IMPLEMENTATION OF LOCAL AGENDA 21 PLANNING PROCESSES IN URBAN SETTINGS: A CASE STUDY IN GREATER JOHANNESBURG METROPOLITAN COUNCIL

By

KELEABETSWE CLEMENTINE FUTHANE

MINI DISSERTATION

Submitted in accordance with the requirements for the degree of

MAGISTER IN EDUCATION

in

ENVIRONMENTAL EDUCATION

in the

FACULTY OF EDUCATION AND NURSING

at the

RAND AFRIKAANS UNIVERSITY

Supervisor: Prof HG van Rooyen

October 2000
DECLARATION

I declare that this study,

entitled

IMPLEMENTATION OF LOCAL AGENDA 21 PLANNING PROCESSES IN URBAN SETTINGS: A CASE STUDY IN GREATER JOHANNESBURG METROPOLITAN COUNCIL

is my own work, that all the sources I have used or quoted have been indicated and acknowledged by means of complete references, and that this dissertation was not previously submitted by me or anyone else, to this University or to any other educational institution, for degree purposes.

Signed: ______________________

Date: ______________________
CHAPTER ONE: STUDY PROGRAMME

1. INTRODUCTION 1

1.1 RESEARCH CONTEXT 2

1.2 RESEARCH QUESTION 3

1.3 OVERARCHING AIM OF THE STUDY 4

1.4 OUTCOMES OF THE STUDY 4

1.5 VALUE OF THE RESEARCH 5
CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

2.2 CONCEPT: SUSTAINABLE DEVELOPMENT

2.2.1 IMPLEMENTING SUSTAINABLE LOCAL DEVELOPMENT

2.2.1.1 Basic needs and eradication of poverty

2.2.1.2 Financial resources and mechanisms

2.2.1.3 Resource use
2.2.1.4 Promoting, education, public awareness and training 14
2.2.1.5 Investing in effective partnerships 15
2.2.1.6 Information and tools measure progress 16

2.3 A SUSTAINABLE DEVELOPMENT POLICY FOR THE GREATER JOHANNESBURG 17
2.3.1 Respect and care for the community of life 17
2.3.2 Minimising the depletion of non-renewable resources 18

2.4 THE IMPLICATIONS OF AGENDA 21 19
2.4.1 The Implications of the Local Agenda 21 Campaign (LA21) 20
2.4.2 The National Local Agenda 21 Campaign 21
2.4.3 Overview of Local Agenda 21 in South Africa 22

2.5 OBSTACLES TO THE IMPLEMENTATION OF SUSTAINABLE LOCAL DEVELOPMENT 23
2.5.1 Policy formulation by local governments 23
2.5.2 Revenue operation by local governments 24
2.5.3 Enforcement of national regulatory standards 24
2.5.4 Packaging of consumer products 25

2.6 CONCLUSION 25
CHAPTER THREE: DATA COLLECTION

3.1 INTRODUCTION

3.2 MOTIVATION FOR THE SELECTION OF GREATER JOHANNESBURG METROPOLITAN COUNCIL (GJMC)

3.3 PROFILE OF THE GREATER JOHANNESBRUG METROPOLITAN COUNCIL

3.4 AN EVALUATION OF THE LA 21 PLANNING PROCESS IN THE GJMC

3.4.1 Local Agenda 21 in Greater Johannesburg

3.4.2 Participatory structures and partnership-building

3.4.2.1 The Environmental Management Development Forum

3.4.2.2 The Johannesburg Inner City Development Forum (JICDF)

3.4.2.3 The Model Communities Programme (MCP)

3.4.2.4 The Model Communities Programme in Greater Johannesburg

3.4.3 Community-based issue analysis

3.4.4 Issue assessment

3.4.5 Action planning

3.4.5.1 Kliptown Waste Management Project

3.5 DESCRIPTION OF PRIORITY ISSUES IDENTIFIED FOR ENVIRONMENTAL MANAGEMENT LDO

3.5.1 Waste management

3.5.2 Pollution

3.5.3 Poverty

3.5.4 Health

3.5.5 Public open spaces and parks

3.5.6 Conservation and protection of the built environment
## 3.6 CONCLUSION

### CHAPTER FOUR: SYNTHESIS, RECOMMENDATIONS AND SUMMARY

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1</td>
<td>INTRODUCTION</td>
<td>48</td>
</tr>
<tr>
<td>4.2</td>
<td>LESSONS LEARNED FROM THE LA 21 PLANNING PROCESS</td>
<td>48</td>
</tr>
<tr>
<td>4.3</td>
<td>VIEWS ON AN APPROPRIATE APPROACH TOWARDS STAKEHOLDER PARTICIPATION</td>
<td>49</td>
</tr>
<tr>
<td>4.3.1</td>
<td>Effective communication for meaningful participation</td>
<td>49</td>
</tr>
<tr>
<td>4.3.2</td>
<td>Reflection on the motivation to participate</td>
<td>50</td>
</tr>
<tr>
<td>4.4</td>
<td>RECOMMENDATIONS</td>
<td>50</td>
</tr>
<tr>
<td>4.4.1</td>
<td>Strengthening and supporting the LA 21 Movement</td>
<td>50</td>
</tr>
<tr>
<td>4.4.2</td>
<td>Harmonising public sector policies and approaches</td>
<td>50</td>
</tr>
<tr>
<td>4.4.3</td>
<td>Establishing flexible regulatory frameworks for all areas of LA 21</td>
<td>51</td>
</tr>
<tr>
<td>4.4.4</td>
<td>Increasing private sector accountability to LA 21</td>
<td>52</td>
</tr>
<tr>
<td>4.4.6</td>
<td>Organising local government purchasing powers for sustainable development</td>
<td>52</td>
</tr>
<tr>
<td>4.5</td>
<td>SUMMARY</td>
<td>52</td>
</tr>
<tr>
<td>4.5</td>
<td>CONCLUSION</td>
<td>54</td>
</tr>
</tbody>
</table>

REFERENCES 56

APPENDIX A: QUESTIONNAIRE 60
ACKNOWLEDGEMENTS

How good it is to have pals and acquaintances who are both intelligent and helpful. I certainly made good use mine in preparation for this research project. Without them, it would have been hardly possible. In particular, I would like to thank the following:

- Lord the Almighty who has given me strength, power, knowledge and all other essentials that were of utmost significance for the completion of this project

- My supervisor, Prof. H.G van Rooyen, I am deeply indebted to him for his generous help. His willingness to assist and guide were no less important, ranging from the beginning until final completion of this project.

- To the officers at Greater Johannesburg Metropolitan Council, Martin Sam and Smith Radingwana, and Emmarie Behrens at Department of Environmental Affairs and Tourism in Pretoria. I would also like to pay an affectionate tribute to them. Their contribution considerable enriched the content of the study and the discussions around which it was built, through provision of necessary documentation for literature review

- On the editorial end, typing from the first draft up to final document was a major exercise in decoding my tireless and hard-bargaining brother Kholofelo has done the job with cheerful efficiency, I couldn’t have done it without him, he deserves the best. I also extend a heartfelt thank you to Dr E.S.G Greyling for editing the final draft into shape.

- To my beloved parents, Alfred and Alice and my brother Karabo, there are no words to express my gratitude to these people for they never stopped believing in me. At a time when the financial and other pressures were arising, they were always there with vital encouragement and support, an educational experience whose impact continues to bless and shape my life today
• Many thanks and warmest regards to my aunt Cindy Futhane and Peter Magubane for their invaluable support and who opened their doors for me while I was away from home.

• To my son, Reotshepile to whom this project is dedicated and missed his mother during long hours and days of absence while working on this study.

• Finally to everybody who endured all the miserable repercussions of having this project completed, I gratefully express my heartfelt thank you. For this and so much more, I am for ever grateful !!!
## LIST OF FIGURES

3.1 Profile of Greater Johannesburg Metropolitan Council 29  
3.2 Structure of Johannesburg Inner City Development Forum 33  
3.3 Structure of Model Communities Programme 36  
3.4 Waste dumped on the streets of Kliptown 40  
3.5 Cleaner and healthy environment of Kliptown 41  
3.6 Types of wastes to be managed 42  
3.7 Smoke emission from coal fire 43  
3.8 Health conditions in informal settlements 44  
3.9 Open public spaces to be preserved 45  
3.10 Historical structures to be preserved 46
LIST OF TABLES

3.1 Stakeholder participation in environmental workshops 37
LIST OF ABBREVIATIONS AND ACRONYMS

CSD  Commission on Sustainable Development
DEA&T  Department of Environmental Affairs and Tourism
DFA  Development Facilitation Act
GJMC  Greater Johannesburg Metropolitan Council
ICLEI  International Council for Local Environmental Initiatives
IDRC  International Development research Centre
IUCN  International Union for the Conservation of Nature
IULA  International Union of Local Authorities
JICDF  Johannesburg Inner City Development Forum
LA21  Local Agenda 21
LDO  Land Development Objective
MCP  Model Communities Programme
MLC  Metropolitan Local Council
NGO  Non Governmental Organisation
RDP  Reconstruction and Development Programme
UN  United Nations
UNCED  United Nations Conference on Environment and Development
UNDP  United Nations Development Programme
UNGASS  United Nations General Assembly
WCED  World Commission on Environment and Development
ABSTRACT

At the Nineteenth Special Session of the United Nations General Assembly (UNGASS) President Thabo Mbeki, reaffirmed that Agenda 21 remains the fundamental programme of action for achieving sustainable development. He also emphasised that the achievement of sustainable development requires the integration of the economic, social, and environmental components.

The Earth Summit held in Rio de Janeiro in 1992 laid down a global plan to achieve a sustainable development through Agenda 21. Its Principles are modified into Local Agenda 21 according to the specific local needs and priorities of a country. Therefore local authorities as the level of governance closest to the people, play a vital role in educating, mobilising, and responding to the public to promote sustainable development. Few local governments have yet demonstrated their capacity to develop their own Local Agenda 21 (LA21) in order to translate and interpret the principles of sustainable development in their local areas. Thus the primary objectives of this study are:

- to identify areas in which the implementation of LA21 is carried out by local authorities

- to determine measures used for the implementation of LA21 by local authorities.

- to determine whether barriers exist towards the implementation of LA21

- to develop guidelines for meaningful implementation of LA21 in a balanced and integrated manner.

The data for this study was collected by using questionnaire and mining data from official documentation such as environmental reports, brochures, magazines and newsletters. A case study was carried out in Greater Johannesburg Metro Council because it been selected as one of the 20 cities to participate in the LA21 charters Project.
The process of the implementation of the LA21 planning programme in Greater Johannesburg highlighted a number of issues that are relevant to South African Cities and other cities across the world. Recognising that local government is central to the implementation of sustainable development, there is a need to streamline planning, political management and administration in order to place local government at the centre of the sustainable agenda.
CHAPTER 1

RESEARCH PROBLEM, CONTEXT AND STUDY PROGRAMME

1 INTRODUCTION

The world faces more environmental problems today than ever before, mostly because knowledge about the world grows daily at a rapid pace. The environmental problems stem from the inability to develop a system of social values, life styles and institutions, which enables man to live in harmony with the environment. Thus environmental consideration is a worldwide phenomenon with many conferences and workshops held all over the world in order to find measures of redressing environmental deterioration. South Africa is no exception, as Lotz (1995:24) says:

"South Africa has not escaped the onslaught of many local and global environmental issues and has many significant local environmental problems which need to be addressed".

The country’s history forms an integral part of the present day environmental response, while reference to the past forms an important part of achieving environmental literacy (Harris, 1978 in Khan, 1989:3). Current studies of environmental problems are inextricably part of the land struggles and conflict over natural resources which have occurred in the history of this country (Shongwe, 1996:3). Looking at the current trend, we can expect South Africa to become crowded, polluted, ecologically unstable and vulnerable to the natural hazards in the years to come. These trends will lead to a reduction in quality of life for all people.

Various institutions and programs have been established all over the world to seek ways and means to curb environmental degradation. According to Shongwe (1996:01), this is an ongoing battle that should be fought with vigour and utmost vigilance. A host of methods to combat "environmental bankruptcy" need to be developed.
At the United Nations General Assembly held in June 1997 in New York President Thabo Mbeki reaffirmed that Agenda 21 remains the fundamental program of action for achieving sustainable development. Furthermore, the achievement of sustainable development requires integration of the economic environmental and social components. Finally, the critical issue is whether we can continue to provide food, shelter and other needs of a growing world population without destroying the natural resource base on which the existence of that population depends.

1.1 RESEARCH CONTEXT

South Africa has earned a worldwide reputation as a country with a legitimate constitution. The Bill of Rights enshrines the importance of the environment by stating that:

"Everyone has the right

- to an environment that is not harmful to their well being or health and
- to have the environment protected for the benefit of the present and future generations, through reasonable legislative and other measures that:
  ➢ prevent pollution and ecological degradation
  ➢ promote conservation
  ➢ secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

(Constitution, 1996:11)

The question is what is the significance of the issues enshrined and embodied in the constitution? To environmentalists and conservationists, it symbolises the fact that the democratic government has taken the bold step of attempting to allot the environment the necessary status and position it requires. All actions are inextricably inter-linked to the environment, indicating the importance and indispensable nature of the environment in terms of sustaining life and livelihoods of communities.

The United Nations Conference on Environment and Development (UNCED), held in Rio de Janeiro in 1992, formulated a global plan to achieve sustainable development
through Agenda 21. Its principles were modified to fit into Local Agenda 21, according to the local needs and priorities of a specific country. By guiding development and monitoring environmental sensitivity at all stages of development, local authorities play a crucial role in ensuring the protection of South Africa’s natural heritage. In Chapter 28 of Agenda 21:1 it is clearly stated that:

"Because so many of the problems and solutions addressed by Agenda 21 have their roots in local activities, the participation and cooperation of local authorities will be a determining factor in fulfilling its objectives. Local authorities construct, operate and maintain economic, social and environmental infrastructure, oversee planning processes, establish local environmental policies and regulations, and assist in implementing national and sustainable development policies. As the level of governance closest to the people, they play a vital role in educating, mobilizing and responding to the public to promote sustainable development" (DEA&T, 1998:53)

To augment the above-mentioned issue, local governments have demonstrated a deep commitment. More than 1,800 local governments in 64 countries have established Local Agenda 21 planning processes to engage with their communities to implement Agenda 21 at the local level. Local governments and their communities have also voluntarily assumed new responsibilities for global environmental problems, such as climate change, forest destruction and pollution of the oceans. They have established their own programs, in the context of international environmental conventions, to address these challenges. For example, 164 cities in 34 countries, representing 4% of global carbon dioxide (CO2) emissions, have joined a Cities for Climate Protection Campaign to reduce their greenhouse gas emissions by as much as 20% (http://www.iclei.org/1a21.gov.htm).

Progress has been made in some areas, as The International Council for Local Environmental Initiatives (ICLEI) analysis of local government implementation of Agenda 21 confirms. During the 1992-1996 period, the greatest impacts of local government actions have been in the areas of institutional development, public participation and improved management systems. In many cities and towns individual best practice projects have also produced concrete, positive impacts in specific
management areas. However, few local governments have yet demonstrated their capacity to achieve dramatic improvements in social and environmental trends in certain key areas of local responsibility, such as solid waste management or water pollution control. (http://www.iclei.org/la21/gov.htm).

In the light of the above-mentioned background this project intends to research whether strategies for accelerating progress towards sustainable development at local level are implemented in a balanced and integrated way without any barriers. At UNCED, a major effort is required to achieve goals achieved particularly in areas of cross-sectoral matters where implementation has yet to be achieved.

1.2 RESEARCH QUESTION

With reference to the issues raised, the following research question was formulated:

How is the implementation of Local Agenda 21 carried out by local authorities at local level?

1.3 OVERARCHING AIM OF THE STUDY

This study proposes to identify and analyse measures used by local authorities in implementing Local Agenda 21 at the local level. This will enumerate problems and attempt to reveal any pertinent issues relating to the implementation and development of Local Agenda 21, using the Greater Johannesburg Metro Council as a case study.

1.4 OUTCOMES OF THE STUDY

The following are the anticipated outcomes of this study:

- To identify areas in which the implementation of Local Agenda 21 is conducted out by local authorities.
- To determine measures used for the implementation of Local Agenda 21 by local authorities.
- To determine whether barriers exist towards the implementation of Local Agenda 21.
- To develop guidelines for meaningful implementation of Local Agenda 21 in a balanced and integrated manner.

1.5 VALUE OF THE RESEARCH

Since the research will be focussed on a particular local municipality, the following significant issues will be highlighted.

- It outlines the implementation of Local Agenda 21 in areas that require urgent action.
- It articulates the perceived and real problems faced by those charged with the implementation of Local Agenda 21 at local level, i.e. challenges that lie ahead for the successful and satisfactory implementation of Local Agenda 21.
- It is hoped that the study can lay a foundation for a start for those local authorities that have not yet implemented Local Agenda 21 in their function(s) and administrations. Therefore, it will serve as a guideline to get started.

1.6 RESEARCH DESIGN

Parlett and Hamilton (in Shongwe 1996:3) state that the choice of research tactics follows not from the research doctrine but from the decision to the best available techniques in each case. The problem defines the method. Equally no method is used exclusively or in isolation, and techniques are combined to investigate common problems.

In addition, Merriam (1991: 6; in Shongwe 1996: 25) clearly states that deciding on a particular research design is largely influenced by what the research question entails is and how it is shaped with regard to what the desired end product of the research should be.

The overarching aim of the research is to identify and analyse measures used by local authorities in implementing Local Agenda 21. Therefore, a case study seems to be appropriate for this research project.
1.6.1 Sampling

For this project, purposeful sampling was adopted, and one local municipality was selected. As Patton (1990; in Macmillan 1993:378) indicates, the selection is based on information-rich cases for in depth study. Macmillan (1993:378) also states that samples are chosen because they are likely to be knowledgeable and informative about the phenomena the researcher is investigating.

The targeted local authority is Greater Johannesburg Metropolitan Council (GJMC), one of the 17 cities that implemented a pilot project of Local Agenda 21 (LA21), called Model Communities Program (MCP). The MCP is research focussed on the impact of municipal service delivery on social, economic and ecological environment. Through the MCP, strategies for sustainable development were implemented in the inner city of Greater Johannesburg.

1.6.2 Data collection instruments

Data collection involves multiple research techniques in order to obtain sufficient data on different aspects of what is being investigated (Janse Van Rensburg, 1995:15)
As the researcher subscribes to the notion of conducting research with people rather than on people as promoted by Reason (1988:10), there are different ways and options of data collection.

1.6.2.1 Questionnaire

The questionnaire was selected as the main data collection technique. Macmillan (1993:426) articulates the selection of strategy depends on context and purpose. Since it would be difficult to conduct interviews with the officers at GJMC, due to logistical problems and lack of time, the questionnaire would be used to gather information on how the implementation is conducted at local level.
1.6.2.2 Document analysis

Mining data from documents is a way of acquiring information in relation to the concepts under scrutiny. Merriam (1991:108) states that data from documents can be used similarly to data from any other form of gathering information such as questionnaires or interviews in order to verify the emerging hypotheses.

Since the researcher is the primary instrument for collecting data, s/he relies on skills and intuition to find and interpret documents (Merriam 1991:115). Therefore, official documentation such as environmental reports, brochures, magazines, journals and newsletters will be reviewed to help the researcher develop understanding and discover insights to verify relevant issues to the research problem.

1.7 CONDUCTING AND PROGRESSION OF THE RESEARCH

1.7.1 Questionnaire

There is extensive material on the theory of questionnaires. Recognising this, the researcher presents how the approach was utilized in this study because of the size of the research.

The International Council for Local Environmental Initiatives (ICLEI) has designed a questionnaire, which was distributed to various local municipal councils, which were involved in the implementation of Local Agenda 21. The researcher used the same questionnaire and distributed amongst Local Agenda 21 Co-ordinators and Environmental Officers working on the process in the Metropolitan Planning, Urbanization and Environmental Management Strategic Cluster. It is important to note that it was difficult for the researcher to administer the questionnaire in the presence of the Co-ordinators and officers because their department was involved in the restructuring process and this was done at their own time.
1.7.2 Document analysis

Available documents are another important source of information. Documents relating to a programme under evaluation provide the evaluator with information about many things that otherwise may not be observed. Information can be obtained from sources such as reports, newsletters and brochures. The value of such materials cannot be undermined. For this reason, the researcher analysed the report compiled by L A 21 Co-ordinators at the GJMC on the implementation process. The report was submitted to the ICLEI for evaluation process.
Newsletters compiled by the Department of Environmental Affairs and Tourism on the Local Agenda 21 campaign process were reviewed and provided valuable information.

1.8 OUTLINE OF SUBSEQUENT CHAPTERS.

Chapter 2

This chapter aims at reviewing related literature on the concept of Sustainable Development and means for the implementation of sustainable local development. It will further describe what is meant by Local Agenda 21 (LA21) and outline an overview of the National Local Agenda 21 campaign and its initiatives in South Africa. Finally, it will indicate obstacles related to the implementation of sustainable local development.

Chapter 3

This chapter will provide a detailed description of how LA 21 planning processes were implemented in Greater Johannesburg. As this study is based on a qualitative research method, various methods will be used, i.e. questionnaire, document analysis and information from the Internet on websites relevant to the study. Further information will be gathered from the officers at GJMC charged with the implementation of LA 21 as well as other individuals who are deemed significant to the program.
Chapter 4

In this final chapter, collected data will be analysed and interpreted. In my opinion the implementation of the LA 21 planning processes still has some way to go and faces serious obstacles and challenges. Therefore, programs such as this will have tremendous value if they are recognised and put into practice meaningfully.

1.8 CONCLUSION

The issues raised in the above discussion clearly shows the rationale for this research project. It is an attempt to reveal and highlight pertinent issues in relation to factors affecting the implementation of LA 21 by local authorities. This section merely introduces the project and its rationale.
CHAPTER 2
LITERATURE REVIEW

2.1 INTRODUCTION

As leaders, we have an obligation to guide our communities along the routes that are most advantageous in the long term to ourselves, and the natural world. With the changes in legislation that now accord greater importance to environmental protection (Dada. et al 1998:4), we often encounter concepts that are new to ourselves and our communities. The new regulations can help us to avoid disastrous mistakes that could cause irreparable damage to our resources and demand unaffordable financial outlay for later correction.

In September 1997, regulations were promulgated that make it obligatory for developers to report on the possible environmental impacts of proposed development before such development is approved (Dada. et al:1998:5). The regulations apply to many of the activities undertaken by local authorities, such as electricity supply, transport structures and water canals. Local authorities have an important and exciting role to play by supporting development that is environmentally sustainable.

In time, South Africa will become a leader in sustainable development and environmental protection. All people can play a vital role in moving their communities towards a socially, environmentally and economically healthy lifestyle.

2.1. THE CONCEPT SUSTAINABLE DEVELOPMENT.

The concept of sustainable development, advocated by the World Commission on Environment and Development (WCED) as an approach to ensuring the survival of the world (Elliot, 1994:40), has generated considerable debate and controversy.

Much confusion has been created by the misuse of certain concepts and the context within which they have been used, e.g. "sustainable development; sustainable use;
sustainable growth; and sustainable economy; (Walmsley & Botten, 1994:5). These concepts are used interchangeably when in reality they have different meanings.

The concepts "sustainable development" was first used in the World Conservation Strategy of the International Union for the Conservation of Nature (IUCN) in 1980. The most common definition of the term is, however, as was used in the Brundtland Report in 1987, published by the WCED. The report defines sustainable development as "development that meets the needs of the present without compromising the ability of the future generations to meet their own needs" (Elliot, 1994:18). Although this is the most frequently used definition, there are several others, which contribute to a better understanding of the concept. The International Council for Local Environmental Initiatives (ICLEI 1996), uses a definition which applies to built up environments and the servicing of society at the local level: ... "sustainable development that delivers basic environmental, social, and economic services to all without threatening the viability of natural, built and social systems upon which these services depends".

A common understanding the concept of sustainable development is based on the belief that a form of compromise exists between continuous economic growth and development and that sustainable development cannot take place unless:

- the environment is treated as an integral part of the economic process and not as a "free good";
- greater equity in access to resources both within and between regions and countries is achieved; and
- long term, inter-generational considerations are taken into account (Hughes, 1999:1).

The acceptance of sustainable development as a guiding philosophy implies that the society should develop economically and socially in such a way that the effects of its activities, the costs of which are borne by future generations, are minimized.
2.2.1 IMPLEMENTING SUSTAINABLE LOCAL DEVELOPMENT

Agenda 21 and the principles contained in the Rio Declaration on Environment and Development (Lafferty and Eckerberg 1998:01) established a comprehensive approach to the achievement of sustainable development. Local authorities should play a key role initiating responsibility for interpreting, adapting and eventually implementing the most relevant aspects of Agenda 21 for their local communities. Thus government powers and resources will be employed in such a way as to facilitate co-operation and co-ordinated action (Lafferty and Eckerberg 1998:02).

2.2.1.1 Basic needs and eradication of poverty

Agenda 21 states that "...the struggle against poverty is a shared responsibility of all nations" and calls for policies that promote development, sustainable resource management and poverty eradication simultaneously" (DEA&T, 1998:17)

People who suffer from poverty are easily identifiable as their incomes and asset bases are insufficient to meet basic needs, e.g. adequate housing, safe and sufficient water supplies, sanitation, health labour and education (Young, 1995:3). Under conditions of poverty, the ability of individuals and communities to mobilize resources required to improve their situation is limited.

The eradication of poverty depends on the full integration of people living in poverty into economic, social and political life (Abram, 1998:11). The empowerment of women is a critical factor for the eradication of poverty. This idea is also promoted by Lisk (1985:13) who states that women and children are particularly at risk in poor societies which are highly vulnerable to hazards such as illness, injury and death. Because sustainable development concerns meeting the needs of the present, the reduction and elimination of poverty forms an essential part of achieving such development.
2.2.1.2 Financial resources and mechanisms

According to Agenda 21 progress towards sustainable development would require additional investment and finance (DEAT, 1998:59). The ideal sustainable city is one that is able to generate its own financing of projects and programmes to alleviate the symptoms of underdevelopment, e.g. homelessness, unemployment, conflict, malnutrition, illiteracy, slums, etc. (Gugler, 1997:17).

As the key international development finance agency, World Bank (1997:12) has a specific role to play in helping to mobilize and channel financial resources in the service of sustainable development. It recommends three imperatives, i.e., raising the finance level, redirecting finance pattern and reducing the need for finance. These actions would guide local authorities towards managing their finances as environmentally responsible investments.

Successful local sustainable cities have developed projects and programmes that are community-driven and practices well-defined accountability. (Morehouse, et al. 1989:13).

There are numerous principles that should be taken into account in designing city programmes and their subsequent financing, i.e.

- Successful financing of projects depends on the ability to mobilize local communities who wish to reverse the symptoms of underdevelopment. Their input and acceptance of responsibility and accountability are central factors to the success of obtaining financing.

- The first line source of funds should always be local, via direct taxation and donations.

- Any project should be well marketed to ensure that the needs of stakeholders are met and the project has democratic support (Walmsley & Botten, 1994:17).
2.2.1.3 Resource use

A key principle of sustainable development is to keep within the earth's carrying capacity. The human impact on the earth depends on the total number of people, and on how much energy and other resources each individual person uses and ultimately discards as waste (Yeld, 1993:25). As such, the earth has a finite capacity for carrying its human population and the resources it consumes. It can thus withstand a maximum impact before its life-giving systems start collapsing (Mannion & Bowlby, 1992:9).

Urban managers in local authorities should understand the nature of the external resources of cities, consumption patterns and the efficient utilization of resources within the city itself. City management should also understand and take into account the impact of waste products (pollution) on areas outside its boundaries (Fuggle & Rabbie, 1992:9). Global Forum '94 Workshops which dealt with the issues of resource use and management focussed mainly on (i) sustainable housing and (ii) waste management. (Abbot, 1996:9)

(i) Sustainable housing

The most critical aspect of higher urban densities to be achieved was identified as avoiding the waste of resources associated with low-density housing. (Abbot, 1996:10).

On Election day 1994, millions of people queued to vote and looked forward to the promise of a million new houses. On the next election day in 1999, rows of identical match box houses could be seen one has to wonder how many of the tiny RDP houses have actually become homes. In 1998 the Minister of Housing, Sankie Mthembi-Mahanyele, took a battering in Parliament, not only for the number of houses delivered, but also for the quality of housing. Speakers lamented the poor indoor air quality of the houses, and the fire and poisoning risks associated with heating and lightning of poorly built structures (DEA&T, 1999:8).
In order to ensure that the housing delivered actually improves the quality of life of the poorest of the poor, the Department of Housing identified three major aspects for the development of environmentally sound low-cost housing, namely:

- energy efficiency;
- water efficiency; and
- sustainable and productive greening of the living environment (DEA&T, 1999:10).

(ii) **Waste management and recycling.**

The reduction of waste and recycling of waste material is a crucial aspect of sustainable urban management. Discussions at the Global Forum '94 Workshop indicated a wide belief that local authorities and business in particular can play an important role in the reduction and recycling of waste by using economic measures and incentives. (Abbot, 1996:18). Waste is under-utilized because it does not reflect a proper market price. Recommendations made at the workshop, include the following:

- Values of communities and their involvement in waste management and recycling should be influenced by means of environmental education.
- Local authorities should analyze constraints that hinder recycling, and should forge partnerships with business and communities to deal with waste recycling (Abbot, 1996:19)

**2.2.1.4 Promoting education, public awareness and training**

South Africans need to recognize that they are on an upward learning curve regarding environmental sustainability. The development path laid out in Agenda 21 differed from previous approaches with each year experience is gained on how to make development sustainable. Many innovations from around the world are still experimental and it is vital to learn from these so that good practices can be replicated and failures avoided.

Education increases human welfare and is a decisive factor in enabling people to become productive and responsible members of society (Janse Van Rensburg, 1994:4). A fundamental prerequisite for sustainable development is an adequately financed and
effective education system at all levels, particularly the primary and secondary school levels, which are accessible to all and augments both human capacity and well-being. The core themes of education for sustainability include lifelong learning, interdisciplinary education, partnerships, multicultural education and empowerment. (David Orr, 1999. Available. Online: (http://www.gcrio.org/edu/intro.htm1).

Agenda 21 emphasizes a need to increase people’s sensitivity to and involvement in finding solutions for environmental and developmental problems. Thus, education is regarded as a tool for giving people environmental and ethical awareness, values and attitudes, skills and behaviours needed for sustainable development. Furthermore, it should explain not only the physical and biological environment, but also the socio-economic environment and human development (DEA&T, 1998:63). Being the level of government closest to the people, local authorities play a vital role in educating and mobilizing the public to promote sustainable development (DEA&T, 1998:53).

2.2.1.5 Investing in effective partnerships

Agenda 21 emphasizes the role of all groups in society in promoting sustainable development. While all groups has an individual role to play, by acting together, the whole can be much more effective than the sum of its parts.

There is wide recognition of the urgent need for profound changes in the roles of various actors and parties involved in or affected by development and environmental issues. The change should be extensive and should include the transformation of gender and familial roles and relationships, changes at community level between communities and professionals and relations between local governments, communities and trade unions (Posnik, 1996:8).

Authorities at all levels should change from working ‘for’ people to working ‘with’ people. This entails the democratization of government, transparency of actions, as well as optimum transfer of information to the public about decision taking and access to information.
2.2.1.6 Information and tools to measure progress.

A complicated issue, which neither world nor local authorities have been able to answer adequately, is how to measure whether a system is achieving sustainable development (Walmsley & Botten 1994:25). This is a major weakness of the sustainable development concept, therefore the adage 'if you cannot measure it you cannot manage it' applies.

It is essential for each local authority and city to recognize its situation, define its objectives for achieving sustainable development, and to establish indicators to be used for monitoring progress. These will be site-specific and should relate to the social, economic, cultural and ecological issues relevant to the particular city or local authority (Moffat, 1996:184).

A focus on 'sustainability' will help to explain what went wrong and will promote monitoring and evaluation of the impacts of development policy on the resource base that will sustain future well-being. Time will improve both the methods of accounting resource depletion and pollution damage, and the data required to implement such methods (Atkinson, et al., 1997:202).

In order to progress towards sustainability, systematic evaluation of the adequacy of plan's action strategies and whether desired effects are being achieved, will be required. Periodically, the stakeholder group, the municipality and local residents will need to explore the fundamental issues and global conditions so that new actions can be devised to achieve their community vision.

The International Council for Local Environmental Initiatives, (ICLEI, 1996:167) recommends four key components of an effective evaluation process:

(i) the establishment of a system where all the key stakeholders report to each other on actions taken to implement the action plan;
(ii) the development of methods and tools, such as indicators, to measure the performance of the community as whole in achieving its goals and targets, and to determine whether any "trigger" conditions have been reached, requiring further planning or action;

(iii) the implementation of a periodic comprehensive analysis and review on the basis of local, regional and global conditions and an analysis as to whether these conditions indicate progress towards actually achieving sustainability and the community vision; and

(iv) the establishment of mechanisms for reporting on progress and performance to local inhabitants and their community organizations, so that they continue to be informed and guide are able to guide their own behaviours in a way that is consistent with the goal of sustainable development.

2.3 A SUSTAINABLE DEVELOPMENT POLICY FOR THE GREATER JOHANNESBURG

Greater Johannesburg used the nine principles of sustainable development proposed by Yeld (1997:24) to create their own sustainable development policy. The sustainable transition process shows the process of transition from an unsustainable to a sustainable system that needs to be undertaken in Greater Johannesburg (Steady, 1993:12).

2.3.1 Respect and care for the community of life.

This ethical principle requires that human actions should not be performed at the expense of other human groups or later generations, and should not threaten the survival of other species. It recognizes that human survival depends on the use of other species, but that these should not be wasted or treated cruelly (Fuggle & Rabie, 1992:110). In Greater Johannesburg, the application of this principle implies that:

- All inhabitants of Greater Johannesburg should have access to basic services and should be allowed the right to freedom of expression, eg. in parks and open spaces. In the Southern parts of the Metropolitan area, including the Weilers Farm area, Lawley settlement and Freedom Park, a lack of regular refuse removal exists. In
areas such as Alexandra and Diepsloot, and many others the lack of services should be corrected.

- Through environmental awareness programmes, inhabitants should be taught to protect other species, as they form part of the same community of life. The diverse cultural communities in Greater Johannesburg should be respected, and a diversity of beliefs and practices should be promoted. The historical and cultural sites significant to all communities in the entire metropolitan area should therefore be preserved, as they are valuable and non-renewable heritage resources. A similar focus should be on the preservation of all ridges, rivers and other natural habitats throughout Greater Johannesburg (Whitehead and Zikalala, 1997:28)

2.3.2 Minimizing the depletion of non-renewable resources

Minerals and fossil fuels are non-renewable, and their continued use cannot be sustained. However, their usefulness to human beings can be extended by avoiding over-use or wasteful use, through recycling and using renewable substitutes where possible (Fuggle & Rabie, 1992:103)

- Greater Johannesburg once had large reserves of gold and other minerals in the Witwatersrand ridge zone. Most minerals have been depleted by mining activities, which left barren landscapes in need of rehabilitation. The use of new sources of renewable and non-polluting energy, such as sunlight should therefore be promoted among the metropolitan population.

- The alarming rate of using fossil fuels in Greater Johannesburg is causing serious air pollution, especially in the inner city where incomplete combustion of fuels in vehicles causes air pollution problems. Also in all informal settlements, the whole of Soweto and Orange Farm in the South, where excessive amounts of coal is being used for heating, lighting and cooking. This rapid exploitation of the coal reserves could contribute significantly to global warming in the future. The use of private vehicles should therefore be actively discouraged, while the use of public transport systems should be improved and promoted. (Whitehead and Zikalala, 1997:30)
2.4 THE IMPLICATIONS OF AGENDA 21

Environmental degradation should not continue indefinitely. This global realization led to the General Assembly of the United Nations (UN) adopting a resolution, calling for the convening of the United Nations Conference on Environment and Development (UNCED), later to be known as the Earth Summit. (Dada, et al. 1998:6). The Earth Summit was inspired by the publication of the Brundtland Report in 1987. The report attempted to balance the responsibilities of the North and South and the need to integrate environment and development.

Agenda 21 was negotiated by government representatives with a strong input from a wide range of Non-governmental organizations (NGOs) (Dodds, 1997:1). It started to take shape at the Third Preparation Committee (Prep Com) in Geneva in August 1991. As much as 90% of the agenda was finally agreed upon in Rio de Janeiro in April 1992. As many as 178 government delegations attended the Rio Summit and endorsed Agenda 21. Over 120 heads of government attended the conference, including leaders from the G7 group of industrial countries, making it one of the largest and most significant international gatherings (Bergh, et al. 1994:35).

In the end, Agenda 21 consisted of 40 chapters that covered all aspects of the planet and human interaction with it. Many chapters overlap, while a number of issues are reinforced by repetition and are elaborated throughout the document. It is a comprehensive strategy for global action on sustainable development dealing with current problems, while attempting to provide a framework within which future problems can be addressed. It is a blueprint for sustainable development providing information on the problems that confront mankind and on of solving such problems. It is also the most comprehensive document negotiated between governments on the interaction between economic, social and environmental trends at every level of humanity (Dodds, 1997:5).
2.4.1 THE IMPLICATIONS OF THE LOCAL AGENDA 21 CAMPAIGN (LA21)

Agenda 21 focuses on partnerships involving the public and all relevant stakeholders in order to resolve developmental problems and plan strategically for the future. Although the responsibility for implementation rests with governments, the participation and cooperation of local authorities is crucial to its success (Bergh, 1994:28). Chapter 28 of Agenda 21 highlights the role of local authorities in implementing LA21. Activities include the participation and cooperation of local authorities to address the problems and solutions in terms of sustainable development at local level.

The objective of chapter 28 is that local authorities in all countries should conduct a consultative process with their populations and achieve consensus on LA 21 for their communities. Each community or municipality has specific needs and should therefore develop its own LA21 plans and strategies according to its specific priorities and resource availability (Dada, et al.1998:8).

LA 21 acknowledges of the role of local governments in the sustainable development process. This includes the development of partnerships, community based issue analysis, action planning, implementation, monitoring and evaluation with feedback (DEA&T, 1998:1). LA 21 promotes all sectors of the community at local level. Previously marginalized groups such as indigenous people, women, and physically-challenged people play a significant role in decision making with local authorities playing a facilitative and enabling role (Maser, 1997:112).

A prerequisite for sustainable development in a local community is that it should be inclusive and relate to all relevant levels of disciplines and special professions from all walks of life. As such, the strategy involves all affected people in an effort to resolve shared problems collectively. This implies dealing with human diversity, i.e. diversity of thought, culture and expertise, allowing all people to contribute to the development process in a special way, making their unique contribution a part of the necessary effort to create sustainable local community (Fowkes, 1996:7).
2.4.2 THE NATIONAL LOCAL AGENDA 21 CAMPAIGN.

When addressing delegates at the Rio conference Maurice Strong, Secretary to the UNCED said the following:

"The real message of success will be what happens now after Rio, when government leaders and citizens alike have returned to their countries, organizations and to their immediate preoccupations. It is up to all of us to build on the foundations laid by the Earth Summit to ensure that the decisions that have been taken at the global level be translated into national politics and practices at all levels. A new world order as we move into 21st century, must unite us all in a global partnership which always recognizes and respects the transcending sovereignty of nature of our only one Earth" (Dodds, 1997: 1).

This quote aptly emphasizes that national LA 21 campaigns play an important role in promoting it among local authorities in various countries. A LA 21 survey found that the ... 'national campaign formally endorsed and financially supported by the national government has been the most powerful catalyst in LA 21 planning" (DEA&T, 1998: 2).

Such campaigns are particularly effective when national municipal associations actively involved.

Through information sharing, networking, training, workshops, seminars, support materials and guidelines, national campaigns can provide technical support to local and provincial authorities involved with LA 21. The development of educational materials and guidelines is thus regarded as a priority (Lafferty and Eckerberg, 1998: 17). From its survey on LA 21 the DEA&T (1999: 2) discovered that five local authority associations in the UK had established a successful national campaign during 1993. The first step was to create a multi-stakeholder steering committee. Local UK authorities were assisted through the guidelines, materials, seminars, pilot projects, a monthly newsletter and a national database on LA 21. Since the launch of the campaign, more than 60% of the local UK authorities have been recruited to participate.
The LA21 Initiative, launched by the ICLEI on the eve of the Earth Summit in 1992 has engendered one of the most extensive follow up programmes to Agenda 21. A recent survey conducted by ICLEI and the Commission on Sustainable Development (CSD) reveals that more than 2000 local authorities in 51 countries have established LA21 planning (Dodds, 1997: 102).

A typical national campaign is overseen by a multi-stakeholders steering committee, staffed by the national association. The campaign manages a recruitment effort, prepares guidance materials, organizes a series of training workshops, operates special projects on activities such as indicator development and liaises with the central government (DEA&T, 1998:4).

2.4.3 OVERVIEW OF LOCAL AGENDA 21 IN SOUTH AFRICA.

South African cities mirror the global urban crisis in virtually every respect, from the environmental and social impact of inadequate housing and services, to the impact of highly developed urban areas. The transformation to sustainability should come from within the cities themselves, through LA 21 action plans that address social, environmental and economic problems in an interrelated manner. According to the world Commission on Environment and Development, the required changes involves campaigns of education, debate and public participation.

The Department of Environmental Affairs and Tourism (DEA&T) regards the development of educational materials and guidelines on LA 21 as a priority (DEA&T, 1998:02). Among LA 21 related initiatives in South Africa there are eight to ten formal LA 21 initiatives currently taking place in South Africa, namely: the cities of Durban, Cape Town, Johannesburg, Pretoria, Kimberly, Port Elizabeth and East London. The cities of Cape Town, Durban, East London and Johannesburg joined the International Council for Local Environmental Initiatives (ICLEI). Since 1995, Cape Town, Johannesburg and Durban participated in ICLEI’s Model Communities Program (MCP) for a period of three years. Participation in the MCP not only stimulated networking these three cities through the Three Cities Network, but activities provided the impetus
for the development of a national network of cities involved with LA21 as part of the South African LA 21 Campaign DEA&T, 1999:03).

Nationally, the DEA&T embarked on the first steps to a national LA 21 Campaign, including the development of a National Coordinating Mechanism. A draft strategy for a National LA 21 Awareness Campaign has also been developed, including the targeting of politics in all three tiers of government and of various publications and guidelines on LA 21 (DEA&T, 1998:03)

2.5 OBSTACLES TO THE IMPLEMENTATION OF SUSTAINABLE LOCAL DEVELOPMENT.

Participatory local action planning has proven to be valuable in advancing sustainable development in local cities and towns. By engaging all sectors to jointly address priority local problems, it mobilizes local resources and increases public awareness to affect change. This helps to overcome the weak financial condition of many developing rural municipalities, and increases political pressure upon key institutions such as private corporations to support change. In recent surveys and case study analyses ICLEI (1996:28) identified a number of common obstacles to the implementation of local sustainable development.

2.5.1 Policy formulation by local governments.

In many countries, existing policies and fiscal frameworks at all levels of government serve as barriers to efficient resource use and development control at the local level. Such barriers include statutory municipal development plans and budget priorities that do not reflect LA 21 or sustainable development objectives. Also, many municipalities still apply old land-use, building and public health requirements that discourage the design of neighbourhoods that support public transit or buildings that use new technologies for water, energy and waste water management. At both state and national levels, governments maintain barriers such as subsidies and other economic incentives that encourage unsustainable practices.
The centralized control of local budgets and resources and poor coordination of national investment plans with local priorities seriously undermine the ability of local governments to implement their LA 21 action plans. Local governments whose aims are to increase public transit services and to discourage private vehicle use are contradicted by nationally supported road building schemes or transportation subsidies.

Further contradiction, between local plans and state and national efforts results from the lax enforcement or deregulation of polluting activities. Local governments play an important role in the enforcement of national environmental standards. However, their efforts can only succeed if they are fully supported at other levels of government. Likewise, local governments can contribute to improve local environmental conditions, such efforts often will, however, be marginalised if other levels of government fail to enforce regulations on the facilities of major manufactures or natural resource industries.

2.5.2 Revenue operation by local governments.

According to ICLEI (1996:28) revenue generation options of local governments are regulated and restricted by national and state policies. However, national and state governments continue to transfer their fiscal problems to the local level. This is commonly achieved by making local governments responsible for services or government functions that traditionally rested with national government, without transferring the traditional revenues for this purpose. Such transfers undermine efforts to build stronger local governments without the establishment of new sources of local revenues, such transfers also generally weaken public sector capacity to implement new social environmental mandates.

2.5.3 Enforcement of national regulatory standards.

Establishing and enforcing of national regulatory standards is a pre-requisite to improve local government performance in a wide variety of areas including air pollution, and water quality control, waste reduction and pollution prevention. While local government welcomes continuous review of regulatory approaches, de-regulation creates a dual
barrier to local implementation of sustainable development. It both legalizes practices that cause social and environmental problems, and it increases the complexity of holding institutions accountable for the problems they cause.

2.5.4 Packaging of consumer products.

The unsustainable design and packaging of consumer products significantly contributes to local environmental problems. Consumer products and packaging account for a large portion of the local solid waste stream, contain high levels of toxic substances, and rarely employ the best available technology to maximize energy and water efficiency. Local governments have little direct controls over the products that are sold and used in their jurisdictions (ICLEI, 1996:25).

2.6 CONCLUSION

LA 21 is a collective process for creating community visions and actions to achieve environmental, social and economic sustainability. Although LA 21 is a mandate given by the United Nations to local government, it is the responsibility of every local organization and resident to ensure that the process is started in their respective towns, cities or villages. If carried out effectively, such collective local initiatives will have a perceptible global impact.

The LA 21 process can be started on any scale, and at the neighbourhood, village, city or metropolitan levels. Local governments could implement LA 21 through their entire region, covering several cities and towns. Whatever the scale, all efforts should incorporate the key guiding principles of sustainable development, including multi-stakeholder partnerships, community based dialogue, and the integration of social, environmental and economic concerns. The planning approaches and tools used, should involve and empower people.
CHAPTER THREE

DATA COLLECTION

3.1 INTRODUCTION

Agenda 21 is a comprehensive document for global action with regard to the environment and sustainable development, to take the world into a sustainable 21st century. The 40 chapters cover a wide range of issues, including the atmosphere, oceans, land resources, poverty, etc.

It was important for each nation to develop its own local Agenda 21 (LA 21) in order to translate and interpret the principles of sustainable development to local areas. Local Agenda 21 focuses on developing partnerships involving the public, private and community sectors to resolve urban environmental management problems together and plan strategically for long term sustainable environmental management. The local municipal authorities need to investigate certain developmental and environmental challenges in particular areas and also respond to national political requirements of sustainable development. In terms of the Development Facilitation Act No 67 of 1995, local authorities are required to identify strategies for sustainable development through an inclusive participatory process.

In response to national policy and legislation relating to sustainable development, a LA 21 process and the Model Communities Programme were developed for Greater Johannesburg in June 1997 (Whitehead & Zikalala 1997:17). Various stakeholders participated in the formulation and development of the two programmes as required by the Development Facilitation Act No 67 of 1995. In this chapter, the participatory strategies associated with the implementation of the two aforesaid programmes will be described and analysed in the light of the proposed theoretical framework.
3.2 MOTIVATION FOR THE SELECTION OF GREATER JOHANNESBURG METROPOLITAN COUNCIL (GJMC)

Greater Johannesburg was selected as one of 20 cities to participate in the LA 21 Charters Project. This is a jointly implemented project of the International Council for Local Environmental Initiatives (ICLEI), the International Union of Local Authorities (IULA) and Towns and Development, aimed at establishing sustainable development agreements or LA 21 Charters. The project also aims at the sharing of information and development of projects with common Environmental Management objectives between cities in the Northern and Southern hemisphere (ICLEI, 1996:18).

Greater Johannesburg is also an ICLEI and is therefore required to formulate a Local Agenda 21 and Model Communities Programme for sustainable development. In terms of the Local Government Transition Act, (Second Amendment Act, No 97 of 1996), Greater Johannesburg is responsible for the co-ordination of environmental affairs, while the Metropolitan Local Councils (MLCs) are responsible for the management and control of environmental management affairs.

3.3 PROFILE OF GREATER JOHANNESBURG METROPOLITAN COUNCIL

Greater Johannesburg is one of six regions in Gauteng Province and the largest metropolitan area in South Africa. It boasts a population of approximately 3.5 million people and is 1384 km² in extent. Approximately 98,8% of the population is urbanised, while about 400 000 live in informal settlements. Johannesburg is governed by the Greater Johannesburg Metropolitan Council, an elected body, created under the country’s new Constitution (1993-1994).

The Council includes representatives from across the metropolitan area of Greater Johannesburg, which extends approximately 1384 km² and includes more than 720 suburbs and townships. There are four separate Metropolitan Local Councils in the north, south, east and west (compare fig. 3.1).
Environmental legislation and policies are formulated at the national level while implementation and enforcement issues are delegated to provincial and local governments. The Greater Johannesburg Metropolitan Council (GJMC) is responsible for the co-ordination of environmental affairs, whereas its four Metropolitan Councils (MLCs) are responsible for their own management and control. The new national environmental policy attempts to address this fragmentation, and stakeholders are slowly becoming involved in the environmental management legislative process. Greater Johannesburg is in the process of moving towards unicity, i.e. One Council and One Administration. The iGoli 2002 programme was presented to the various Councils for comments and input.

3.4 AN EVALUATION OF THE LA 21 PLANNING PROCESS IN THE GJMC

3.4.1 Local Agenda 21 in Greater Johannesburg
The LA 21 Process was originally initiated by the Johannesburg City Council, under the auspices of the Environmental Health Department. With the restructuring of Local Government, however, one of the major focuses was to ensure that the environmental management initiatives of the administration and the decision-makers were given the recognition they deserved. Both the administration and the decision-making structure was aligned accordingly to the development and planning functions. Environmental management now has a much higher priority in the municipality, and there are senior officials who deal specifically with environmental initiatives in both the metropolitan and local councils. The Greater Johannesburg Metropolitan Council has been given the responsibility, through the restructuring process, of managing and implementing the Local Agenda 21 Programme.
Fig. 3.1: Profile of Greater Johannesburg.
The process has been re-initiated and is managed by the Metropolitan Sustainable Development Planning Subcluster, under the auspices of the Metropolitan Urban Planning, Urbanisation and Environmental Management Strategic Cluster. The focus is on formulating a sustainable environmental management programme for the largest metropolitan area in South Africa, within the context of urban development, by taking cognisance of identified and prioritised stakeholder needs.

3.4.2 Participatory structures and partnership-building
The International Council for Local Environmental (ICLEI) has outlined criteria and guidelines for the development of a sustainable institutional environment, to benefit both the individual stakeholder and the partnership itself.

The overall planning process is co-ordinated by a partnership, which typically comprises members from the public and private sectors, interest groups and various disciplines. Each stage of the planning process requires different skills and calls for different tasks to be undertaken. Consequently, the composition of the partnership required for each stage of the planning process varies. The skills required for the development of strategic plans, for example are different to those required to facilitate the implementation of such plans, which, in turn are different to those required to monitor and review the effectiveness of the action plans.

In Greater Johannesburg, two participatory structures were utilised for the planning process. Firstly, the Environmental Management Development Forum, which operates at a metropolitan level for the LA 21 Programme, and secondly, the Johannesburg Inner City Development Forum (JICDF) for the Model Communities Programme, focusing on the Johannesburg inner city pilot project.

3.4.2.1 The Environmental Management Development Forum
A stakeholder group was established to focus on sustainable environmental management in Greater Johannesburg (GJ) and specifically the Local Agenda 21 Programme, under the auspices of the Environmental Management Land Development Objectives (LDO). The Environmental Management LDO Forum was
established at the end of 1996, as the stakeholder group to identify and prioritise needs across the metropolitan area. Membership was not exclusive to any given organisation. It was open to those who desired to participate actively in environmental issues. The initial initiatives to stakeholders were published in three newspapers, i.e. Star, Beeld and Sowetan as well as posted to stakeholders under the following regional categories:

- Environmental Management NGOs operating at a metropolitan level.
- Organised community organisations in GJ.
- Organised Business
- Organised Labour
- Political Party
- Provincial and Local Government Bodies
- Environmental Institutions

Representation in the Environmental Management Development Forum was extensive and increased as more stakeholders became aware of the forum or became interested in what it was planning for the coming years. The Forum was formally created as a participatory body through which all environmental management initiatives could be debated and evaluated at a metropolitan level. This Forum, is one of seven sectoral forums, and is considered to be the most widely representative of all stakeholders, including an equitable distribution of race and gender.

3.4.2.2 The Johannesburg Inner City Development Forum (JICDF)

This Forum represents the stakeholder group for the implementation of Johannesburg’s Model Communities Programme (MCP), which focuses on the inner city of Johannesburg. The JICDF was established to promote the regeneration of the Inner City of Johannesburg. It was agreed that all activities should include representation from the following sectors: provincial government, local government, business, community and labour. The Forum consists of a planning committee (plenary), an operating committee, a secretariat and five task teams, described below:

(compare fig. 3.2)
• The Integrated Planning and Management Systems Task Team, which developed a management system to integrate the functions of the stakeholders represented on the JICDF.
• The Public Environment Task Team developed, supported and monitored initiatives related to the inner city environment.
• The Social and Economic Regeneration Task Team formulated a comprehensive development strategy for the inner city.
• The Communication and Information Task Team marketed the inner city of Johannesburg.
• The MCP Task Team focused on environmental management research in order to identify mechanisms and strategies to achieve sustainable development.

The JICDF formulated a vision that addressed key issues and initiated programmes to solve problems of the inner city. The partnerships launched in the inner city Renewal Strategy, were Joubert Park Project, the Seven Buildings Project and an upgraded cultural area named "New Town."

3.4.2.3 The Model Communities Programme (MCP)
In recognition of the critical role that local governments play in building sustainable societies, and as a follow-up to the United Nations Conference on Environment and Development (UNCED) "Earth Summit" of 1992, ICLEI launched an international action research programme on sustainable development planning in 1994. This programme, called the Local Agenda 21 Model Communities Programme, consisted of a partnership of four, with fourteen municipalities in twelve countries around the world and was supported by the International Development Research Centre (IDRC), the United Nations Development Programme (UNDP) and the Ministry of Foreign Affairs of the Netherlands.
Fig. 3.2: Structure of the JICDF.
The Local Agenda 21 Model Communities (LA 21 MCP) was a project designed to support local governments in implementing Chapter 28 of Agenda 21, consisting of the global action plan for sustainable development. The goal of this programme was to jointly design, document and evaluate local strategic planning processes for sustainable development. It was undertaken from October 1993 to April 1997 with the expectation that the results of the project would support local governments to follow through on Chapter 28 of Agenda 21, and furthermore would increase local institutional commitment to sustainable development planning.

3.4.2.4 The Model Communities Programme in Greater Johannesburg

The Model Communities Programme (MCP) is considered as an important initiative, under the auspices of the Local Agenda 21 Programme. Greater Johannesburg has committed itself to this initiative. It is one of 21 cities identified by the ICLEI has decided to work intensively with a group of up to 21 selected municipalities worldwide, to design, test and evaluate their planning approaches over a period of three years through the Model Communities Programme.

The MCP utilises the Johannesburg inner city as a pilot project, testing the criteria of ICLEI, the procedures of stakeholder involvement and the environmental management systems in operation in the inner city. It aims to assess and review all systems in operation in the JICDF, and to evaluate the handling of sustainable long term environmental management in this specific geographic location.

To achieve integrated environmental management and development in Greater Johannesburg it was considered necessary to align the processes currently being undertaken in the metropolitan area. These include the initiation of processes to ensure that all stakeholders are involved and have an input into government processes, and that environmental management gets its true status. The MCP has been aligned to the Land Development Objective Process (LDO) and Local Agenda 21 Process for the following reason:
I. Both processes view stakeholder participation as the foundation to an effective, efficient and sustainable process, without undermining the decision making process in Local Government.

II. Both processes view sustainable development as a long term programme involving all components of the environment in an interactive manner, utilising limited financial, physical and human resources to their optimum.

The Model Communities Programme (MCP) involves the formation of partnerships between service providers and service users, with the aim of setting community priorities performing system audits and designing strategic service plans which iterate with set targets for improvement and in the process triggers further problem analysis and planning with a view to enhancing community services. Figure 3.3 elaborates on the process of MCP.

By committing itself to the Model Communities Programme, Greater Johannesburg is obliged to formally utilise the Johannesburg inner city as a pilot project:

- To establish a multi-stakeholder task team, under the auspices of the JICDF that will provide a formal mandate to those participating and thus facilitate their support in the overall process of systems analysis and research in relation to environmental management.

- To constitute and provide an official mandate to the task team, which will include officials, elected representatives, relevant stakeholders and environmental management, social services representatives and development experts.

- To research and analyse environmentally related information, to assist in the analysis and inform decision making related to sustainable development and environmental management. This would include the design and implementation of an information management system to monitor and evaluate the process and the end product.
To analyse the systems in operation in the Johannesburg inner city relating environmental management by utilising ICLEI's Strategic Planning Framework which forms the basis of the Model Communities Programme and comprises a number of important issues.

Fig. 3.3: Structure of the MCP.
3.4.3 Community-based issue analysis
In the case of Greater Johannesburg, the creation of a stakeholder group and community consultation occurred simultaneously and complementary. Various workshops were held regarding the Land Development Objectives process. Two rounds of stakeholder workshops were held to identify key issues for the Johannesburg inner city, (compare table 3.1) which were then aligned to the institution, infrastructure, urban management, public safety, emergency services and finance. Stakeholders were invited to submit written proposals on issues of importance relating the inner city. In the Johannesburg Municipality, the process of developing the LDO was participatory.

STAKEHOLDER INFORMATION

Table 3.1: Stakeholder participation in environmental workshops.

<table>
<thead>
<tr>
<th>Sectors represented</th>
<th>JICDF workshop</th>
<th>1&lt;sup&gt;st&lt;/sup&gt; Environmental sector workshop</th>
<th>2&lt;sup&gt;nd&lt;/sup&gt; Environmental sector workshop</th>
<th>Percentage of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Government</td>
<td>24</td>
<td>8</td>
<td>26</td>
<td>35.15%</td>
</tr>
<tr>
<td>Other levels of government</td>
<td>5</td>
<td></td>
<td>3</td>
<td>4.84%</td>
</tr>
<tr>
<td>Resident associations</td>
<td>4</td>
<td>4</td>
<td>7</td>
<td>9.1%</td>
</tr>
<tr>
<td>Environmental organisations</td>
<td>4</td>
<td>7</td>
<td>6</td>
<td>10.3%</td>
</tr>
<tr>
<td>Health organisation</td>
<td></td>
<td></td>
<td>2</td>
<td>1.2%</td>
</tr>
<tr>
<td></td>
<td>Count</td>
<td>Count 2</td>
<td>Count 3</td>
<td>Percentage</td>
</tr>
<tr>
<td>------------------------------</td>
<td>-------</td>
<td>---------</td>
<td>---------</td>
<td>------------</td>
</tr>
<tr>
<td>Commerce/trade</td>
<td>10</td>
<td></td>
<td>3</td>
<td>7.8%</td>
</tr>
<tr>
<td>Unions</td>
<td>1</td>
<td></td>
<td></td>
<td>0.6%</td>
</tr>
<tr>
<td>Women’s organisations</td>
<td></td>
<td></td>
<td>1</td>
<td>0.6%</td>
</tr>
<tr>
<td>Youth organisations</td>
<td>2</td>
<td></td>
<td></td>
<td>1.2%</td>
</tr>
<tr>
<td>Academia/research institutions</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>3.63%</td>
</tr>
<tr>
<td>Media</td>
<td></td>
<td></td>
<td>3</td>
<td>1.8%</td>
</tr>
<tr>
<td>Development companies</td>
<td>5</td>
<td>4</td>
<td>8</td>
<td>10.3%</td>
</tr>
<tr>
<td>Political party representatives</td>
<td>5</td>
<td>2</td>
<td>4</td>
<td>6.66%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td>2</td>
<td>2</td>
<td></td>
<td>6.06%</td>
</tr>
<tr>
<td>Libraries and Museums</td>
<td></td>
<td></td>
<td>6</td>
<td>6.06%</td>
</tr>
<tr>
<td>People’s Theatre</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>67</td>
<td>26</td>
<td>72</td>
<td>100% (165)</td>
</tr>
</tbody>
</table>

Subsequent to the workshops, all identified issues were assessed by the stakeholder group and local government in terms of the inner city vision, and the guiding principles of the Development Facilitation Act No 67 of 1995 and Local Agenda 21. In some cases questionnaires were distributed and written submissions were requested. Through the community consultation process the issues identified as priorities were: waste management; poverty; health; open spaces and parks; and
conservation and protection of the built environment. It was proposed that the MCP Task Team and other stakeholders should prioritise these issues and decide which would be addressed first.

3.4.4 Issue assessment
The six issues identified through community consultation were taken further using the process of systems analysis to identify key priorities. This stage was intended to analyse and assess the systems in operation, under the auspices of a specific issue, to break down the system into various components, and then highlight the aspects related to those issues that needed to be investigated. The issues and aspects highlighted for investigation, were discussed at a stakeholder workshop on 14th April 1997.

3.4.5 Action planning
Greater Johannesburg prepared a business plan for the implementation of Local Agenda 21 in the metropolitan area, as required by Land Development Objectives. The Local Agenda 21, Health Cities Programme and MCP were initiated within the Johannesburg City Council at a time when significant change was occurring. Although workshops with all stakeholders were held in relation to issue identification for these programmes, the political transformation and institutional restructuring halted the progress of implementing the programmes.

Staff focused their attention on ensuring that the correct institutional structures and functions were assigned to environmental management and that it was given the status it deserved. This was successful as environmental management is one of the five strategic thrusts of the Metropolitan Council. However, environmental management departments had already been created in all Local Councils and the Metropolitan Council, in most cases located within the Planning Subcluster. Some Local Councils together with the Metropolitan Sustainable Development Planning Subcluster have therefore initiated projects on the six identified priority issues. The Southern Local Metropolitan Council implemented a community driven project on waste management in the Kliptown area.
3.4.5.1 Kliptown waste management project

The Kliptown Environmental Project was initiated as a pilot project by the Department of Environmental Planning, in partnership with the ICLEI cleansing department and the community of Kliptown in October 1998. The ICLEI provided funding for the running of the project for a period of 12 months. The Environmental Planning Department conducted day to day management of the project which included capacity building. The cleansing department provided transport and plastic bags for refuse removal and also took over the project when the term expired in the year 2000 while the community continues to own and drive the project.

A series of meetings took place with the community through the local environmental reference group, from October 1998 to February 1999. In March 1999, the project was implemented and 9 people from the community of Kliptown were contracted to provide a weekly service by cleaning the streets, pavements, and open spaces and by issuing plastic bags to all households. Bags were collected and stacked at strategic collection points. At first the community did not co-operate well as most residents believed that they should continue dumping (compare Fig. 3.4) so that the jobs of 9 people would be secured.
Fig. 3.4: Waste dumped on the streets of Kliptown.

As a capacity building exercise, two workshops on waste management were held, and inhabitant’s attitudes about the way they had been handling their waste started changing. Youth clubs emerged and initiated a park project while others are in the process of starting vegetable projects.

The environment changed from being unsafe, unhealthy, unmanaged and unacceptable into a safe, healthily managed and acceptable Kliptown (compare Fig. 3.5).
3.5 DESCRIPTION OF PRIORITY ISSUES IDENTIFIED FOR ENVIRONMENTAL MANAGEMENT LDO

3.5.1 Waste management

Waste management was defined as actions, planned to combat problems created by waste. This includes proper management of solid, liquid and hazardous wastes (compare fig. 3.6), as well as the impact of waste management on other issues such as health. Inputs from the workshop and the written submissions reflected the need for application of the three R’s in waste management (re-cycle, re-use and reduce), provided incentives to support re-use and recycling and demonstrated waste re-use recycling. A need was also identified for development of education and awareness campaigns related to waste management and for establishing criteria, standards and objectives for treatment and disposal of solid waste in service delivery.
3.5.2 Pollution

Pollution was defined as potentially harmful change in the level of a substance (physically, chemically or biologically) or a form of energy in the environment, as a result of human actions (compare Fig.3.7).

The need for the development of mechanisms for controlling and monitoring pollution was stated as a priority at the Johannesburg inner city workshop. Mechanisms include, among others: investigation of technologies to improve solid waste disposal, and to reduce air and water pollution, including indoor pollution. Incentives to promote appropriate pollution control technologies and to develop standards for noise levels and monitor noise pollution had to be developed. Lastly, integrated programmes for handling pollution at source and disposal sites also had to be developed.
3.5.3 Poverty

Poverty was defined in terms of the Reconstruction and Development Programme (RDP, 1995:12) identifying it as the 'single greatest burden of South Africa's people.'

The Local Agenda 21 describes poverty as "... a multi-dimensional problem with its origins in both national and international domains" (Whitehead, et al. 1997:18). As an issue identified in the inner city workshop, (Environmental Management LDO), the focus was on the need to address homelessness and the plight of vagrants.

With regard to homelessness, the emphasis was on the need for economic rehabilitation, to facilitate access to affordable housing, provided with services. Additional strategies include the adoption of environmentally compatible shelter strategies and the development of appropriate legislation for housing. Generation of employment for the urban poor would create and manage social infrastructure for reducing hunger and homelessness.
3.5.4 Health
Health was defined as a state of complete physical, mental and social well-being as shown in below picture

![Health conditions in informal settlements.](image)

Fig. 3.8: Health conditions in informal settlements.

At the Johannesburg inner city workshop it was stated that there was a need to investigate environmental issues within the inner city and especially to develop monitoring mechanisms for social and health standards, and to develop methods to assess health costs and benefits of pollution control strategies. Compliance with health by-laws is essential in major urban areas, for both the public and private sectors.

3.5.5 Public open spaces and parks.
Open spaces were defined as non-built or private green areas, including parks, squares, gardens, pathways and natural spaces (compare Fig.3.9).
The role of open spaces is to serve as national, local and private parks, reserves and recreational areas, archaeological reserves, urban green-ways and trails, land for urban agriculture, and buffer zones to provide separation between conflicting land uses protecting vulnerable areas. The need was emphasised for developing strategies to facilitate a cohesive system of open spaces, which forms an integral part of the urban system and addresses the recreational and aesthetic needs of the community sustainable management of open spaces and parks. The issue of security and maintenance of open spaces and parks, was highlighted as an important requirement for any open space and parks management strategy.

3.5.6 Conservation and protection of the built environment

Input from the workshop and the written submissions indicated that historical buildings and structures (compare Fig. 3.10) in the inner city form an important part of the South African heritage, and should therefore be protected against degradation and be retained as part of an integrated approach to urban development. Greater Johannesburg has a rich history as depicted in its architecture. This history and cultural heritage therefore needs to be preserved.
3.6 CONCLUSION

In response to the requirements of the Development Facilitation Act of 1995, the Greater Johannesburg Metropolitan Council embarked upon a formalised and extensive process to develop and implement a sustainable development strategy for Greater Johannesburg. A Local Agenda 21 process and the Model Communities Programme were developed, both strategies resulting from a participatory consultation process. Evidence shows that the nature and complexity of environmental management in major urban areas needs an innovative and integrative approach that draws on all sectors of society.

By engaging with stakeholders through the newly created structures of local government and specifically the Metropolitan Council, opportunities have been provided to explore these new approaches. Considerable achievements include the creation of stakeholder forums, i.e. the Environmental Management Development Forum and Johannesburg Inner City Development Forum. These forums are involved in environmental management concerns at a metropolitan level, and the integration of the environmental management philosophy with the development priorities.
Forum and Johannesburg Inner City Development Forum. These forums are involved in environmental management concerns at a metropolitan level, and the integration of the environmental management philosophy with the development priorities.

It is believed that these initiatives have paved the way for a sustainable approach to urban management, by consulting with the various stakeholders and communities in the metropolitan area. Greater Johannesburg has facilitated an approach to integrate environmental management into the institutional framework of local government and in so doing to broaden the scope for this much needed component of sustainable development (Whitehead and Zikakalala 1997)
CHAPTER 4
SYNTHESIS, RECOMMENDATIONS AND SUMMARY

4.1 INTRODUCTION

From an environmental point of view, the decision making process regarding the environment, especially in relation to the way in which the legislation determines tasks is currently a top-down approach. Environmental legislation and policy are determined at the national level, while implementation and enforcement issues are delegated to provincial and local government level. Attempts are being made to alter this in order to be in line with the new approach of the democratically elected government. Stakeholders are slowly becoming involved in the environmental management legislative process.

4.2 LESSONS LEARNED FROM THE LA21 PLANNING PROCESS

The process followed for the formulation of the Local Agenda 21 Programme in Greater Johannesburg brought to the fore a number of issues relevant to South African and other cities around the world. These issues are considered relevant to understanding the way forward for sustainable development, especially in major urban areas. The lessons learned are as follows:

- The LA 21 Programme should be aligned to economic and developmental processes and institutions within the Local Authority.
- It should be aligned to existing institutional and development initiatives in the selected geographical area.
- Top management and political support is essential.
- It should be aligned to budgetary and other resource priorities of the Council.
- The output of the LA 21 Programme should feed into other processes and initiatives within the Council, with the benefit to all stakeholders stated clearly.
- The local governmental, institutional and procedural context needs to be conducive to the implementation of LA 21 and MCP, for the programme to be successful.
Limited local government capacity can be addressed by the development of genuine partnerships, internally, among the line functions, and also within the private sectors, NGOs, CBOs and academic institutions, where all partnerships contribute specific resources and perform specific roles.

- It is essential that the process is co-ordinated and driven by the local authority.

Participation and participatory methods in service delivery facilitate development that meets the specific needs of the community, leads to a sense of ownership and contribute to community self-reliance. It is widely believed that public participation enhances the effectiveness of service delivery. By raising the level of participation to one of the partnerships the fact that no single institution has the resources, authority or skills with which to deliver services according to the principles or equity, efficiency and sustainability is recognised. When partnerships are institutionalised resources are defined around which to mobilise common objectives.

In order for a participatory institution to be sustainable in addressing or achieving common objectives, however, it needs to facilitate a sense of continual growth and improvement. This implies growth in the capacity of all member stakeholders, as well as growth of the participatory institution itself. Due to their participation, all stakeholders should increase their capacity to achieve common objectives, which they will not be able to achieve on their own.

Being a member of the partnership, each stakeholder should benefit from an increase in financial and human capacity. This occurs through the pooling of financial and human resources to achieve a common objective. Through participation in the operations and processes of the institution, each stakeholder should benefit from the experience gained and lessons learned.

4.3 VIEWS ON AN APPROPRIATE APPROACH TOWARDS STAKEHOLDER PARTICIPATION

4.3.1 Effective communication for meaningful participation

Participation initiatives in Greater Johannesburg have been communicated fairly well. However, it should improve as experience grows. Improvements can be made with regard to the accessibility of information to local communities. Printed copies of
newsletters can be distributed to academic institutions, schools and business sectors. Language should be accessible, and jargon be avoided. Local authorities and councillors should become involved in the process.

4.3.2 Reflection on the motivation to participate
Fewer stakeholders were involved in participatory partnership building than was anticipated. The question of whether people want to participate is rarely asked. South Africans have a poor history of involvement in issues relating to the environment. Unless individuals are directly and seriously affected by an initiative, they are frequently unlikely to take action or show interest. This partly results from the peculiar history of South Africa, where people were discouraged from questioning government structures or initiatives. The sectors that have traditionally questioned government, tended to do so on immediate and crucial issues such as human rights violation.

The awareness and motivation of role-players should be improved by demonstrating how various stakeholders can benefit from direct involvement. Examples of motivated stakeholders who have contributed significantly to environmental improvement should be shared.

4.4 RECOMMENDATIONS
On the basis of the lessons learned from the implementation of Local Agenda 21 planning processes in Greater Johannesburg the International Council for Local Environmental Initiatives (ICLEI) made the following five recommendations to the United Nations, national governments, the non-governmental community and local government organisations.

4.4.1 Strengthening and supporting the Local Agenda 21 movement
The Local Agenda 21 movement is one of the most extensive follow-up activities to the Earth Summit. To expand this movement, national governments, NGOs and donor institutions are encouraged to support the establishment of national Local Agenda 21 campaigns. To intensify the implementation of Local Agenda 21 action plans, local governments are urged strongly to formally link Local Agenda 21 planning activities to the annual budgeting and statutory planning of the municipality.
It is further recommended that national and international investment programmes actively pursue the strategies and targets of Local Agenda 21 action plans in the selection and design of supportive projects.

4.4.2 Harmonising public sector policies and approaches
Within each country, a partnership between national, state and local levels of governments should be established, preferably within the framework of National Councils for Sustainable Development. Policies should be identified and renewed, as well as legal and fiscal frameworks that inhibit sustainable resource management and social development.

Local government financial capacities should be increased. A global partnership of national governments, local government organisations, multilateral and private lending institutions should be established to devise and recommend local government revenue enhancement strategies to enhance national decentralisation programmes or "down loading" initiatives. Municipal development programme assistance should be focused on capacity building in municipal finance.

4.4.3 Establishing flexible regulatory frameworks for all areas of Local Agenda 21
The role of regulation in achieving sustainable development needs to be refined. However regulatory frameworks should be designed to consist of two integrated elements: (i) minimum enforceable standards, and (ii) a framework for flexible compliance, using innovative agreement procedures and programmes.

4.4.4 Increasing private sector accountability to Local Agenda 21
Co-operation agreements between Local Government Organisations (LGOs) and international business organisations should be established in a sector by means of specific transitional corporations to respect and support the Local Agenda 21 strategies of the communities in which they invest and maintain their operations.
4.4.5 Organising local government purchasing powers for sustainable development

International protocols among local governments should be established on an international basis to use their purchasing and legal powers to persuade consumer products manufacturers and retailers to achieve minimum efficiency and waste reduction standards in product design and packaging.

4.5 SUMMARY

Environmental degradation is a world wide phenomenon. This result inability of human beings to develop a system of social values, life styles and institutions, to enable them to live in harmony with the environment. The crisis is typified by issues related to economic development, political systems that define social structures and patterns that impinge on the bio-physical environment.

It should be noted that the inability of people to participate in environmental matters and the fact that they derived no benefit from the environment in the past could have contributed to the high negativity levels, in respect of environmental issues. Thus Abram (1998: 39) articulate that “... if we make people more involved, they will in turn become more aware of the environment and its problems and thus be motivated to act towards the environment in more responsible ways.”

As the level of governance closest to the people, local authorities play a vital role in educating, mobilising and responding to the public to promote sustainable development. The Earth Summit held in Rio de Janeiro in 1992 formulated a global plan to achieve sustainable development through Agenda 21. Its principles modified into Local Agenda 21, according to the local needs and priorities of a specific country.

The principles contained in the Rio Declaration on Environment and Development established a comprehensive approach to the achievement of sustainable development, which entails, among others the eradication of poverty and addressing basic needs; additional investment in financial resources; sound management of resources; promoting education and public awareness; investing in effective partnerships; and implementing tools to measure progress.
Participatory local action planning has proven to be a valuable way to advance sustainable development in local cities and towns. However, in recent surveys and case study analyse, the International Council for Local Environmental Initiatives (ICLEI) identified common obstacles to the local implementation of sustainable development.

It is important that each nation develops its own Local Agenda 21 (LA 21), in order to translate and interpret the principles of sustainable development to local areas. In response to national policy and legislation relating to sustainable development, a LA 21 process and Model Communities Programme were developed for Greater Johannesburg.

For the purpose of this research a case study was conducted on the Greater Johannesburg Metro Council, as it was selected as one of the 20 cities to participate in the LA 21 Charters Project. In addition, Greater Johannesburg is a member of ICLEI, and is therefore required to formulate LA 21 and Model Communities Programme.

In Greater Johannesburg, the LA 21 process was initiated by the Johannesburg City Council, under the auspices of the Environmental Health Department. Two participatory structures were utilised in the planning process, i.e (i) the Environmental Management Development Forum for LA 21 programme and the (ii) Johannesburg Inner City Development Forum (JICDF) for the Model Communities Programme which is focusing on the Johannesburg inner city as a pilot project.

Stakeholder groups were formed in both forums. Membership was not exclusive to any given organisation. It was open to those who desired to participate actively in environmental issues. Representation grew, as more stakeholders became aware of the forums. Two rounds of stakeholder workshops were held to identify key issues in order to make proposals on issues of importance for the inner city project. Through the community consultation process the identified priorities were: waste management; poverty; health; open spaces and parks; and conservation and protection of the built environment. It was proposed that the MCP Task Team and other stakeholders prioritise these issues and decide which would be addressed first.
The process for the implementation of the LA 21 programme in Greater Johannesburg highlighted a number of issues relevant to South African and other cities around the world. Lessons were learned from the implementation of both the LA 21 and Model Communities Programme. These initiatives are therefore considered relevant to understand the way forward for sustainable development.

Recognising that local government plays a central role in the implementation of sustainable development, there is a need to streamline planning, political management and administration, in order to place local government at the centre of the sustainable agenda. The challenge is to unpack the complexity around the inter governmental relation and fragmentation and to find strategies that would move towards sustainable development.

4.6 CONCLUSION

The LA 21 planning process is complex and there is no clear framework for its implementation. The approach should be tailored to local circumstances, and much learning needs to occur in order to discover best procedures, mechanisms and methods to prepare the LA 21 action plan for sustainable development.

Conceptually, LA 21 represents an inclusive, participatory, comprehensive agenda for action. Operationally, this implies that different community sectors join in a partnership to decide on actions to address immediate priorities, while establishing a plan to meet long term needs and aspirations sustainably. In such a process, local government is one of many partners working together to establish a vibrant, healthy environment and economy that respects the limits of the natural environment.

The LA 21 and Model Communities Programme (MCP) that deal with sustainable development planning and environmental management in Greater Johannesburg are considered as being important and as having a considerable amount of merit. The alignment of these programmes to the LDO process, in terms of the Development Facilitation Act (DFA) 67 of 1995, has enabled the process to be locally sustainable and acceptable.
There are, however, some important reasons for ensuring broad community participation in issue analysis and priority setting:

- Experience has shown that without the early involvement of the local community, planning support for the resulting action recommendation is weak.
- Participation helps residents to learn about and contribute to the management of their own communities.
- Participation assists in the identification of indigenous solutions, which could be the most immediate and effective means to address the problem.

Despite the disparate circumstances and geographic locations of other local governments to Greater Johannesburg, much can be learned from their efforts about building a global society capable of sustaining its people and its environment. In fact, the most important lesson learned is that people and their environments are intrinsically linked.
REFERENCES:


Department of Environmental Affairs & Tourism(1999)South Africa’s Local Agenda 21 Newsletter.2.


APPENDIX A: QUESTIONNAIRE

The purpose of this questionnaire is to gather information that will enable the construction of an overview of Local Agenda 21 Programme being implemented in Greater Johannesburg.

1. RATIONALE

1.1. When and why was the LA21 Planning Process started in the municipality?

........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

2. PARTICIPANTS AND PROCEDURE

2.1. Who was involved in initiating the LA21 planning process in the municipality?

Was a Stakeholder Group set up to oversee the LA21 planning process?

........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
2.2. What groups and sectors were represented in the Stakeholder Group, and why was it important they were represented. Which groups and sectors were not represented and why?

2.3. What was done to ensure that groups which are conventionally under represented in municipal affairs were included in the stakeholder group?

3. FINANCING

3.1. What institutional measures and resources (human and financial) were put in place to execute the LA21 planning process?
3.2. Did the Stakeholder Group have any financial decision making powers? Please describe.

---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------

4. OUTPUT/OUTCOMES

4.1. What were the objectives of the LA21 planning process in the municipality? What were the expected outcomes of undertaking this exercise

---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------

4.2. Identify successful and unsuccessful activities of the Stakeholder Group in the LA21 planning process.

---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------
---------------------------------------------------------------
5. LESSONS LEARNED

5.1. Describe any enable and inhibiting factors that influenced the implementation of LA21 planning process.

........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

5.2. What were lessons learned from the overall process of implementation of LA21. What worked and what did not work?

........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................