least one other official language in a newspaper circulating in its area of jurisdiction, before finalising the Comprehensive Integrated Transport Plan. This is to inform the relevant stakeholders that the plan in question has been completed and is available for public inspection at a place stated in the notice. The City of Johannesburg has informed the community through meetings held.

The interview data confirmed that CoJ complied with Local Government: Municipal Systems Act (32 of 2000) that obliges any municipality to use the resources of the municipality in the best interests of the local community; encourage the involvement of the local community; and consult the local community about the level, quality, range and impact of municipal services; and the available options for service delivery

It was revealed that CoJ had complied with White Paper on National Transport Policy (1996) to ensure that public participation is implemented in transport planning. Furthermore, since a key focus of the policy will be on meeting customer needs, the needs of the community and customers will be determined and provided for by a transparent, consultative, coordinated and accountable process, based on comprehensive information (RSA, 1996b:6).

Documents show that the CoJ complied with Infrastructure Development Act (23 of 2014) provides for public participation in the process pertaining to Strategic Integrated Projects (SIP). Furthermore, the Act prescribes the duration for public participation for specific processes in terms of Section 17(2) of the Act. For instance, the period for public consultation on the application and project plan is 30 days, whereas the period for public consultation on the development and mitigation plan and the review by relevant authority is 44 days (RSA, 2014:30).

However, the following limitations were also noted: were the fact that only meetings were held as part of the public participation strategy. Further to that, the two participants felt that the City of Johannesburg did not accommodate section 30 of the Constitution (1996) which stipulates that everyone has the right to use the language and culture of their choice, even though people could express themselves in their preferred language. The two participants felt that Constitutional rights must be upheld, especially the issue of right to use own language. The Government must provide for the services of an interpreter. Furthermore, the Government must be open to the use of various languages during the implementation of public participation process.

It was also revealed that the City of Johannesburg did not provide feedback to the participants even though the meetings were held in 2013. It can be concluded that the City did comply with legislation such as section 152, Constitution of (RSA, 1996a), by which municipalities are obliged to involve communities in matters relating to their areas. It should be noted that the City of Johannesburg should have provided feedback regarding the deliberations of the public participation meetings.

5.2.3 Research objective 3

This research assessed the process of public participation which was adopted by the City of Johannesburg during the development and review of its Comprehensive Integrated Transport Plans between 2003 and 2013. The focus of the study was to identify the strategies which were used, for example, to inform the stakeholders about the process of the public participation, including how did the municipality give feedback to the stakeholders as well as what methods were used to receive, capture and address the views and concerns of the stakeholders. Furthermore, the study intended to assess how public participation was effected during the development and review of the CITP in the City of Johannesburg with a view to identify areas that need improvement and thus make suggestions which would subsequently ensure better public participation processes regarding the implementation of the CITP.

The study revealed that the City of Johannesburg held meetings across seven regions which included inhabitants from townships and suburbs (formal and informal settlements), thus accommodating all the relevant stakeholders. The City of

Johannesburg used e-mails, noticeboards and councillors to invite stakeholders from the transport attended registers and relevant transport sector bodies that were available. The study found that other strategies were not used. For instance, some respondents felt that CoJ held meetings in compliance to public participation process.

Furthermore, it was revealed that the CoJ was flexible in terms of ensuring easy access to the venues where public participation meetings were held. This was done by having meetings at different venues, on weekdays and weekends. held meetings at different venues over the weekends and in the evenings. All participants confirmed that the only strategy implemented by CoJ was meetings whereas some were not sure about that aspect. Though it was also revealed that CoJ encountered problems with busses ferrying participants to meeting venues fetched the participants later than anticipated resulting in some meetings commencing later than planned.

Some community members volunteered to act as interpreters thus ensuring that people understood what was being discussed and could participate in discussions by speaking in their preferred languages. All the oral comments from the attendees were captured by the facilitators of the public participation meetings. The participants felt that the City of Johannesburg needs to consider the formation of inclusive public participation committees and awareness raising of the public participation process, amongst others, to succeed in the future public participation planning processes.

Though there are no comprehensive guidelines for conducting public participation, particularly for Comprehensive Integrated Transport Planning, certain provisions for public participation made in different pieces of South African legislation were used as reference points to a certain extent because most of them were providing a general framework. The study findings revealed that CITP was implemented as per the required regulation and the process was implemented in a professional way. According to the document reviewed and analysed as well as data presented the City of Johannesburg used the very same strategy of engaging communities through meetings. Considering the minimum requirements for engaging public in transport planning, the CoJ complied with the requirement during the 2013 CITP public participation process, though implementing one strategy.

Despite the participation by stakeholders, the study participants highlighted that the City of Johannesburg did not provide any feedback subsequent to the meetings. This is despite being asked on the attendance register whether they would like to receive the workshop summary report. No major challenges were encountered by the participants.

5.2.4 Research objective 4

The objective of the researcher was to offer recommendation for alternative or improved approach for public participation in future reviews and developments of the CITP. The study confirmed that City of Johannesburg engaged the community through meetings as the only strategy implemented for public participation process.

- It is recommended that the City of Johannesburg consider the use of information and communication technology (ICT) infrastructure of the City of Johannesburg, the city should consider using electronic media platforms such video conferencing, radio and television amongst other as well social media platform such website, smart phones applications, Facebook and twitter to increase the participation of various stakeholders. This approach has proven successful with the Bus Rapid Transit system in the Philippines, Nigeria, India and South Korea, respectively (Agarwal, Zimmerman and Kumar, 2018:192-93).
- Transport planning is very complex, and it is advisable for the City of Johannesburg to rollout of awareness campaigns when reviewing future CITP and it is recommended that the CoJ develop a citizen “report card” and information centre as well for capturing of inputs and analysis. (Agarwal, Zimmerman and Kumar, 2018:192-93). Furthermore, it is recommended that inputs be captured through electronic media.
- Furthermore, the City of Johannesburg must give feedback to stakeholders as that will enhance the cooperation and understanding between stakeholders and authorities. At the same time failure to do so could potentially hinder

stakeholder participation, which could impact on the quantity and the quality of inputs and deliberations during the future public participation processes for the development of the CITP (Emerson, Nabatchi & Balogh (2011:6).

- It is also recommended that feedback be provide through different platforms such as radio and television talk show, print materials such booklets, leaflets, flyers, posters, brochures, workshops, media conferences and ICT media platforms.

5.3 LIMITATIONS OF THE STUDY

The researcher was faced with difficulties during the study such as:

- Some participants were no longer representing the organisations as per the information on attendance registers
- The location of some participants was a challenge especially those residing at informal settlements.
- The change in political administration after 2014 municipal election created a difficulty in getting some of the councillors who were part of the previous administration and implanted the CITP at the time.

The findings of this study cannot be taken as representative of the entire population based on the limitations though the study was successfully completed with transport stakeholder who were willing to participate and available at the time.

5.4 CONCLUSION

The study indicated that CoJ complied with the minimum requirements of CITP public participation though with limitations. The study highlighted that CoJ needs to focus on the improvement of stakeholder invitations together with strategies of public participation. Objective number four made recommendations for CoJ to consider improving when reviewing the future CITP public participation process.

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APPENDIX A: INTERVIEW GUIDE**Assessment of Public Participation Processes of Comprehensive Integrated Transport Planning: A case study in the City of Johannesburg****Part 1: Personal Information.**

Name of Participant (if applicable)	
Gender	
Position	
Organisation	
Telephone	
Cell (if applicable)	
Fax	
E-mail (if applicable)	
Date of Interview	
Name of Interviewer	
Signature of Interviewer	

Part 2: Identification of the strategies used for public participation during the development and review of the CITP.

1. Please indicate which strategies were used during the public participation process?

2. In your opinion, were all the stakeholders invited to the public participation process?

3. In your opinion, were all the strategies for public participation included in the implementation process (Yes/No)

4. If no, which ones do you think were omitted?

Part 3: Assessment of how the public participation strategies were implemented during the development and review of the CITP.

5. Where did the public participation meetings take place stakeholders?

6. When were meetings held (e.g. weekdays, during the day, evenings)?

7. Which strategies were used to invite participants?

8. Was there any special provision made in order to accommodate any aspect of the public participation process (e.g. sign language, interpreter, etc.)?

9. How were the inputs of stakeholders captured during the public participation process (e.g. oral comments written down, e-mail submissions, recording of meeting proceedings, etc.)?

10. Was there any conflict between stakeholders?

11. If yes, please elaborate?

12. How were they resolved?

13. Were all stakeholders who participated given feedback?

14. How was the information analysed after it was collected during public participation (e.g who participated, which procedure followed)? -----

15. What challenges were faced by the City in terms of public participation? -----

16. Were those challenges overcome? -----

17. What challenges did other stakeholders come across during public participation?

18. Were those challenges overcome; if so how? -----

19. How did it then affect the public participation process -----
-----?

20. What should be done to improve the public participation process in the City of Johannesburg? -----

Part 4: Determination of legislative compliance and non-compliance with regard to public participation.

21. In your opinion, which legislative requirements were not adhered to during this process? -----

22. How did the City announce its intention to its constituency about the public participation process for the CIP development and review? (was it through mail, adverts, etc.)? -----

23. Did councillors and staff participate? -----

24. If yes, please elaborate the invitation process; including the roles and responsibilities?

25. Were all regions of the City included in the public participation process? -----

Part 5: Any other comments? -----

Thank you for your participation.

APPENDIX B: INTRODUCTORY LETTER

TO WHOM IT MAY CONCERN

RE: Assessment of Public Participation Processes in the development, monitoring and review of Comprehensive Integrated Transport Planning: A case of Johannesburg Metropolitan Municipality

My name is **Victor Phala** and I am registered student at Stellenbosch University for **MPA Degree in Management**. My research topic is indicated above, and my supervisor is Andre Kilian

Transport is a necessity for sustainable social and economic development. Transport can also play a catalytic role in addressing poverty and development needs as well as correcting spatial distortion (Department of Transport (DoT), 2007).

Chapter 4 of the National Land Transport Act, 2009 (Act No. 5 of 2009), provides for Transport Planning, with specific reference to, among others, the general principles for transport planning (Section 31) and development of integrated transport plan, which is provided for in Section 36 (Republic of South Africa, 2009). In 2014, the Minister of Transport, Honourable Dipuo Peters, published the minimum requirements for the preparation of integrated transport plans in terms of section 36(1) and (2) of the National Land Transport Act, 2009 (Act No. 5 of 2009) (DoT, 2014).

Therefore, transport plans, just like the National Spatial Development Plan (NSDP) and Integrated Development Plans (IDPs), are some of the key tools needed to support nodal and linkage development both in urban and rural areas (DoT, 2007).

It is therefore imperative that public participation and involvement should form an integral part of the process of developing integrated transport plans. This aspect has been given a legal weight by the inclusion of "Stakeholder Consultation" in the minimum contents that must be contained in the integrated transport plans (ITPs) as

indicated in Chapter 8, “Minimum Contents”, of the published minimum requirements (DoT, 2014).

Given the diversity of the groupings of the inhabitants of the City of Johannesburg, it is interesting to determine how public participation processes for the development and review of the Comprehensive Integrated Transport Plan were conducted with different stakeholders, who are unique in terms of settlement patterns, cultural belief and practices, who also have different needs and with different academic backgrounds. In an attempt to address potential gaps in public participation processes, particularly in the development of integrated transport plan, this study will critically analyse the methods, techniques or strategies which have been used to involve the public in transport planning issues within the City of Johannesburg.

You are kindly requested to honestly complete the questionnaire attached hereto so as to enable me to achieve the goal and objectives of this research. After completing the questionnaire, please return it to me on the e-mail address or fax number indicated hereunder. You are not obliged to reveal your name on the questionnaire if you do not want to.

For any questions or clarity regarding the contents of this questionnaire or about the project, please contact me at 012 310 2310 /083 679 2673 or you can send an e-mail on victor.phala@gauteng.gov.za alternatively, you can send me a fax at 086 720 3875

Thanking you in anticipation.

Victor Phala