

**Integrated development in Post Apartheid South Africa:  
A socio-political perspective of the 'IDP' in regard to spatial  
planning in Nyanga and Philippi Township, Cape Town**

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## Executive Summary

The intention of this thesis is to analyse the performance of the theory and the practice of the integrated development planning by Cape Town's local government in two Townships named Nyanga and Philippi between 1999 and 2001. Since then the local government aimed to supply a planning approach that is of an integrative nature, opposed to the disintegrative one during Apartheid before 1994. South Africa's primary instrument for development is named the Integrated Development Plan (IDP). This instrument is primarily responsible for socio-economic development but significantly affects and considers spatial planning aspects as well. Between 1999 and 2001 the five selected project cases along the Ingulube Drive in Nyanga and Philippi under the umbrella of the Dignified Places Programme have been implemented. The study analysis aims to investigate a specific momentum in time, where spatial practice in South Africa began to experience a new, integrative approach. Furthermore, the study is embedded in the planning conventions in Cape Town's *black* Townships before, during and after Apartheid.

The aim of this study is to develop its own theoretical position that derives of the international, national and local discourse in accordance with integrated development planning (IDP). The existing theory around the subject is mainly constructed by organisations or individuals that are residing in developed countries and are conducting research or are involved in planning in developed and developing countries. This fact holds the potential to transfer knowledge into the nature of integrated development planning (IDP) as it is understood in South Africa and in particular by Cape Town's local government within the implementation of the Dignified Places Programme. The other way around, the author is convinced that South Africa's integrated development approach (IDP) holds many valuable lessons in terms for the international, national and local body of knowledge on the subject. Therefore, this study aims to identify the theoretical and practical body of knowledge on how integrated development planning (IDP) is understood in the emerging nation South Africa, Cape Town and in what aspects this reflection can contribute and may challenge the international, national and local discourse.

The study is part of a marginal number of its kind in terms of the IDP in South Africa and Cape Town in particular. The research aims to fill a knowledge gap, which has been identified within the Dignified Places Programme. This programme, mainly financed through public money aims to serve *black* South Africans through the upgrading of their extreme marginalized environments. These spatial interventions have never been critically evaluated in terms of their process, implementation and use. Therefore, the integrated development approach (IDP) by the local government is lacking in the sense that it has developed theoretically but without sufficient analysis of the practical experiences that were made on the ground. The author focused on three aspects of integrated development planning. These are the consideration of the local culture in the planning, the participation of the community during the process and the long-term sustainability of the project after its completion. This occurred in relation to the *soft* and *hard* performance indicators of the local government's integrated development approach and considered planning aspects of the political, spatial and socio-economic dimension.

The research method applies a phenomenological paradigm using a qualitative case study design, based on semi-structured interviews. A focused literature review is part of the analytical strategy of the investigation. The development of the measures that derived of the international, national and local discourse in relation to the three dimensions, explained above makes up the analytical part of the study. This serves to evaluate the development theory and the applied approach in the Dignified Places Programme of Cape Town's local government.

### **Zusammenfassende Betrachtung**

Das Forschungsvorhaben befasst sich mit Vorgehensweisen, Zielsetzungen und Wirkungsmechanismen der politisch gesteuerten Integrationsstrategien (IDP) im Zeitraum von 1999 bis 2001 in Kapstadt, insbesondere in den Townships Nyanga und Philippi. Im genannten Zeitraum bemühte sich die lokale Baubehörde um eine im Kontrast zur desintegrativen Planung während der Apartheid stehenden integrativen Vorgehensweise. Zum primären Planungsinstrument der südafrikanischen Regierung wurde der Integrated Development Plan (IDP). Dieser beinhaltet in erster Linie sozio-ökonomische Planungsaspekte, beeinflusst aber in wesentlichen Anteilen auch die Raumplanung. In den Jahren 1999 bis 2001 wurden entlang des „Ingulube Drive“ in Nyanga und Philippi fünf Pilotprojekte entsprechend der im so genannten „Dignified Places Programm“ festgelegten Maßstäbe realisiert, die diese Arbeit als Fallstudien untersucht. Weiterhin wird diese Zeitspanne einer Analyse unterzogen, deren Ergebnis die Frage beantwortet, ob in Südafrika seit diesem Moment eine genuine integrative Planung angestrebt wurde, weshalb die gesamte Arbeit die Planungskonventionen vor, während und nach der Apartheid berücksichtigt.

Die theoretische Position der vorliegenden Studie, die auf den empirischen Untersuchungen und den so angeregten weiterführenden Überlegungen fußt, entwickelte sich entlang des internationalen, nationalen und lokalen Diskurses bezüglich integrierter Planung. Andere bislang maßgebende Theorien zum Thema, wurden hauptsächlich von Organisationen konstruiert, die in entwickelten Ländern angesiedelt sind und gleichermaßen in entwickelten wie in Entwicklungsländern arbeiten. Diese Tatsache machte die Untersuchung eines eventuell reziproken Verhältnisses dieser Theorien und der speziell südafrikanischen Umsetzung durch den Verfasser notwendig. Zusammenfassend kann aufgrunddessen postuliert werden, dass die integrative Planung in Südafrika, insbesondere in Kapstadt, viele wertvolle, aber weitgehend bislang unberücksichtigte Lektionen und Erfahrungswerte für den internationalen, nationalen und lokalen Diskurs birgt. Daher ist es der Studie ein Anliegen, die theoretischen und praktischen Wissens- und Erfahrungswerte herauszukristallisieren, um diesen Wissenspool zu erweitern.

Da insgesamt für Südafrika nur wenige evaluierende Studien bezüglich der integrativen Planung (IDP) und für Kapstadt selbst keine vorliegen, ist es Ziel dieser Forschungsarbeit, die vorhandene Wissenslücke zu schließen. Diese charakterisiert sich vor allem dadurch, dass bislang keine gesicherten Ergebnisse über das Grundanliegen des „Dignified Places Programm“ vorliegen, ob nämlich durch die mit öffentlichen Geldern finanzierten Programme tatsächlich die durch extreme Armut geprägten Lebensräume der schwarzen Bevölkerung verbessert wurden. Da die Raumplanungsmaßnahmen bis zum gegenwärtigen Zeitpunkt weder in Bezug auf ihre Zielsetzung, noch ihre Realisierung oder Nutzung kritisch evaluiert wurden, hat sich der IDP nur theoretisch weiterentwickelt, ohne die wertvollen praktischen Erfahrungen in irgendeiner Form zu beachten. Der Autor konzentriert sich daher auf drei essentielle Komponenten der integrativen Planung: Die Berücksichtigung der lokalen Kultur, die genuine Partizipation der Kommune während des Entwicklungsprozesses und die Nachhaltigkeit des entsprechenden Projektes nach seiner Fertigstellung. Die Untersuchung der Komponenten beruht auf der Analyse von weichen und harten Leistungsindikatoren, die sich durch die spezifischen politischen, räumlichen und sozialökonomischen Dimensionen ergeben.

Die Studie arbeitet mit einem phänomenologischen Forschungsparadigma, mit der Fallstudienmethodik und der Durchführung von qualitativen teilstrukturierten Experteninterviews. Desweiteren bedient sich die Studie einer fokussierten Analyse themenspezifischer Fachliteratur, direkter Beobachtung sowie einer konzentrierten Plananalyse und ihrer Dokumentation. Der analytische Teil stützt sich auf die Kenntnisse, die durch den internationalen, nationalen und lokalen Wissenspool zur integrativen Planung gegeben sind. Dementsprechend beruht die Evaluierung der integrativen Planung der lokalen Baubehörde auf diesen theoretischen Wissens- und Erfahrungswerten.

***A mosaic piece to continue South Africa's long walk to freedom...***

***Once the various groups within a given community have asserted themselves to the point that mutual respect has to be shown then you have the ingredients for true and meaningful integration. At the heart of true integration is the provision for each man, each group to rise and attain the envisioned self. Each group must be able to attain its style of existence without encroaching on or being thwarted by another. Out of this mutual respect for each other and complete freedom of self-determination there will obviously arise a genuine fusion of life-styles of the various groups. This is true integration.***

**Steven Bantu Biko (August/ September 1970) edited by Stubbs (2004:22)**

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## Abbreviations

|        |  |
|--------|--|
| ANC    | African National Congress                                |
| ASA    | African Students Organisation,                           |
| AU     | African Union  |
| BCP    | Black Community Programmes                               |
| BMZ    | German Federal Ministry of Collaboration and Development |
| CBD    | Central Business District                                |
| CC     | Constitutional Court                                     |
| CCC    | Cape Town City Council                                   |
| DACST  | Department of Arts, Culture, Science and Technology      |
| DBSA   | Development Bank of Southern Africa                      |
| DFA    | Development Facilitation Act                             |
| DPC    | Development and Planning Commission                      |
| DPP    | Dignified Places Programme                               |
| GEAR   | Growth, Employment and Redistribution                    |
| IEC    | Independent Electoral Commission                         |
| IDP    | Integrated Development Plan                              |
| IKAPA  | City of Cape Town Municipality                           |
| LDF    | Langa Development Forum                                  |
| LDO    | Land Development Objective                               |
| LED    | Local Economic Development Strategy                      |
| LHF    | Langa Heritage Forum                                     |
| LPC    | Langa Public Works committee                             |
| MFMA   | Municipal Finance Management Act                         |
| MDF    | Metropolitan Development Framework                       |
| NGO    | Non-Governmental Organisation                            |
| NUSAS  | National Union of South African Students                 |
| OAU    | Organisation of African Unity                            |
| RDP    | Reconstruction Development Programme                     |
| PAC    | Pan Africanist Congress                                  |
| PDI    | Previous Disadvantaged Individuals                       |
| PPP    | Public Private Partnership                               |
| RDF    | Reconstruction Development Forum                         |
| SANCO  | South African National Civic Organisation                |
| SANNC  | South African Native National Congress                   |
| SASO   | South African Students Organisation                      |
| SDF    | Spatial Development Framework                            |
| SRC    | Students Representative Council                          |
| UCT    | University of Cape Town                                  |
| UDC    | Urban Development Commission                             |
| UDF    | Urban Development Framework                              |
| UN     | United Nations Organization                              |
| UNDP   | United Nations Development Programme                     |
| UNEP   | United Nations Environment Programme                     |
| UNICEF | United International Children's Emergency Fund           |
| UNO    | United Nation Organization                               |
| UPRU   | Urban Problems Research Unit                             |
| URP    | Urban Renewal Programme                                  |
| VOC    | Vereenigde Oostindische Compagnie                        |
| WBG    | World Bank Group   |
| WHO    | World Health Organization                                |
| WWF    | World Wide Fund for Nature                               |

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### Definition of key words

The meaning of terms in the literature on integrated development in accordance to spatial planning varies amongst different theorists. Thus, the author defined the keywords and their meaning for this particular research investigation.

**Acceptance.** Accessibility, good decision-making, education, time commitments and trust within an integrated development project lead to acceptance of the design product amongst the community (Ullmann, 2005). The acceptance of an integrated development project is very important in particular in Cape Town's Townships to avoid violence against it and to sustain the use of the project after its completion.

**Apartheid.** The division of race and the distribution of unequal political rights amongst the *black* and *white* population in South Africa was legislated with the election of the National Party in 1948 (Western, 2002: 712).

**Community.** A group of people that maintain or create its own autonomous culture, either ethnically based or historically originated (Castells, 1983:319). In the historical context of South Africa the forming of communities was also caused by the reorganization and forced removal activities of the former *white* authorities during the Apartheid era that affected and forced different ethnical race groups to live together. The living for *black* and *coloured* working labourers has been formally organized during Apartheid by the *white* authorities.

**Concept.** Concepts in planning terms are either of analytical, experimental or of abstract nature. *True* or *false* do not apply to concepts. Concepts are sentences, statements, propositions, beliefs, theories and doctrines that can be said to be *true* or *false* (Mautner, 2000:103).

**Context.** The social, economical, cultural, ethnical, racial situation embedded in the built environment of a specific area. In this particular case the situation of the Cape Flats, Cape Town's periphery where most of the Townships are located in relation to the rest of the city.

### Conventional spatial planning.

- emphasis lies mainly on the end-product
- top-down decision making process
- centralized, impersonal, anonymous
- low level of consultation of the community by the professional
- self-conscious about design
- recipients are passive in conceiving, executing, managing of the process and evaluating their environment

**Dignified settlement space.** Spatial planning promotes a social, cultural, economical equality through a decentralized integrated development process in order to achieve sustainability, orientation and ethnical peacekeeping under the consideration of available resources.

**Direct observation.** Watching something carefully for a certain period of time to gain an additional source of evidence (Yin, 1994: 86).

**Empirical.** A statement, theory or method that is based on sensory observation (Mautner 2000:166).

**Equity.** Any member of different race should have the same opportunities to access public facilities, places and events (Dewar, 2003). In South Africa equity is found when more advantaged groups are not benefiting at the expense of less advantaged ones (DPC, 1999:58).

**Fragmentation, spatial.** Smith in Harrison *et al.* (2003:28) refers to three reasons for urban fragmentation. These occur because of:

- socio-economic reasons
- legislated racial segregation
- multicultural reasons

**Genuine Community Participation.** “Genuine participation occurs when people are empowered to control the action taken...genuine participation means the collaboration of people pursuing objectives that they themselves have defined (Sanhoff, 2000: 1)”.

**Holistic.** Spatial planning that is concerned with the whole rather than with parts that make up the whole.

**Integrated development planning.**

- community leaders and members are taking control over commissioning, developing, constructing, managing and evaluating their environment
- bottom-up decision making process
- approach is specific for the local situation and is contextual
- development aims for creating identity
- emphasis lies on the process not on the end product only
- professional inhabits a decentralized role in the decision making process

Aims at the fulfilment of basic needs, the improvement for basic standards, protected and managed ecosystems and a safer more prosperous future for all (United Nations, 1992).

**Methodology.** The discipline that investigates and evaluates methods of undertaken research steps, as evaluations or inquiries (Mautner 2000:352).

**National Party.** The Afrikaaner Party that governed South Africa between 1948 and 1994. Its cornerstone was the Apartheid, a policy of race segregation based on the idea of *white* superiority and custodianship of, and the political and spatial exclusion of *non-whites* e.g. *blacks*, *coloureds* etc. Under F.W. de Klerk the party changed direction and negotiated with the African National Congress ANC in 1990, which lead to democracy in 1994 and the abolishment of Apartheid (Stubbs, 2004).

**Paradigm.** A paradigm is a basic set of beliefs that guides action of the everyday or within a disciplined inquiry (Guba, 1990:17).

**Phenomenon.** Is a situation, a relation, an event as it appears to, and is perceived by the observer (Mautner, 2000:421).

**Phenomenalism.** Empiricist theory of human knowledge according to data conveyed by sense-experience; in contrast to what may actually be real or true about the world, defined as positivism (Mautner 2000:421).

**Planning policy.** A definite method of action selected from among alternatives in a given socio-economic context to identify and guide present and future planning decisions: A high-level overall plan embracing the general goals and acceptable procedures of a governmental body

**Positivism.** Is used to designate a worldview that goes along with modern science, which rejects superstition, religion and metaphysics as pre-scientific forms of thought in the evolution process of mankind. Positivist knowledge is based on sense experience and does not distinguish between the methods of physical and social sciences in principle in the explanation of empirical facts. (Mautner 2000:438).

**Post-modernism.** Is the rejection of functionalism and brutalism of modern architecture. Mautner (2000:439) refers to the rejection of impersonal *box-like* office blocks or *high-rise* slums. The contemporary movement in architectural terms is named as post-modernist, the current time period in which this research is located.

**Pseudoparticipation.** “People’s participation wherein control of a project rests with administrators is Pseudoparticipation. Here the level of participation is that of people being present to listen to what is being planned for them (Sanhoff, 2000:8-9)”.

**Public structure, spatial.** The primary elements that create spatial public structure are green space, public transport systems, public institutions, urban space, emergency services and utility services (Dewar, Interview No. 20 [face to face] (20/06/2006).

**Re-integration.** An aspect of planning that is particularly concerned with the socio-physical integration of former dislocated ethnical groups during Apartheid.

**Restructuring in spatial planning.** Changing the structural relations of the elements, which create public structure (see definition) in urban settlements.

**Segregation.** Segregation in spatial terms is the process of separating different population groups and in the same time it is the concentration of certain groups according to various characteristics e.g. socio-economic status, race, language or culture (Landre, 1988:25).

**Settlement.** The process of settlement formation starts if two or more single dwellings interrelate with each other (DPC, 1999:61) and aim to achieve permanence of human action on the landscape. Settlements in South Africa during the last six decades were formed through the legislated separation of different races due to the former Apartheid planning and its physical manifestation within dwelling interrelations of either small or large-scale.

**Settlements, integrated.** Away from the former Apartheid system that politically reasoned the social separation and urban fragmentation towards integrated settlements that support and reinforce each other.

**Settlements, positively performing.** Rejection of a low density, urban sprawl, fragmented and monofunctional settlement form. Positively performing settlements offer (DPC, 1999:12):

- generative socio- economic opportunities
- convenience
- choice between public and private
- equity in terms of economic opportunities and facilities
- the utilization of resources
- sense appeal where people formally or informally engage with public life
- growth and change by promoting a structure generality that allows for flexibility

**Spatial diagram.** The spatial relationship between the different elements that create public structure (see definition).

**Sustainable settlement.** Accommodates growth and change and is enriched by these processes. The sustainability of settlements depends on the fiscal, institutional and administrative capacity of the state and the establishment of viable communities. (DPC, 1999:61).

**Township.** A formally laid out area of settlement with serviced residential erven, whether or not the erven have been surveyed. Townships planned by the authorities of the former Apartheid system, served for the re-housing purpose of *black* Africans, employed in *white* South African cities (Horrell, 1973:136).



## **1 Area of study**

### **1.1 Introduction of integrated development planning to South Africa**

This research examines the impact of integrated development planning by Cape Town's local government in the Dignified Places Programme DPP in accordance to the IDP in Nyanga and Philippi along the Ingulube Drive on the Cape Flats, the marginalized areas of Cape Town. The description Ingulube Drive is used extensively in this investigation. The Ingulube Drive is a specific road that starts at Philippi station and connects it with the Nyanga CBD. In this study this expression includes the Sithandatu Avenue and the Sine Avenue, where another two project cases are located. For efficiency reasons, the author speaks of the integrated development approach IDP along the Ingulube Drive, which means the inclusion of the above-mentioned avenues. Moreover, Townships in South Africa were part of the former ideal of the Apartheid-city, which were created by the past *white* regime to house *blacks*, *coloureds* and Indians; these were dislocated according to their different race in separated units of land, mostly far away from the former *white* city centres and close to industrial areas.

However, the study develops and accepts a theoretical position of its own, derived from the international, national and local discourse on integrated development planning as framework and applies it at five selected project cases undertaken by local government under the spatial initiatives of the DPP in Nyanga and Philippi Township along the Ingulube Drive. Finally, it investigates the thinking and applied approach by Cape Town's local government on integrated development planning in developing South Africa and aims to relate and feed back the lessons learnt into the international, national and local discourse around this subject. As the Urban Design branch of the City of Cape Town has practiced extensively in socio-political environments such as Nyanga and Philippi Township and is known for applying integrated development planning (IDP), the author aims for an evaluative critique of the local government's efficiency in the thinking and applied approach of the DPP. Hence, this study sees itself as fundamental research for integrated development planning (IDP) exemplified on the case of the DPP in Cape Town's Townships.

### **1.2 Historical background to the study**

Spatial planning means exercising power. It is not distinguishable from the political, sociological and economical dimension of a specific cultural context (Pinnock, 1989:150; Ullmann, 2005:15). The tendency to counter reasoned political separation and urban

fragmentation as result of the informal segregative and the former Apartheid planning with political governed restructuring instruments turned out to be a fundamental discourse in South African integrated development planning (IDP) inquiries in the last decade. In the South African case, the socio-physical urban fragmentation is the result of disintegration, separation, of different race groups, especially *black* South Africans away from as *white* declared areas during the Apartheid era, which cumulated between 1948 and 1994. In south and east Africa the British produced some cities based on the fiction that ...”these cities were completely *white* with, perhaps, a separate Indian bazaar at a respectful distance; Africans were either assumed not to exist, since they were officially supposed to be farmers, or were herded into squatter reservations with the aid of mass deportations and pass systems (Hall, 2002:203)”. Furthermore, in terms of segregative planning it is necessary to explain the use of the term *black* and *white* South Africans in this study.

A major focus of this study is the aspect of poverty that has been also significantly reasoned in South Africa’s former Apartheid system, which negatively affected *black*, *coloured* and other non-*whites*. According to this Tomlinson (1990: 3) states that it is disconcerting that the focus on poverty involuntarily leads to urbanization issues that concern *black* South Africans. Progressive organizations use the terms *blacks*, *coloureds* (people of mixed race widely rejected by many *coloureds*) and *Asians*. It becomes apparent that the material circumstances vary significantly amongst the indicated race groups. Therefore, it is more accurate to use the term *black* South Africans, which is frequently employed when it comes to urbanization policy issues.

Current political governed integrated development planning includes socio-physical restructuring to accomplish the integration of isolated fragmented settlement areas in South African cities. The characteristics in socio-political and spatial fragmented settlements as Nyanga and Philippi Township are affected by racial segregation and inequality in accordance to security, sustainability, access to cumulative- urban facilities and transportation systems that negatively affect especially *black* South African’s everyday life.

### **1.3 Purpose of the investigation**

The study investigates political governed integrated development planning, respectively integration and restructuring strategies since 1999 in an overall city-perspective of Cape Town with focus on Nyanga and Philippi Township along the Ingulube Drive. This dissertation aims for the investigation of Cape Town’s local government’s instruments,

objectives and effectiveness to counter inequality between *black* and *white* South Africans in terms of access to socio-economic opportunities. The research focuses on the DPP in these two Townships of Cape Town; these and other surrounding Townships are affected by a high level of poverty and in spatial terms, are extremely disadvantaged in terms of development and access to socio-economic opportunities compared to other areas of Cape Town. Since South Africa's political transformation to democracy in 1994 the cities are required by law to implement spatial restructuring arrangements. In order to identify whether and how urban fragmentation in Cape Town is addressed through integrated development planning (IDP), political governed restructuring instruments to promote integration and spatial restructuring need to be investigated. Against the background of similar planning frameworks and the socio-economic context of Nyanga and Philippi Township, the investigation allows extracting convergent and divergent tendencies within the different Townships of Cape Town and their communities. The results serve for the investigation of South Africa's current primary political planning instrument, the IDP and its relation to spatial restructuring in Cape Town. This instrument, in combination with others functions as primary instrument of planning, management and decision making. The IDP is tied to a local financial strategy for any South African city's management and development and for the implementation of the DPP in broader Cape Town and in Nyanga and Philippi Township in particular. The financial strategy of the IDP defines the scale of the implementation activity in restructuring issues. However, again the study aims for the analysis, evaluation and representation of the current integrated planning culture (IDP) since 1999 to 2001 in a vast developing country, exemplified on the case of Cape Town and Nyanga and Philippi Township in particular.

Integrated development planning (IDP) is discussed on an international level, including its historical emergence. Furthermore, the IDP is discussed on a national and local Cape Town level and the outcome of the theory and practice becomes fed back into the international discourse on the subject. The focus of this study on the one hand is, if the applied IDP policy in the DPP did either succeed or fail in spatial terms. On the other hand the author aims to investigate of how the integrated strategy of Cape Town's local government can be improved in theoretical and practical planning aspects (Figure 1).

### **Critical research question**

In accordance to the above-explained integrative development inquiries of the DPP along the Ingulube Drive in Cape Town's Nyanga and Philippi Township by local government, the author asks the following critical research question:

*What are the critical socio-economic, political and spatial issues of Cape Town's DPP along the Ingulube Drive and how can integrated development (IDP) overcome the barriers to successful spatial planning?*

### **Hypotheses**

The aim of these hypotheses is to be able to give clear answers after the study has been conducted:

*Cape Town's DPP does not apply genuine community participation of the PDI, which is an essential key to successful integrated development (IDP).*

*Cape Town's DPP in accordance to the IDP does not meet the urban and cultural needs of the black Xhosa community.*

*The integrated development approach (IDP) of the DPP does not adequately consider the essential aspects that ensure the long-term sustainability of the projects after their completion.*

### **1.4 Research problem and proposition**

The author of this study argues that successful integrated development and spatial planning can only form positive and sustainable environments if it entirely meets the urban and cultural needs of its users. In the complex socio-political and economic context of Cape Town's Townships the investigation of the IDP in relation to spatial planning of the DPP, which considers national underlying principles of the Development Facilitation 'DFA' Act no. 67 (1995) needs to be considered cautiously in Post Apartheid Cape Town. Further, the researcher argues that the identification of spatial development priorities in accordance to the IDP has to be investigated and evaluated vigilantly, as South Africa's primary political planning instrument holds the potential to play a fundamental role to strengthen the country's young democratic principles. Moreover, the researcher reasons that further integrated development through spatial planning, which is based on *practical* experience only and not informed by *theory* of academic research, is unhealthy for the successful transformation of South African cities, in particular for the impoverished and disadvantaged areas of broader Cape Town and Nyanga and Philippi Township. Finally, the researcher presumes that the application of genuine integrated development can be a potent agent for overcoming ethnic tensions in impoverished areas, where spatial planning serves the by poverty stricken users.

There are no research studies amongst the running or completed investigations in similar terrain that broach the illustrated issue in this form. A strength- and weakness analysis of the IDP in accordance to spatial planning and the investigation of the five selected cases that have been pilot projects in the beginning of integrated development planning, allow for the evaluation of the local government's strategic thinking, planning and its spatial implementation within the DPP. The identified results of the in-depth study promises to give sufficient insight and valuable lessons about integrated development that could be beneficial for other fragmented cities around the world. In considering the global need for the improvement of integrated development and restructuring strategies in urban areas, specifically in historical, social and economical disadvantaged parts of cities it is suggested that the key for the success of the doctoral thesis will have to go beyond organisational, into human, socio-political and spatial aspects.

#### **1.4.1 Legislation of integrated development in disadvantaged areas of Cape Town**

As urban planning should constantly reflect the society it serves, it requires a different approach by the legislation and the planner's profession in development matters for social and economical underprivileged environments of Cape Town. Urban planning in poorer areas contributes best to communities needs, if it asks questions in relation to the given social, economical, cultural and physical context. South African integrated development planning (IDP) calls for culturally relevant design approaches to reflect and promote specific cultural value systems. There are opinions in South Africa amongst planners, academics and members of the national and local government that the involvement of the community in the project is the only way towards genuine integrated development and the creation of urban areas of self-expression, ownership and pride. Integrated development should shift its focus from the end-product, which is predominantly the conventional way of creating built environments and the former way of design delivery for the *black* community during Apartheid, to build a process of empowerment. This argument is very important for the community in Cape Townships, exemplified by the heritage study in Langa by Anderson *et al.* (2003: 1) that records political history. Ullmann (2005:11) refers in his study to one statement that was given by one Langa Township resident, Ms. F. Dike, in the research investigation conducted by Dr. Sean Field (2003:1) that emphasizes that the separation during Apartheid left its marks not in the built environment only but is a psychological problem that also causes resistance in terms of the corporation between the polarized *black* and *white* ethnical groups: "So all your life you are angry and you build up a wall inside, that place where if a *white* person humiliates you, when they hit the wall, you explode. It's something even today that when I look at that wall I can't take it down yet

because it has protected me for 53 years of my life. I have learnt to fight because of that wall. It has been the point for me that when a *white* person reaches that line, then you tell him off, you tell him where to get off. It has to do with trust. Can I trust a *white* person to see me as a human being? Then I can lower the wall: Maybe it's like that for *white* people too? I don't know, but I know that every *black* person has that wall inside”.

The application of integrated development planning in South Africa is since the first official adopted IDP in 2001 required by law. Therefore local authorities face the difficulty of governing development in complex social phenomena as Nyanga and Philippi Township in particular. Studies show that a lot of integrated development approaches fail. The reason for the failure of some of these integrated projects is a major concern in this study.

In the Apartheid era, planners ignored the principles of planning that reflect human dignity for *black* South Africans in Townships. This directed South Africa's Townships in degrading environments with inadequate access to water, electricity, hygienic services and infrastructure. Genuine integrated development approaches demand a redefinition of the planner's role. The planner has to be aware of the local culture of a Township community and its social history, before designing in its specific socio-political and environmental context.

The application of integrated development became a significant element in Cape Town's planning profession since 2001, the first official implementation of the IDP 2001/2002. Therefore, nowadays local government is required to design a five year IDP that considers also the development needs in disadvantaged areas of Cape Town. The spatial implementation of the IDP in combination with other, to the making of space related regulations vary enormously. There are at least three parties to consider in terms of development in specific areas such as the Cape Town's Townships. The first party is the legislative one, represented by the local government or the Cape Town's city council. The second level is the one of the individual, represented by the individual planner. The third is the community member, the potential user of the spatial implementation. All three parties are reliant and have a mutual effect onto each other. In the research of this case the academic plays an important role in the integrated development process. His responsibility is to be a sensitive organ and *objective* observer in Cape Town's integrated development process (IDP), to inform by the theory on integrative development planning and to improve further approaches in Nyanga and Philippi Township.

Local government's projects that meet the interest of this research are located in Nyanga and Philippi Township and have to deal with complex socio-political and historical fields. The local government started the first project of the DPP in 1999, the same year when the first IDP was informally put into action. From there on the IDP has developed in a certain direction, described later in this study. This happened without the evaluation of the selected project cases along the Ingulube Drive in Nyanga and Philippi. Local government's planners have certainly adopted some lessons from these approaches but all consulted interviewees stated that there has never been a formal evaluation on the success or the failures of these projects conducted. This is the research gap the study fills and the author feels very fortunate for conducting this research within its scope and limitations in the context of Cape Town's Townships. It is the aim to investigate in what the direction the IDP went without three major aspects of integrated development planning the author argues being essential for a genuine and successful integrate development approach (IDP). These are the consideration of the local culture, the genuine participation of the community and the long-term sustainability of the project after its completion.

Consequently, the first five built pilot project cases undertaken by local government were selected in Nyanga and Philippi Township. This fact requires further explanation as it is not the intention of the study to compare the single project cases in different Townships with each other. The study rather intends to question if one *Masterplan* can meet the needs of different Township communities under the consideration of their different place of origin and cultural practices. The researcher assumes that the benefits of integrated development (IDP) are not measurable on a short-term basis. However, the time period of seven to nine years is assumed to be enough to measure the reasons for the success and failure and to identify the strength and weakness within IDP based planning of each particular project case.

#### **1.4.2 The acceptance and non-acceptance of an integrative development project (IDP)**

The success of applied integrated development planning (IDP) varies in several projects undertaken by Cape Town's local government. Those projects were mostly performed on a collaborative basis by consultants, academics, NGO's, and the local government. The local government is also affected by the failure of its projects. Many of local government's projects are accepted by the community; and most of these projects are in some way or another maintained and looked after. Others are not accepted and are either not used, vandalized or completely destroyed by the community.

The study aims to determine if the applied design ideology, method, the process and the end-product of Cape Town's local government meets the research's own developed theory on integrated development planning in accordance to spatial planning. The investigation aims to test the local government's claim, to move beyond conventional ways of planning through the social integration and interaction with the public in its design process; this is aimed to be tested against the researcher's own developed theory on integrative development planning (IDP) derived of the international, national and local discourse on the subject. Thus for now, the local government's integrated development approach and claim must be seen as critical. Furthermore, the research tries to determine if the method of integrative development planning (IDP) enriches the design process and product in the DPP in Nyanga and Philippi Township.

## **1.5 Research Methodology**

This part of the investigation reviews the current discourse of research paradigms, methods and data in contemporary academic research. The intention is to justify the appropriate research paradigm, the method and multiple case study approach according to Yin (1994). Furthermore, the sources of information are discussed and the issues of validity and reliability in accordance to the applied method are identified and clarified. The narrative way of writing the case study report will be justified.

### **1.5.1 Justification of the research paradigm**

This section introduces the major characteristics of various research paradigms and methods in current socio-political and institutional research. The aim is to familiarise the reader with contemporary research techniques and to justify them by analysing and identifying their advantages and disadvantages in accordance to answer the research question.

The research investigates the contemporary socio-political environment of Cape Town's impoverished Townships and aims to find answers to sensory data that can be counted, measured, seen or touched. The character of the research is an empirical one. Simultaneously, the applied research method goes hand in hand with those of sciences, which is based on logic and has theorems that are taken as valid without sense-experience (Mautner, 2000:166). This study investigates the urban and traditional needs of former disenfranchised *black* South African citizens in relation to the local policy that governs the implementation of the DPP on the Cape Flats in Cape Town. The



identification of the appropriate research paradigm in relation to its data and the identification of the appropriate method are essential for the success of the study.

Generally, the research paradigm is a pattern of thought that is constructed out of theoretical assumptions, rules and techniques. These serve as platform for the method in order to conduct research and gain valid data (Mautner, 2000:408). According to Sokolowski (2000) positivism and phenomenologism are the most applied research paradigms. Particularly important for this study's issue is that the research paradigm is not a choice by the researcher only; it is rather predetermined by the nature of the study and the research problem (Ullmann, 2005:29). It would be inappropriate for the scale of this study to review the whole paradigm discourse; therefore the author refers to some literature that elaborates the discourse on the strength and weaknesses of each paradigm. The paradigm dialogue is elaborated by Sokolowski (2000), Feldman (1998), Kuhn (1996), Popper (1994) and Guba (1990).

### **The appropriate paradigm for integrated development of Cape Town's DPP**

In accordance to the socio-political and spatial consequences that were left by the former Apartheid system in South Africa, the social scientist Field (2003: 1) states that the investigation in *black* Township areas require a sensitive approach of investigation because of its complex forms of history, place of trauma and memory. Watson (2002:135) refers to Flyvbjerg (2001) who contributes to the discourse on the scope and limitations of the social and natural sciences. Flyvbjerg (2001: 4) holds the position that the two sciences should not compete with each other but rather be aware of their strength and weaknesses. Natural sciences have developed an explanatory predictive theory in contrast to the social sciences. On the contrary the natural sciences were not able to contribute to the analysis and discourse of socio-political, economical and spatial phenomena in any form of society.

However, this study deals with the complex socio-political and spatial characteristics of integrated development planning (IDP) in Nyanga and Philippi Township. Therefore, this investigation deals also with *soft* performance indicators (Welch Guerra, 2005) related to planning; these concern the impact of the integrated development approach by local government on the immediate neighborhood of the selected project cases. The political and spatial environment of this research is multiple and diverse. The *hard* performance indicators (Welch Guerra, 2005) relate to the spatial aspects of this study. These *soft*, political dimension, and *hard*, spatial dimension, performance indicators are formulated in

questions of a questionnaire and are likely to give an impression on the acceptance and impact of the approach to its surrounding neighborhood. This part of the study uses quantifiable data and is therefore rooted in the positivistic paradigm. Therefore, the study's nature is based on the one hand on the pillar of *deductive* processes as discrete, specific concepts that are quantifiable phenomena. On the other hand the research question is only likely to be answered by a combination of the *inductive* and *deductive* approach. *Inductive* theory building is based on a subjective point of view on the research issues and requires qualifiable data. Qualifiable data is addressed through interview questions that are related to the socio-economic dimension of the research and specify *soft* performance indicators of the study. Therefore, the application of the use of the phenomenological paradigm in combination with the positivistic one is judged to be most suitable to address the research question of this study.

### 1.5.2 Justification of the method

The justification of the phenomenological paradigm in the previous chapter requires the identification of the appropriate method for this research investigation. There is a high degree of polarisation within the debate of the relation between the research paradigm and the method. Hachmann (2004:113) refers to Bryman (1989) who perceives that the phenomenological paradigm is strongly linked to the qualitative, and the positivistic paradigm to the quantitative research method. The intention of any research process is to test theories and relate these theories to data. Subsequently the research design aims to find the appropriate method to link the collected data to the research question.

The qualitative method also uses interviews to generate data. Qualitative research becomes authentic and useful to be applied at *lived-reality* situations, because of its sense, sociological concreteness and its theoretical construct. According to Leedy (1993:143), the research method is qualitative if it is:

- field focussed and applies observation
- uses an approach that accepts the *self* as an instrument for the study
- allows for being interpretative
- shows the presence of *voice* in the research dissertation
- pays attention to significant details during the observation
- is judging the research criteria's success

The qualitative research method is designated as a *warm* and inductive approach. Induction develops from the detail to the generic; singular or multiple cases and results lead to the norm.

The quantitative research method is based on the positivistic paradigm and uses questionnaires or experiments to determine valid data. The object is observed from an outsider perspective whereby the interaction between the observer and the observed is prevented. Dynamics are not considered in positivistic approaches, the method is highly inflexible and constantly seeks for consistent facts only. Bias is kept to a minimum as the method's variables are mostly manipulated in order to control and capture natural phenomena. Leedy (1993:143) states that positivistic approaches exclude feelings and thoughts. He describes the research method as being *cold* and deductive. Deduction develops from the general to the special, detail; the result derives from the norm and the case.

There is several research methods found in social sciences. These are the application of experiments, surveys and histories (Leedy, 1993:122-123). Each of these methods is applied for a specific nature of investigation. In order to test their appropriateness for this research investigation it is essential to gather knowledge on the characteristics of the different research strategies.

Yin (1994: 13) refers to each particular research method and explains their advantages and disadvantages in relation to phenomenon and context. Experiments divide phenomena and their contexts and focus therefore on a few variables only. On the other hand histories and archival analysis deal with phenomena and their contexts but not with contemporary situations. The disadvantage of a survey is the extreme limited possibility of investigating in the context of the phenomenon. These methods would not be appropriate for this research investigation as they seem to offer only a partial window onto the issue the author of this study is interested in. However, finally the case study is a procedure that needs to be tested for the appropriateness of this research.

### **1.5.3 Case study research**

The analysis of the appropriateness of the case study method is based on the literature by Yin (1994). He is internationally acknowledged as being an expert on the case study method. His theories on the case study method are certainly one of the most detailed ones.

The intention is to analyse the scope and the limitations of the case study method and to test its applicability to answer the research question. Primarily Yin (1994:1) designates the

use of the case study method as imperative when the researcher is engaging in complex social phenomena similar as the DPP in Cape Town's Townships.

In contrast to former research methods, mainly quantitative based, case studies are used nowadays extensively in social science research. The case study is used in political, social, educational and planning science. As the situation in Nyanga and Philippi Township deals with community related, respectively complex socio-political and cultural circumstances, the case study method seems to be the most appropriate one for this investigation. Before conducting any case studies, the development of theory is essential. This substantiates and validates the research to guidance in terms of data collection and developing strategies (Yin, 1994: 28). The research design aims at linking tested theories to drawn conclusions and to the research question.

Phenomenon and context in *real-life* conditions are not distinguishable and their boundaries are not always clearly evident (Yin, 1994:13). The application of a multiple case study design has the potential to function as source of evidence that can cover a wider area as the other methods explained above. Leedy's helical concept (1993:18) represents the research process. The case study is the preferred method over the survey, the experiment or the historical analysis when the researcher is in a situation of having little control over events (Watson, 2002:135). This is particularly true when the subjects of research investigates humans from a socio-cultural perspective and is therefore not predictable. Furthermore this applies when the questions asked are *how* and *why* rather than *how many*, *how much* or *where*. By testing the questions *how* and *why* in the socio-political context of Cape Town's Townships findings are generated. During the conceptual motion the researcher keeps on asking questions and starts to hypothecate about certain manners of the research (Figure 2). The *self* is an acknowledged source of evidence in the case study method, whereby the researcher unbinds himself from the self's immediate connection to the task within its context and gathers a new perspective on it. In accordance to spatial planning within cities De Certeau (1998:102) nominates this process the transformation of complexity into readability.

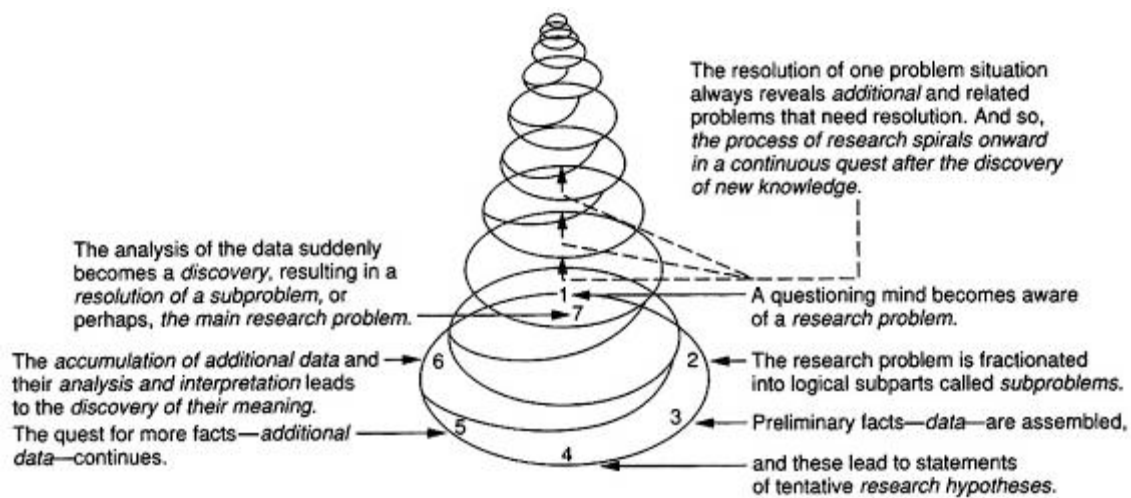


Figure (2), Source: Leedy P.D. (1993). Practical Research - Planning and design. Helical concept of the research process.

Furthermore, the case study has the potential to investigate matters that deal with communities, psychology and sociology. Yin (1994: 15) argues for the use of the case study as the most appropriate one as the research:

- requires the explanation of causal links in *real-live* interventions, that are too complex for the application of a survey or experimental strategy
- intends to describe an intervention and the *real-life* context
- aims to explain subjects within an evaluation
- is used as a tool of exploration within evaluated interventions
- is a *meta-evaluation*, as defined by Smith (1990) and Stake (1986), being a investigation of a evaluation study

The nature of the research is an exploratory one, relating to the relative *success* or *failure* of Cape Town's IDP implementation under consideration of the socio-political and cultural issues and spatial consequences within the DPP in Nyanga and Philippi Township. Therefore, the research inquiry relates to find explanations to *real life* interventions, which is the first argument by Yin for the case study approach. The historical, physical, cultural and social components of the area in were this research takes place are similar as in previous studies by other significant South African investigations. The decision on the research paradigm and its nature of data sources is underpinned by exemplary studies as Watson's (2002) on change and continuity in spatial planning in Cape Town under the consideration of the appropriate local government's policy and the research investigation by Todes (2002) for the United Nations Development Programme UNDP on the integration of sustainability principles in the IDP in various areas of South Africa. The

design of the method was applied in a triangular fashion and involved semi-structured interviews, questionnaires and a focused literature review.

In accordance to the discussed theoretical positions and previous conducted studies by international acknowledged researchers in similar social phenomena as the Cape Town's Townships, the author of this study identifies the case study approach according to Yin (1994) as the most appropriate approach for this particular research investigation.

### **Measures: Validity and reliability**

Social science and its qualitative research methods may be vulnerable to criticism by natural sciences in terms of their data sources and selection procedures. Therefore, Yin (1994:34) encourages four qualities that should be met by case study research to achieve validity and reliability.

First, construct validity: it establishes accurate operational measures for the studied concepts. In order to meet this criterion, the case study approach requires multiple sources of evidence in a triangular fashion. Triangulation in this study is warranted by three *pillars* in the context of integrated planning within the DPP in Nyanga and Philippi Township. These are theoretical propositions that derive of a focussed literature review, qualitative data generated by conducting semi-structured interviews and quantitative data derived of existing secondary literature sources of research conducted by institutions or other researchers. Direct observation has been an additional source of evidence in order to investigate the planning structure amongst participants within the development process and served to establish insight of the nature of the process in situ of the DPP in Nyanga and Philippi Township.

Second, internal validity: it is defined as establishing causal relationships to prove or disprove that certain conditions lead to other conditions. In this study internal validity is tested by logically analyzing conclusions against the expected outcomes of the analysis. This required building a logical connection between the evidence and the conclusions. Furthermore, cataloguing the case study database allows the reader to trace the researcher's process of making connections between the findings and the conclusions. In this regard again, Hachmann (2004), referring to Bryman (1989) notes that internal validity deals with the fit between the research's concepts and measures. That means for this study that interview transcripts have to be tested and checked by key informants to gain an impression of the validity of the investigation outcome. In terms of case study reporting, Watson (2002:143) refers to the *narrative* style, elaborated subsequently.

Third, external validity: it means establishing a domain to which a study's finding can be generalized. This means that generalizations can be made beyond the case study's specific characteristics and socio-political and cultural context. In contrast to survey research, the case study is limited in terms of making generalization to a larger universe. Yin (1994:36) states that the same theory has to be tested in a replicable manner in other *neighborhoods* before the results may be generalized. Thereby, the replication logic follows the same that is used within the experiment, whereby the scientist is allowed to generalize from one experiment to another. However, the unique character and the heterogenic nature of the integrative development approach of Cape Town's local government allows to contribute to the *reflexive* analysis and discourse of socio-cultural and spatial phenomena in the DPP in Nyanga and Philippi Township. The in-depth study cannot cover the whole discourse around the IDP and therefore not necessarily allows for generalization from the DPP to other programmes in similar socio-political and cultural context. It only determines the specific situation and spatial consequence of integrated development planning (IDP) for different communities in Cape Town's DPP.

Fourth, reliability: demonstrating that study operations can be repeated with the same results. The documentation of research steps allows the author of this study to trace his own undertaken research steps and others to repeat the same study. Furthermore, reliability is achieved by establishing a case study protocol. The case study protocol serves as a guiding instrument for the researcher and is a major aspect of the whole research strategy to promote consistency to cross-check aspects that need to be captured to guarantee the success of the investigation. The content of the protocol should establish an overview of the case study project, describe the field procedures, formulate case study questions and design a guide for the case study report (Yin, 1994: 64). This leads to the minimization of errors and bias within the case study.

### **Components of the case study**

The major aim of the research design is to avoid a situation where the research evidence does not address the primary issue of the research. On the one hand the research design should designate the character of data collected through questions and propositions and its units. On the other hand it should show how the identified data is linked to the proposition and to identify the criteria of interpreting the findings. Therefore, Yin (1994: 20-26) identifies five components as particularly important when designing case studies.

First, the study requires the development of questions around the defined issue to answer the research question. The research questions have to focus on integrated development planning (IDP) within its defined scope and limitation. Second, the investigation starts with having a research rationale and a direction. Third, it progresses with the analysis of the research's units to apprehend the complexity of the study. Fourth, linking data to the proposition and identifying criteria for interpreting the findings of the research is required. Thereby parts of information of one case are linked to the theoretical proposition of the study investigation. In the case of this study the implementation of the cases in the DPP becomes linked to the pattern of theory on integrated development planning (IDP) on the local government level. This pattern of thought becomes linked to the pattern of the discourse on integrated development planning on a national and international level. Additionally, it is important to remark that exceptionally contrasting patterns are giving more dissociation as less remarkably ones.

Good case study results require the skill of asking questions and the awareness, that the study outcome is not predictable. Very few case studies end up as originally planned and adaptiveness and flexibility within the research process is necessary. This is warranted by the structured but flexible framework of this study. This could mean that the planned research strategy has to be changed if the research process requires it. The researcher has to have the ability to interpret the collected information and to determine if this information is contradictory or consistent with findings from other sources. Bias inevitably occurs when interviewing and observing participants. This requires the awareness and the transparency by the researcher.

Yin (1994:78) distinguishes between six different major sources of evidence within the case study approach. These are documents, archival records, interviews, direct observation, participant observations and physical artefacts such as the implemented projects in the DPP in Nyanga and Philippi Township.

The combination of these sources allow for a vast improvement of the quality of the case study investigation. The study should base its findings on multiple sources of evidence to cross-check and to determine distinctions and parallels within the data. Besides the questionnaires, semi-structured interviews and direct observation by the researcher the study uses documents, plans and minutes of meetings. A case study database appears in form of a report on the undertaken research steps, to enable other researchers to repeat the study. Original documents are collected and notes are taken in form of a diary and a tabulated time schedule. The collected data and the drawn conclusions should maintain a



chain of evidence, which requires that time and place of data collection are annotated and put into chronological order and directly relate to the protocol.

### **Units of analysis**

Generally, Yin (1994:39) differentiates between the single and the multiple-case designs based on a two times two matrix. These reflect different design situations with either single or multiple units of analysis in each type. Single and multiple-case study designs can either have a holistic or an embedded character.

This research investigation deals with multiple-cases and examines embedded multiple units of analysis. The three projects undertaken by local government in Nyanga and Philippi Township in the DPP represent the multiple-cases and the participating organizations, the local government, spatial planners, NGO's, the local authorities, community representatives and participants represent the embedded subunits of analysis.

#### **1.5.4 Criteria for case selection and their number**

According to Yin (1994: 45) the nature of this research should be a multiple-case study design, as the study aims to select five projects undertaken in the DPP in Nyanga and Philippi Township along the Ingulube Drive. The advantage of the multiple case study design is that its evidence is considered as more persuasive than the single case study design. Each particular case should be chosen carefully within the overall scope and the limitations of the research investigation. The replication logic within the multiple case study approach allows comparing local government's integrated development planning (IDP) with other approaches. Multiple case studies are far more time consuming and require much more resources than the single case study. A major concern regarding the success of this research type is that its use should either predict similar or contrasting results for predictable reasons that are based on theoretical replication. Furthermore, homogeneity versus heterogeneity in terms of the case selection, the access of the case, its physical location and the study approach are important factors to consider when applying multiple case study design (Hachmann, 2004:126).

#### **Homogeneity versus heterogeneity**

Multiple cases of homogeneous nature allow for comparability and a higher degree of control within the case study approach. However, this is not always desirable. The homogeneous approach would require that the sample is an exemplary one and that the internal and external factors are of similar nature. To justify the case selection because of

its homogeneity would require a project of exemplary nature and its testing against an appropriate hypothesis to investigate the validity of Cape Town's local government integrated development approach (IDP). This sample case would need to be similar in its complexity in terms of the applied integrated development approach (IDP) in its conception, method and accomplishment. Further factors are the physical location, the implementation method, the size and finally the nature of the project. The lack of existing representative integrative development planning studies in South Africa does not necessarily allow basing this investigation on the homogeneous approach. The aspect that any project case has its specific characteristics could not serve as another source of evidence and rather diffuse and therefore limit the study. On the other hand it is essential to identify the unique internal and external characteristics of each project case and to investigate their impact on the integrative development (IDP) of the project. The homogeneous approach comprises more disadvantages than advantages for this particular research investigation.

In order to avoid that the research becomes blurred it is essential to identify the similarities within the different projects. The projects are developed under the same policy, legislative and institutional context and use a similar process structure for product delivery. The focus on these aspects is essential as they are representative in terms of the legislation that is measurable towards the spatial integrated development approach (IDP) by Cape Town's local government in the DPP in Nyanga and Philippi Township.

Heterogenic aspects are the differences of ownership of the sites and projects, and the aspect of time. For instance IDP based approaches require community participation, which takes time and therefore vary from case to case. Furthermore, the impact of the political circumstances, the change of different parties at power, under which these projects were planned, differ and are therefore important to consider in terms of the implementation strategy. Therefore, the advantages of project selection because of its heterogeneity, in particular the different degrees of acceptance and use by the community, are higher than the aspects of homogeneity for this study.

### **Academic and personal reasons for this investigation**

The choice to investigate the DPP in Nyanga and Philippi Township had three academic and one deeply personal reason. First, Watson (2002:139) identifies Cape Town's planning effort compared to the one in other South African cities as Johannesburg or Durban as sustained and consistent, which allows for tracking the IDP process in accordance to the DPP in this study. Second, Cape Town's integrated development

planning (IDP) involved various levels of government, communities and NGO's in the planning process and is based on 14 years of planning experience during democracy. Third, the author's personal experiences in Cape Town's academic and planning environment in the period between 2002 and 2005 offered a solid resource of contacts and experiences in the field of planning in impoverished Nyanga and Philippi Township.

The final reason is a deeply personal one and might not sound scientifically relevant at all. But research is not only conducted in the mind or by what some call the intelligence. Intelligence is a holistic interplay of our body, mind and soul. The author believes that some knowledge can be learnt, some can be taught and some is given. Furthermore, the author strongly thinks that any human action, either scientific or practically applied outside of the *self*, serves to becalm the early injuries of the *inner child* in ourselves. We all experience mental injury in our childhood, one to a higher and the other to a lesser degree. Many of us may become *self-helping* helpers outside of us in our society and start to work as doctors, psychologists, development aids helpers or give any other kind to support others in their healing process. This process, to work outside of ourselves, seems to be part of human nature but in the author's point of view wants to tell us something. It wants to say to us that we should start with ourselves before we move to others in order to support them.

In the author's situation the above mentioned is not any different, but the step to arrive at conscious in opposition to subconscious action had been undertaken before this research was actively started. The question was often raised by others and by the author himself: "why you are doing this?" There is an answer that is deeply personal and is seen as important to be communicated by the author to enable the reader to gather a deeper understanding of the relationship between the subject of investigation and the researcher.

There is a deep emotional understanding for the extreme divergent situation of the different races, for South Africa's inferior *blacks* and superior *whites*, anchored in the author's personality. To identify the reason of doing this research has been one of the most exciting moments of conducting this study. It was scary but also satisfying as well because the time had come to give voice to something that existed and operated for so long subconsciously in the author's inner soul and influenced his way of being and acting.

Therefore it is felt that reconnaissance, Steve Biko (Stubbs, 2004) the initiator of the Black Consciousness Movement introduced to *blacks*, is so important for South Africa's people no matter of which race group. The reconnaissance process is hard at the beginning and

has to be accompanied by sensitive and understanding companions but it is the first step to heal the wounds of the past and the first step into autonomous action. It is the first step to unravel the unconsciousness and convert it into consciousness. It is the first step to heal the wounds of the inner soul. This takes place before the reconciliation Bishop Tutu (Gish, 2004) Cape Town's archbishop, refers to when he says that your own personhood needs to be acknowledged before any others can do so. It is the basis before genuine participation of the PDI can take place; to this Nelson Mandela (1994) refers to when he speaks that not the individual but the collective matters.

### **Project location and access**

However, access to suitable project cases were initiated by the researcher through personal contact to planners and academics involved in urban planning activities of Cape Town. The researcher was able to rely on these contacts as he also was involved in academic teaching at the University of Cape Town between 2002 and 2005. Furthermore, many questionnaires and interviews in Langa Township in terms of the completed Master's thesis at the University of Cape Town were conducted by Ullmann (2005). The investigation took twelve months of intensive research and included in-depth interviews with local government officials, planners, academics and Langa's *black* Township community. A practical experience was made on a self employment basis in the six month design and the construction of a pre-school in the Cape Town's Nyanga Township (Kapkindergarten, 2003). Within the academic and practical experience the researcher felt respected, accepted and safe within the *black* Township communities and was able to make contacts that have been essential use for this study.

In order to gather further interview partners the *snowball sampling* method, according to Bernard (1989) was applied. The fact that many participants were involved in various project cases that have been investigated in this study made the access to data easier.

The challenge for a *white*, male, non-South African researcher is to get in contact with government officials, planners and the *black* community that were involved in the development of the DPP in Nyanga and Philippi Township. The researcher's foreign ancestry is judged advantageous for this investigation. The view on the subject is to a lesser degree biased than the one of a South African citizen of any race who was directly confronted with, and affected by South Africa's former Apartheid system. As recommended by Field (2003: 1) the author of this study seriously aimed to apply a perceptive approach to the projects of investigation. This aspect has to be viewed from a two edged perspective. It has to be considered that any *white* project participant may has

been involved in a top-down decision making approach and the *black* participant may be used to accept the *white* planning approach during the Apartheid legacy (Ullmann, 2005: 4).

One crucial aspect of this study is to minimize distortion in the investigation of the five selected project cases in the complex socio-political and cultural perspective of this study. Therefore, it has to be supplemented that there was the need to be aware of the language barriers and to consider different national, cultural, legal and educational backgrounds of the project participants. In order to avoid suspect findings it was felt necessary that the complexity of the study has to be minimized. Therefore, five projects in Cape Town's Nyanga and Philippi Township implemented in the year 1999 to 2001 were selected.

The author introduced himself in an informal meeting with project participants through an illustrative letter on the aims and objectives of the study, attached in Appendix 1. The intention was neither to test certain strategies or techniques nor to play an educational role by changing the behaviour of the participants that were involved in the selected project cases. The study approach was rather to identify the socio-political issues and observe the spatial consequences of the implementation of the IDP principles in the DPP in Nyanga and Philippi Township.

### **Analytical strategies**

Generally, the procedure of data analysis is based on examining, categorizing, tabulating or recombining the evidence to address the intention of the study. The process of case study analysis is complex and therefore starts with an analytical strategy. Yin (1994:102) distinguishes between four major analytical techniques for case studies analysis:

- Explanation building
- Time series analysis
- Program logic models
- Pattern-matching

An inappropriate strategy for this particular investigation is the *explanation building* strategy, which aims to explain a certain phenomenon. A theoretical statement or an initial proposition of an issue is compared against the findings of an initial case and the problem statement becomes revised again. The *time series analysis* aims to answer questions on *how* and *why* on the relationship of events over a particular period of time, including one variable in relation to another. This strategy is inappropriate for this research as the study's data is not temporarily linked to specific objects. The *program logic model* stipulates a complex chain of evidence over time and covers independent and dependent

variables. As this strategy can be described as a combination of pattern-matching and time series building, whereby the latter was judged as inappropriate for this study, this explanatory and exploratory strategy is inappropriate for this research.

Consequently, for this study the pattern-matching strategy exclusively was identified as the most appropriate one, as it compares an empirically based pattern with a predicted one (Yin, 1994:107). This particular investigation matches the application of the IDP within five selected project cases of the DPP with the empirical statements of informants. This contributes to strengthen the internal validity of the research investigation and should allow for explanation building.

### **1.5.5 Research procedures**

This section elaborates the undertaken steps to conduct the research and compile the final report. The research investigation had to analyse and combine the political, spatial and sociological dimension in order to answer the research question. There is the belief that urban areas and the making of settlements require their own logic, whereby dominating political or individual interest could negatively interfere with an integrated development process. In order to analyse the forces that drive the integrated development approach (IDP) and capture the complexity of the investigation the researcher identified distinctive research steps in accordance to the announced three dimensions. The undertaken research steps 1-10 were investigated in combination rather than in isolation from each other:

#### **Political dimension – national and local level**

The method applies a detailed analysis of literature on the body of policy in accordance to:

1. Brief history and detailed review of the characteristics of the planning culture before 1994, during Apartheid
2. Analysis of relevant political planning initiatives for South Africa and Cape Town since the change from Apartheid to Democracy in 1994

National level:

- Principles of the DFA (Act 67 of 1995) that apply for the planning of integrated settlements and the spatial implementation in the DPP in Nyanga and Philippi
- Analysis of the Municipal Systems Act (2000) of South Africa that legislates the design of a five year strategic plan by all municipalities named the IDP

**Local level:**

- Analysis of the IDPs from 2001/2002 to 2005/2006 and its aspects accommodating the local culture, community participation and the long-term sustainability of the project cases

3. Justification of the selection of the project cases of the DPP through homogeneous and heterogeneous factors in accordance to their historical, socio-political, economical and cultural characteristics. Each project case:

- Is located in impoverished Nyanga or Philippi Township that are affected by a high degree of fragmented communities and are spatially segregated from the rest of Cape Town
- Aims to address fragmentation through integrative development planning that is politically governed in a completed development stage
- Addresses restructuring and includes the elements that create spatial public structure (see 'Definitions of keywords')
- Is set in an similar socio-economic and cultural context
- Is an area that is disadvantaged because of being fragmented urban space coined by the impact of colonisation, modernism and the former Apartheid planning (the latter which reasoned racial segregation)
- Its situation of the DPP in Cape Town applies to the three categories on urban fragmentation defined by Smith (2003:28); in this case, the reasoned political racial segregation during Apartheid.

### **Spatial dimension – local level**

4. The extraction of the spatial diagrams of Cape Town

5. Analysis of the diagram on the socio-physical implication of spatial fragmentation and integrated development planning in Cape Town with focus on its disadvantaged Nyanga and Philippi Township

6. Investigation of the socio-political implications of integrated development planning in broader Cape Town in accordance to the principles of the DFA (Act 67 of 1995)

- Settlement development: density of the settlement area, public transport accessibility, quality of public space
- Relationship of settlement space and nature: risk prevention, consideration of ecologic coherences, nature oriented integrated settlement development
- Speeding up of the spatial planning activity: integrated planning, decision making by local actors, community participation (Previous Disadvantaged Individual 'PDI'), PPP, use of resources etc.

7. The analysis of the IDP framework conditions in accordance to its financial budget for the five selected project cases with specific focus on the operational budget relevant for the long-term sustainability of the project cases. This applies for the *real* aspects in accordance to the research question.

### **Socio-economic dimension – local level**

8. Consideration of the demographic changes in Cape Town's Townships in accordance to population growth, urbanisation and technological change

9. Investigation of the DPP in accordance to:

- Change of living conditions for affected individuals, positive vs. negative
- Socio-economic cohesion vs. segregation of race and class
- Equal access to economic opportunities vs. domination by individuals
- Human need, common activity vs. individual interest
- History based plans and spatial flexibility vs. end-product delivery only
- Economic opportunities for all vs. for a certain race or individuals only
- Community cultural practice vs. external, planner's, cultural interpretation of community practice
- Community capacity to use the facilities vs. their rejection to use the facilities
- Integration of fragmented Township communities vs. reinforcement of spatial patterns during Apartheid

10. Conclusions and recommendations

#### **Addendum:** Spatial dimension (Step 4 to 7)

The investigation is based on the assumption that any city worldwide can be taken down to its basic spatial diagram and be compared with any other one. A municipal spatial diagram describes the spatial relationship between the different elements that create public structure (see Definitions of keywords). The diagram serves for the purpose to identify development that is concerned with public transport, services and facilities in broader Cape Town. The intention of the study is not to grasp all development but rather to identify and locate the development in accordance to the DPP. The key for a successful investigation of the DPP in regard to the IDP in Cape Town's Townships lies in the analysis and identification of the socio- economic, political, historical and cultural characteristics in accordance to the performance of its single elements that create its public structure. During a telephone interview (No.19: 14/11/2006), conducted during the second fieldwork phase with Prof. Low of the University of Cape Town, Low referred to the intention of the DPP: The Programme's initial intention was to change the nature of the



Townships on the Cape Flats. In his point of view it needs to be examined across a number of scales. This means in particular to go beyond the implementation as urban implants or spaces only, which means that the DPP needs to be analysed within its local neighbourhood, district area, the structure of the Cape Flats in the relation to the metropolitan domain. More specifically it needs to be examined in relation to physical spaces, local practices and the capacity of those communities to use the spaces. The city-comprehensive investigation with focus on Nyanga and Philippi Township along the Ingulube Drive serves for the analysis of the *conceptual* aspects in accordance to the research question.

Furthermore, Smith (2003:28) refers to three different kinds of fragmentation, the socio-economic, the legally imposed racial segregation and the multicultural one. The principles of modernism, the introduction of Apartheid in 1948 and its Group Areas Act 1966 (Act 66) led to the racial segregation in any South African settlement and in Cape Town in particular (Dewar, 2003). The resultant post-group areas reality of Cape Town today is illustrated later in this study. The socio-economic consequence was the enrichment of the *whites* at the expense of the *blacks*, the prevention of adequate education for *blacks* as well as the dislocation of *coloured* and *black* individuals to allocated race zones. The disregard of the construction of an adequate public transportation system causes disadvantage for any race group member until today. Spatial fragmentation is accompanied with an extreme poverty and wealth decline amongst the *black* and *white* population, the prevention of social contacts and the disadvantage for *black* South Africans to cover long distances to access economic opportunities. Integrative planning and its spatial component of restructuring aims for equal opportunity access through the spatial development of these historically disadvantaged areas.

**Addendum:** Socio-economic dimension (Step 9 to 10)

The local situation and the application of the IDP framework conditions in accordance to its financial strategy for restructuring Cape Town requires the accomplishment of a qualitative case study in form of interviews.

Finally, the research procedures required the development of a data list of each selected project to clarify the available documents of each case. Crosstabulation and histograms were used to visualize the major findings and to determine streams within the data. These are found under each particular project case of the study. The plans and minutes were put into chronological order. Siteminutes with the plans and their possible changes because of community involvement have been part of the investigation. A detailed description of the

local government's internal working methods in collaboration with the community on the selected project cases is also an element of the study. Images, minutes and plans, which indicated the degree of community involvement in the design and construction process, are components of the findings. The study has investigated the internal group dynamics, whether competitive, constructive or passive. The extent of control over the process and the project development has been part of the line of argument.

### **The case study protocol**

The case study protocol serves as a guiding instrument for the researcher and is a major aspect of the whole research strategy to promote consistency in the investigation. Yin (1994:64) recommends its application especially for multiple case designs to cross-check aspects that need to be captured to guarantee the success of the investigation. The content of the protocol should provide the following descriptive requirements:

- An overview of the case study project
- Indicate field procedures
- Show case study questions
- Guide through the case study report

### **Case descriptive requirements**

Hachmann (2004:134) elaborates on Yin's (1994) overview of the case study project. The descriptive requirements for case studies have to fulfil:

- Type, scope and location of the case
- Project size and number
- Kind of participating companies, organisations and communities
- Type of client and user
- Project objectives located within the socio-political and cultural context
- Planning and construction period
- Organisational structure of the project
- Policy infrastructure being used
- Communication facets

### **Interview design**

The first essential step, before deciding for an interview type is the identification of key respondents. This is absolutely important for the success of the investigation and essential for identifying additional key figures that relate to the subject of the investigation. The section 'Interview partners' in chapter 5 later in this study serves as a detailed source

on key figure's socio-demographic information and tries to cover a broad spectrum of the informant's internal working environment and external working network. Informants were interviewed who have been directly involved in the project cases and who were categorized as 'observed' by academics, government officials, community participants outside of the integrated development process. The other category has been the 'observers' who have not been directly involved in the five selected project cases but who hold expertise in terms of integrated development.

The interviews serve as source of how integrative development planning (IDP) was applied in Nyanga and Philippi Township along the Ingulube Drive. Consequently, the interviews were designed to gather more specific information from the interviewees on integrative development thinking and practice in the DPP. The greatest danger for the failure of the design of the interviews is, if the investigator does fail to provide it with sufficient theoretical background knowledge on appropriate literature (Weller, 1998:374). Consequently, the theoretical position of the study considers international, national and local publications by international operating organizations e.g. UN, South African governmental bodies and authorities and other local institutes. The interview questions derived on the one hand out of findings in the literature on integrative development and on the other hand of critical aspects of local government's theoretical and applied integrated development approach (IDP).

### **The Interview questions**

Asking every individual of a certain sample group the same questions, allows for comparing, and therefore for measuring the given statements against each other. Furthermore, the outcome of the interviews allow determining similarities and distinctions within the data and are therefore of representative nature. The interview represents the socio-economic dimension of the research. The political and spatial dimensions are represented through the questionnaire.

The first section of the interview on demographic data, question 1 to 16 (Appendix 1), asks for the socio- demographic situation of the informant. Furthermore, it asks questions on the work environment, the inhabited role in the project cases of the DPP and the informant's personal rating of its own experience in terms of the integrated development approach.

The second section does focus on three aspects, the local culture, community participation and the long-term sustainability of the project, which have in the author's

point of view to be integral for any genuine integrated development approach. Question 1 to 8 asks on the consideration of the local culture within the integrated development approach (IDP).

Within the section on community participation, question 9 to 18 identifies the informant's involvement in the process of community building. Furthermore, question 19 to 22 asks on the aspect of responsibility for participation. Questions 23 and 24 ask whether goals and objectives of the integrated development approach have been clearly pointed out; 25 and 26 ask on the strategic planning process. Question 27 to 31 ask on the decision making process and question 32 ask on the conflict management, whereas questions 33 to 37 ask on aspects of communication, consensus building and appropriate method selection during the participatory process.

The last section is on the long-term sustainability of the project and question 38 to 41 asks on the budget allocation for the planning and the maintenance of the integrated development approach. Question 42 and 43 asks on the site management and question 44 to 46 on the construction of the project. 47 to 48 ask on the implementation and questions 49 to 52 ask for the post occupancy evaluation. Finally, questions 53 to 60 ask on in a more generic way on the long-term sustainability of the project.

The 23 conducted interviews, besides one that has been conducted via telephone, were answered on an individual face-to-face basis. Face-to-face interviews are required to provide qualitative, in-depth and detailed information on the topic on genuine integrated development planning (IDP). The researcher went through every question with the informant. To conclude, this method aimed for effectiveness and to achieve a high response rate. The database of community members was created through informants of the different sample groups, listed in chapter 5 in the section 'Interview partners'.

The use of quantitative and qualitative research methods are not mutually exclusive but are of different nature only. The application of more research methods includes that they can complement, but cannot prove or disprove each other. In this study the author decided not to conduct a questionnaire that would generate quantitative data but rather to make use of secondary data sources of previously conducted academic studies including the author's Masters Thesis (Ullmann, 2005), that made use of a focused literature review, quantitative and qualitative data in a triangular fashion.

The author's own research experience with the case study approach in Cape Town's Langa Township indicated that the greatest challenge applying this method is the analysis and the composition of the report of the human subjects within their socio-political and cultural context in accordance to the integrated development approach (IDP) within the DPP. This may sound absurd but several studies that applied the case study procedure indicated that it is very crucial that the findings have to be cross-checked against other sources of evidence before being reported.

Due to the nature of this research, the investigation of integrated development in the urban design and development process of Cape Town's local government of the DPP in Nyanga and Philippi Township, the research method applied an interview design based on an open-ended, semi-structured, face to face interview format, in accordance to Yin (1994: 85) and the recommendations of Weller (1998:373). Other research investigations by researchers for instance as Watson (2002), Dewar (2003) and Todes (2002) were conducted in similar social phenomena as the Nyanga and Philippi Township. These studies also did apply a semi-structured interview design and therefore justify the researcher's applied case study procedure. Again, in order to identify similarities and distinctions within the data, to be able to compare the data, and finally to determine valid data, it is an essential inquiry to ask every informant of the sample groups the same interview questions. Flexibility in the design of the questions has been given and is essential for the gathering of further information by allowing for the development of a *self-dynamic* during the interview.

Generally interview questions should ask for *who*, *what*, *where*, *how* and *why* (Sanhoff 2000: 9). For the case study investigation, questions such as *how* and *why* were the most applied ones. The designs for the interviews are found in chapter 5. However, Yin (1994: 84) identifies three types of interviews, the open-ended, the focused and the structured.

The socio-political and cultural context of the project cases endangered language barriers to gain valid data out of the interviews. The researcher had to be aware that his origins, race (*white* male) and different culture could have an impact on the outcome of the investigation in Nyanga and Philippi Township. It was essential throughout the whole research, to gain feedback by local planners, academics and community activists on planned and undertaken research steps. Besides consultation of experienced researchers and professionals, the pilot study, explained subsequently was one method to cross-check the research strategy and to avoid suspicious findings. Townsend (2003:274) conducted a pilot study, before working on the bulk of interviews. This was accepted as an efficient

way for investigating integrated development planning (IDP) by local government and for reflecting on the design of the interview in terms of comprehensibility and clarity towards the interviewees. This method is useful to determine weakness and potentially existing gaps within the interview design. In this study the researcher investigates in interacting, and interdependent sample groups and projects as well as across multiple disciplines. These sample groups are governmental institutions responsible for development at the local level, planners that are working in similar socio-political environments as the Nyanga and Philippi Township, the communities that are tied to the selected project cases, local government staff members, observers from the neighborhood of the selected project cases and further identified attendants of public meetings. It was decided to conduct a pilot study, in form of a test-interview, with an informant of a sample group. This was useful to build up confidence in dealing with the informants and again, to eliminate weakness within the questions asked. The test-interview was conducted with Prof. Iain Low of the School of Architecture and Planning UCT, the author's previous supervisor of the Master thesis (Ullmann, 2005).

Finally, the researcher felt that it would be necessary to distinguish between the different sample groups. Anderson *et al.* (2003: 1) argue that the experiences and memories of the affected communities are essential for a proper investigation in socio-political and cultural environments as the Nyanga and Philippi Township. Hence, the researcher felt that these particular sample groups require a sensitive approach in terms of the nature of the interview questions. The first step was to distinguish between informants who have been directly involved in the process and are therefore categorized as the 'observed'. Activists are individuals working for a particular sample group and have been actively involved in the particular project of the DPP. Observers are individuals, part of a particular sample group, that have been monitoring the process of the project from the outside and have not been actively involved in the planning or accomplishment of the project. For these, a questionnaire was designed and conducted with a random choice of users of the five selected project cases in Nyanga and Philippi Township along the Ingulube Drive.

### **Questionnaire design**

As this investigation relies on the principle of triangulation, the study's data has to be of quantitative and qualitative nature. Furthermore, in order to avoid dependency and interpersonal influences towards the respondent, it has to be based on a third source of evidence, the findings on integrated development planning literature, introduced later in this study.

The first essential step, similar as in the interview design before deciding on a questionnaire type is the identification of key respondents. The choice of key informants is absolutely important for the success of the investigation and essential for identifying additional key informants, relating to the subject of investigation. The questionnaires, in chapter 5, serve as a detailed source on key informant's political and spatial situation in Nyanga and Philippi in the immediate neighbourhood of the five selected project cases. Its questions tried to cover a broad spectrum of the informant's e.g. informal traders, inhabitants, users of the project cases, which were selected by a random choice in order to be representative.

The survey's data is of a quantitative nature and serves as basis of knowledge for the impact of the five integrated development approaches on their immediate neighborhood. It was important that every informant, a randomly chosen member of the Nyanga and Philippi community, was asked the same set of questions. The posed questions for every informant of a sample group are therefore standardized.

### **The questionnaire questions**

The distinction between *soft* and *hard* performance indicators has been made and is found in the headings of the questionnaires questions in chapter 5, based on findings in the applied literature. Asking every individual of a certain sample group the same questions, allows for comparing, and therefore for measuring the given statements against each other. Furthermore, the outcome of the questionnaires and the interviews allow for determining similarities and distinctions within the data and are therefore of representative nature. Sheskin (1985: 65) recommends for the division into three sections when using questionnaires:

Equal to the strategy as applied at the interview questions, the first section of the questionnaire, question 1 to 16, asks for demographic data –personal information of the informant. Furthermore, it asks questions on the informant's personal involvement in the five selected project cases (Appendix 1).

The second section relates to the political dimension of the study and question 1 to 42 asks on Cape Town's local government integrated development approach and its *soft* and *hard* performance indicators for Nyanga and Philippi around the selected project cases (Chapter 5).

The third section of the questionnaire relates to the spatial dimension of the study and question 1 to 12 relates to Cape Town's local government integrated development approach and its *soft* performance indicators in the selected project cases. Question 13 to 35 relates to Cape Town's local government integrated development approach and its *hard* performance indicators in the five selected project cases in Nyanga and Philippi (Chapter 5).

The questionnaire that has been conducted on an individual face-to-face basis with the community of Nyanga and Philippi of the immediate neighbourhood of the five selected project cases was very successful. The questions were translated in Xhosa, the local language of the majority of the community, by a native speaker and resident of Langa Township (see Appendix 1). It was conducted by five social researchers that were Xhosa speakers on an individual face to faced basis and brought a 100 percent respondent rate of 125 questionnaires. As the choice of the author was on a random basis, this questionnaire is judged as another source of evidence on the acceptance of the integrated development approach (IDP) by local government amongst the community of Nyanga and Philippi. The assistants went through every question with the informant. In the case of misunderstandings, every question was explained to the individual community member. Generally, the questions were understood well as they were simplified, but not changed in their meaning in the translation from English to Xhosa. To conclude, this method aimed for effectiveness in terms of time and to achieve a high response rate. Finally, the analysis of the questionnaire has been conducted with the software 'Statistica 8'.

### 1.5.6 Sample groups and members

These are the members of sample groups that are either actively involved, observed, or passively observing institutions or informant groups. These are listed in chapter 5.

#### A. Direct involved 'observed' institutions and information groups

The following groups of informants play a potential *active-observed* role in integrated development planning (IDP) in the DPP in Cape Town's Townships

- Provincial government  
In charge of the legislation around aspects of integrated development planning (IDP)
- Local government, represented by Cape Town's city council  
Responsible for the design of the local IDP and the implementation of the DPP and its plan approval in terms of spatial planning



- Township internal development organizations  
In charge of the co-determination and allocation of resources in particular areas within Nyanga and Philippi Township
- Independent structures of a Township community, either part of a NGO or a Section 21 organization
- Local authorities  
Representatives and local decision makers of a Township community, mostly embodied by the councillors that are responsible for a specific area
- Building survey department
- Community leaders and participants
- Spatial planners and architects responsible for the project design management and accomplishment
- Meeting attendees of public meetings

#### B. Not directly involved 'observers' outside of the process

The following groups of informants play a *passive-observing* role in integrated development planning (IDP) in the DPP in Cape Town's Townships

- Informant of the neighbourhood  
The neighbourhood of the chosen project case serves as observer of the process and the use of the project e.g. inhabitants, informal and formal traders etc.
- Spatial planners and architects of other integrative development projects  
Key figures of spatial planner circles in Cape Town, not directly involved in the process of the chosen cases but active in other integrative development projects
- Academics who conduct research in similar terrain  
Topic related key researchers
- Interview recommendations  
Useful for the identification of further potential informants in accordance to the five selected project cases

The directly involved observed informants were given open-interview questions in order to *voice* opportunities and issues of the integrated development process (IDP) within the five selected project cases. The effectiveness of this method is justified by the study undertaken by Anderson *et al.* (2003) in Cape Town's Langa Township.

However, the researcher of this investigation is aware that the application of this method only, would lead to subjectivity of the study. Therefore the additional information gathered through the questionnaire was used for framing the outcome of this academic research and to cross-check the findings in a triangular way. Adding the *voice* of the individual on

their urban and environmental needs, expressed through the questionnaire, has to be seen as an additional source that reflects the personal experience of individuals, which gives more informative value to the study. As a metaphor this specific information given by the informant is used to complete the image of the former (before 1994) and current (after 1994) planning situation in Nyanga and Philippi Township.

In socio-political and cultural environments such as Nyanga and Philippi Township it is essential to minimize the bias by informants. Bias occurs if informants do give wrong information on the questions asked. In respondent bias there occur different possibilities. The first case is if the interviewee responds to the questions in the way he/she thinks that the interviewer wants him to respond. This is particularly relevant when interviewing Xhosa-speaking people of the community. Their culture demands agreement in order to be polite. Xhosa speakers could be traditionalist (tribal) or modernist (less tribal) which can also influence answers. Another case would be if the informant is concerned about his position within the team or of any authority, and therefore is tending to misreport information. Statements in terms of integrated development planning (IDP) by local government need to be cross-checked with the ones of other informants to identify commonalities and distinctions within the data. Therefore multiple informants and members of different organizations were interviewed on the same matters on integrative development planning (IDP). In the case of any discrepancies within the data, further information has been identified and cross-checked against the data.

### **1.5.7 The media used to collect the evidence**

The use of a tape recorder was exceptionally questionable at the first stage, because at a site visit in Langa in accordance to the previously conducted study on community participatory planning (completed Master thesis by Ullmann, 2005) it seemed that people tend to hide facts during the interviews. In this regard the author feels that it is important to refer to the following statement by the chairperson of one facility, the *Ulwazi* Youth Centre that has been investigated in the previous study. Without the presence of a tape recorder it was cited that the chairperson wonders to be still alive after showing his resistance and raising his voice against the other political party of the youth group visiting the *Ulwazi* Youth Centre. This indicates that fear of possible consequences against the human body of people who are working and living in these violent and by poverty stricken socio-political and cultural environments is a major concern and has a vast impact on the given interview statements. The assumption concerning the need to approach the community in a sensitive way without the use of a tape recorder in the first instance was therefore proved. Yin (1994:86) underpins this assumption with the argument that a tape recorder

should not be used without the explicit permission of the interviewee, or if the researcher gets the impression that the respondent refuses to give information because of its presence. Leedy (1993:141) stresses that qualitative research considers the *self* as an instrument and is therefore looking for perceiving the presence of behaviour and interpreting its significance rather than checking it against an observation agenda.

### **The documentation**

In general, certain handicaps exist if documents are used to obtain valid data for this case study investigation. First, the identified documentation has to be complete to gain a sufficient insight of the subject. The researcher has to be aware that the drawn conclusions are reflecting his own interpretation and can therefore be subjective. Furthermore, access to data is not always given easily.

Specific for this investigation is the tracing and analysing of the drawings and the urban and architectural models of the selected projects undertaken within the integrated development approach in Nyanga and Philippi Township. In addition to the design progress and the applied strategy of the local government, the researcher laid a special focus on the role and involvement of the community in the development process of the selected projects, as it is required in the definition by Sanhoff (2000: 8). The investigation applies city maps and documents that give insights of the socio-political context and the spatial implementation of the DPP in Nyanga and Philippi Township. This is essential to understand the different formations as well as the socio-physical and economical consequences of urban fragmentation in the selected areas of Cape Town. Furthermore, the analysis of the spatial diagram gives insights in integrative planning and restructuring methods and their effectiveness. Sources of this investigation are located and determined at the various planning firms that have been employed by Cape Town's local government:

- Sketches
- Working models
- Minutes and sketches done during/ of meetings with the community
- Submitted council plan
- Workshop materials indicating essential design progress
- Articles appeared in publications of South African urban development
- Photographs of meetings and the projects identifying participants
- Tape recordings of meetings
- Photographs of the end-product

Further sources are samples in public literature and the identification of published South African key figures applying integrative development in urban planning. The detailed review of the existing literature thereby specifically concentrates on the theoretical framework by legislation concerning integrated development in Cape Town's Nyanga and Philippi Township. Further sources for reviewing the existing literature were the University of Cape Town, the Main, African studies and Built Environment Libraries and online journals provided by the UCT and Bauhaus University online catalogue.

### **Direct observations**

Direct observations are gained through several field visits in Nyanga and Philippi where the selected projects are located. These visits offer the opportunity to provide additional aspects and evidence for the study. Taking photographs of the socio-economic and spatial situation is useful to give sufficient insight of the environment of the project cases and their conditions. Direct observations served as an additional source to prove the other findings (Yin, 1994: 87).

#### **1.5.8 Scope and limitations of the case study research**

The scope of this research needs to be defined within its boundaries in order to clarify what the reader has to expect from the study. Yin (1994: 13) stresses the fact that the boundaries between the phenomenon and the context of the study are not necessarily clearly evident and therefore the amount of variables can lead to insularity. Consequently, the study has reduced its field to a certain area of Cape Town, Nyanga and Philippi, with its specific development regulations where the development took place between 1999 and 2001. The study is based on accurately selected key figures in relation to appropriate samples and theory on integrative development planning (IDP). The nature of the multiple case study investigation is focussed and defined through the principles of the IDP in relation to the DPP. The identification of these particular sources of evidence has come about under the described focal aspects. Also, the selection of the key figures, documents, samples and interviewees directly relate to this investigation only. The researcher has aimed thus for an in-depth investigation rather than one that allowed for generalization (Townsend, 2003:263). In summary, this study concentrates on major aspects of the theory and the applied integrative development planning (IDP) by local government in Nyanga and Philippi Township between 1999 and 2001 and will represent the success and failure of the projects mentioned below in this particular time period only.

Furthermore, the research has aimed at identifying projects by Cape Town's local government that are successful, less successful and not successful as understood in this study and defined (see Definition of keywords). These projects serve to determine and measure the extent of applied integrated development planning (IDP) on each of these particular design processes and the end products. The study's developed position on integrated development planning (IDP) derived from the international, the national and the local discourse around the subject, which sets the common ground and the level of continuity between the planner, local government and the community.

It is essential for the reader that the study's limitations are identified and that it is clarified of what the research can accomplish. This dissertation cannot represent the *world* (Townsend, 2003:263) but it can represent the particular case of the applied integrated development approach (IDP) by Cape Town's local government in Nyanga and Philippi Township. The time of this investigation is limited and therefore the access to sources as well. That means in particular that the researcher had to make a selection of the amount of potential sources of evidence and detect the most appropriate ones. The availability of complete sets of documents is also dependent on the rigorous or less rigorous way the data was filed by each consulted key figure of city officials, administrative staff, community leaders and members. Hence, the researcher investigated and drew resumes based on these available sources only. In terms of interviewees the researcher had to accept the fact that certain key informants involved in the development of local government's projects are either not alive or attainable any more. Thus, the author was able to count on the statement of the available key informants only. There is no guarantee that the interviewees respond to certain questions in their own interest. Thus, again, the applications of the multiple sources of evidence were necessary to avoid subjectivity in the outcome of this study. The case study of this paper cannot answer all questions around the particular case of applied integrative development planning (IDP) by Cape Town's local government, nor is it more important than other case studies in similar research investigations. The study aims for the approximation of what makes integrative development planning (IDP) genuine by testing the investigation's theoretical position against Cape Town's local government's practical approach in Nyanga and Philippi Township. Finally, in political terms, the study represents integrated development for the Xhosa community who are mainly ANC supporters. Furthermore, the study does not represent all the previously marginalized groups as for example Cape Town's *coloured* people (Kleurlinge).

### **Summary on the applied method**

Due to the nature of the Purpose/ Rationale of the research, the investigation of integrated development planning (IDP), the research method applies a phenomenological paradigm using a qualitative case study design based on semi-structured interviews and questionnaires according to Yin (1994: 85). A detailed literature review, direct observations, and the investigation of documents is conducted as another source of evidence and gains data on the site's contextual reality.

As the success of the research investigation is dependent on the proper application of the method, the theory of methods and specifically the theory of the case study method have been critically discussed. For this study the most appropriate research paradigm and method have been identified and justified. The author has chosen a selection of pilot projects for integrated development planning undertaken by local government in Nyanga and Philippi Township along the Ingulube Drive. A focussed case study design was acknowledged as most appropriate and justified for this investigation.

### **1.6 Justification of the research**

There seems to be evidence that in the last decade integrated development (IDP) in Nyanga and Philippi Township was conducted in a quantitative rather than in a qualitative way. Strong indicators for the author's observation are that the projects and particularly the early pilot ones have never been formally evaluated by local government or by any other researchers. One reason for this phenomenon is the extremely high amount of requisitions that currently have to be fulfilled by the local government. One example is the development of a new soccer stadium for the FIFA soccer world cup 2010, parallel to the rapid urban growth and the associated spatial development in Cape Town. The author of this study argues to inform integrated development (IDP) by academic research as being crucial for the successful spatial transformation of Cape Town's disadvantaged Townships in order to avoid further projects failing because of not meeting the urban and cultural needs of the local communities and the fundamental principles for the long-term sustainability of the projects in these particular areas. Furthermore, this study aims to address the economic and safety issues in these areas. As discussed later, these dimensions are linked together very closely and cannot be investigated in isolation from the socio-political, cultural or spatial dimension. This research sees itself as being responsible for the identification of issues that arise during integrated development (IDP) conducted by Cape Town's local government in the context described above.

Moreover, there seems to be evidence that the nature of development influences the amount of crime and violence against various integrated development projects. This research sees itself as contribution for future integrated development in Cape Town's marginalized Township areas. There are a number of current developments in Cape Town's Townships, which are financially supported and developed by local government but hardly accepted by the local communities. This research could contribute to a better understanding of genuine integrated development in Cape Town and South Africa. Further, it would also be valuable for teachers in the educational sector in urban planning, as well as for independent urban researchers. It hopes to inform the local authorities and encourage the academic and planner's debate in the field. By giving meaningful insights into current integrated development, five selected projects built under the framework conditions of the DPP by local government since 1999, the study aims to contribute to more successful integrated development in complex socio-political and spatial phenomena as the Cape Town's Townships. Moreover, it hopes to bring about the re-thinking of various contemporary development strategies by governmental institutions at the national and local level. Furthermore, the study aims to feed its consolidated findings back to the local government and to communities that are affected by integrated development (IDP). Finally, it aims to test the international discourse and the principles of integrated development and their appropriateness for the impoverished Township areas of Cape Town.

### **1.7 Scope and limitations**

The research's scope aims to capture the major aspects and issues on the discourse around integrated development at international, national and local level. The study is located within the socio-political conditions of Cape Town's Townships under the consideration of change in spatial transformation and development. This research focuses on five selected integrated development projects embedded in Cape Town's urban fabric that are undertaken by local government between 1999 and 2001 according to the early IDP, South Africa's primary planning instrument and its developmental direction thereof. The study's focus is limited on the category of integrated development as understood and conducted by Cape Town's local government. Furthermore, the focus is on integrated development and the research's theory developed of the international, national and the local discourse around the subject only. The researcher of this study strongly believes that genuine integrated development starts on the ground, reflects a democratic process, and works therefore with the horizontal distribution of power. This theory is tested within the socio-political and cultural context of Nyanga and Philippi Township and aims to identify genuine integrated development only. The existence of links between integrated

development, community participation, cultural identity and sustainability are not doubted as also indicated in the investigation by Todes (2002) and implemented in this study. Furthermore, it intends to play an integral role in the discourse on integrated development as it is understood in the emerging nation South Africa and in Cape Town in particular.

The non-application of genuine integrated development can be a reason for the failure of a community project. The lack of education, the occurrence of violent actions amongst the community against the project, also as the neglecting of its maintenance can occur as a failed integrated development approach for the observant. The investigation aims to clarify these aspects on the selected project cases since they have an impact and overlap within integrated development practice. Finally, if the same study was done on other culture groups or economic classes the results would have been different – these results can not be generalized.

## **1.8 Summary**

Integrated development is a worldwide movement and acknowledged as a democratic way of practicing urban design. This seems to be true especially in socio-political and cultural environments driven by poverty as the Nyanga and Philippi Township. Hence, the introductory part area of this study suggests the investigation in this topic in current democratising South Africa.

Ideally, urban design should function as a reflection of the social structures, political movements, local culture and tendencies in any society. The political change in South Africa calls for the urgent need of transformation in urban planning, away from its former representation of oppression during Apartheid towards a symbol of empowerment and equal rights for any member of the multicultural South African society. Therefore, the investigation in Cape Town's urban planning unit at the local government level seems to offer vast potential to examine and to contribute to the discourse around integrated development executed on the local government level. The investigation seeks at the development of a list of criteria and for an evaluative critique on the local government's conceptual efficiency, theory and practice on genuine integrated development in urban planning.

The research aims to become beneficial for Cape Town's local and South Africa's governmental institutions, practitioners and educators based on selected case studies in Cape Town's by poverty driven Townships. Again, in contradiction to the former situation in South Africa, the application of integrated development approaches is nowadays a



legislative requirement (IDP Nerve Centre, 2007). Those areas are highly dominated by poverty and surrounded by strong physical boundaries laid out during Apartheid days. These areas had a flight of richer people to other suburbs after 1994, just like in the USA, especially in Chicago where the underclass had to live in ghettos and where the socio-economic and racial disadvantaged, mainly *blacks*, had very little chance to escape of their marginalized, without economic opportunities characterised urban environment (Hall, 2002:460).

However, the tools, techniques and methods essential to apply integrated development genuinely are therefore necessary to investigate in. This includes giving the weakest link, the PDI, a voice. By doing so the process becomes democratic and community driven and starts from the bottom-up, in contrast to the former top-down approaches during Apartheid.

The former and current political situation of South Africa and its impact on the theory and practical development approaches of Cape Town's local government in Nyanga and Philippi Township are implemented in this research investigation. The major focus of the study is on three, in the author's point of view, essential aspects of genuine integrated development planning (IDP) according to the making of urban space. These are the acknowledgment of the local culture, the genuine participation of the community and the long-term sustainability of the project after its completion. Furthermore, aspects as community management and their internal structures are part of the analysis. The development of physical space, the local community practices as well as the capacity of these communities to use the spaces become another focus of the study. Therefore, the study hopes to be of use for Cape Town's local government, governmental institutions of national level and for directly and not directly involved communities in integrative projects in Cape Town and South Africa.

The following chapter introduces the growth of integrated development planning on a international, national and local Cape Town level.



## 2. The introduction of integrated development planning

The intention of this chapter is to introduce the concept of integrated development planning. The author aims to locate the history and the current discourse on the international level on integrated development planning into South Africa's socio-political, economical and spatial context. There is a culture of academics, planners, developmental institutions, and other important figures on the international, national and local level that publish on that issue. Moreover, there is an ongoing discourse on the national South African and on the local Cape Town level on this subject. Consequently, the author will break down the different contextual layers that are relevant for integrated development in Cape Town's Townships and focus on the spatial layer in the end.

### 2.1 The growth of integrated development planning theory

The first and may be most important question to ask is what is captured by the term integrated development planning and where are the expression's boundaries that define its scope and limitation. Therefore, this chapter can be viewed as a theoretical journey on the mission to define what integrated development planning for this study means. Thereby, the author is on the search of, and has to consider the term's different dimensions and spheres, mainly, developmental organizations and their declarations, governmental organizations and their agendas, academics as well as theorists and their theoretical positions and planners with their experience in the field of integrated development planning and the application of its theory.

Integration is claimed to be a *holistic* concept that requires the participation of many spheres of political, sociological, cultural, economical and spatial organs that need to be identified for planning and development. Jan Smuts, the previous prime minister of South Africa introduced the term *holism* and defined it as "tendency in nature to form wholes that are greater than the sum of the parts through creative evolution (Smuts, 1926)." In the author's point of view and the view of Harrison *et al.* (2003) in South Africa, integration needs to consist of three major pillars that should be fundamental to any form of spatial development in any of the county's deprived areas. Development has not only to consider, but has to be rooted within its racial, spatial and urban context.

But this is not enough, as the aspect of indigenous culture, in the author's point of view, seems to be crucially important in order to give people (PDI) a tool and method to identify themselves within the environment they live in. Genuine participation of these individuals is

hypothesised to be the key to access their [black people] indigenous cultural origins and logic that lead to their local cultural identity. The formation of cultural identity seems to be crucial to achieve a place of belonging, a place of dignity, which is honoured and appreciated by the *black* local people on the Cape Flats.

The last mentioned aspect is based on the fact that any city can be taken down to its spatial diagram by the application of a spatial analysis. This diagram usually consists of the elements that create public structure. To the author it would be essential for urban planning to aim at the creation of *urban identity* in South Africa by taking the logic behind the spatial diagram that is rooted in the indigenous urban African culture and apply it on the Cape Flats.

During the author's experience during his lecturing at the School of Architecture at the University of Cape Town between 2002 and 2005 there was always the question asked, what design is typically South African? Is there any design that can exemplify the multiple-culture of the country, especially the one of its *black* people? The answer may lay in the structural diagram of indigenous urban settlements in Africa; if there is a cultural reflecting design of the *black* people in their places of origin existent, then the first step of Cape Town's local government should be to find out where the people of the area came from and in what type of settlements (characteristic of urban structures and codes) they had lived in before they were urbanised in an extremely marginalised way on the Cape Flats and in Nyanga and Philippi Township in particular. Umberto Eco names the phenomenon of a particular culture as a system of signs, which means that culture is generally a form of communication that challenges Architecture and urban planning in order to express it (Eco, 2002:295). In the way the author understands Eco in this regard is, that Architecture has to become more than only a functioning element (shelter, home *etc.*) in any society, it rather has to convert into a form of expression of the specific culture of any society.

The argument of creating cultural identity is based on the psychological concept that any answer lies in one's *self* [in this case the *black* people on the Cape Flats] and has not necessarily to be searched on the outside. This is assumed to be true when it comes to urban planning in South Africa in the search of spatial integrated identity. The answers for a truly cultural reflection within urban design on the Cape Flats can't be found outside of the South African socio-political and cultural context, even if there are valuable lessons in town and urban planning to be learnt from other places around the world. These lessons may not be necessarily applicable for the South African and Cape Town case in particular. In the author's point of view it is time to turn the approach of South African city planning around

and start at the other end, which is the search for an urban design logic (urban code) not on the outside, global, but on the inside of South Africa and its neighbouring countries [the ones that are affected by effusing migration streams, which are the ones in Sub-Saharan Africa in particular] where most of the working labourer came from (L'Atlas du monde diplomatique, 2003:54). There may be highly value lessons in indigenous African urban settlement structures found that need to be celebrated through their application within their internal and external logic for the development in Cape Town and its Township culture. Finally, the structural diagram of these settlements and their underlying logic would need to be translated into a 21<sup>st</sup> century city's plan. The last suggested step is not part of this research investigation. The study views itself more as a thought-provoking impulse for planning organs for integrated development planners and individuals.

### **2.1.1 The need for integrated development planning**

Before the author focuses on the South African, Cape Town case, it is essential to explain why integrated development planning has to amalgamate other *voices* within the process. It is definitely not the conventional way of planning, as the integration of socio-political, cultural and spatial aspects seems to make this planning nature very complex. Wouldn't it be easier to go out there [Cape Flats] and plan what comes to the individual's planning mind? This, for many, was and may still is the conventional of planning that was promoted by planning and architectural education of former generations. But honestly, this thesis wouldn't be necessary if the author bought into this former, non-participatory design dominated paradigm. This thesis views itself to contribute and to promote, challenge and hopefully break out of the existing paradigm that has *sidetracked* so many designs away from the genuine spatial and urban needs of the ones planned for. This is exemplified in countless cases around the world. In a way this study wants to contribute to make this world a better place [to achieve social, political, cultural economical and environmental sustainability of a integrative planning project of urban scale] by meeting the interests of the ones that are affected by planning and who have to carry the consequences of the integrative planning approach that affect their everyday life. For this great challenge serious arguments are needed and the author is willing to review the most influential voices on the subject to date; the investigation indicates the author's agreement or disagreement with these theoretical positions.

Before this will be executed, the need for integrated development in urban terms needs to be discussed. Integrated development is a relatively *young* urban design concept and therefore requires some effort to understand what it means for the planning profession in South Africa and for the Cape Flats, Nyanga and Philippi Township in particular. Every

change away from the conventional planning culture may raise concerns amongst people [planners]. In a way integrated development challenges the conventional *comfort zone* of urban planning by demanding more aspects of different dimensions [e.g. the involved organs] that have to be considered in the process.

To exemplify that integrated development planning is not only needed in developing countries but also in a higher developed country context than the South African one, three selected examples of three different cities worldwide were selected. In South Africa, the spatial fragmentation as a result of informal segregation and formal Apartheid planning and their spatial fragmentation of this firstly predominantly societal, and later politically ideological is qualitatively and quantitatively the highest worldwide. According to the proposition by the social geographer Berry (1973), cited in Western (1996:63), the dimension of South African city's fragmentation goes along with the degree found in Israel and the Pol Pot regime's democratic Cambodia only (Figure 3 indicated in red). However, these different cases are not comparable with each other but are homogenous in the sense that they are affected by urban fragmentation for different reasons. The intention of this thesis is not to range within maxims of urban fragmentation only; therefore the separation within Germany, [the phenomenon of urban fragmentation is even found in the German urban context] and its city Berlin [previously divided in East and West Berlin] is relevant for the global need of genuine integrated development planning because it shows a different spatial pattern [linear] that distinguishes it from the other selected cities [Jerusalem and Johannesburg].

However, the selected cities that illustrate urban fragmentation are Berlin, Johannesburg and Jerusalem (illustrated by figure 4;5;6). The second mentioned city has been chosen to exemplify that not only Cape Town, the case study of this research, was affected by the segregating policy of Apartheid but any other city in South Africa. The socio-economic and spatial segregation of Cape Town is illustrated later in this study. The instrument for the illustration of the spatial patterns are explained through maps (ground plans), which show that spatial segregation has socio-political and cultural reasons that causes polarization, also named in spatial terms as urban fragmentation. This spatial outcome often goes together with the deprivation and oppression of one particular race, economic or cultural group by another. This phenomenon that occurs in many cities worldwide, either formally or informally causes the need for the application and implementation of the concept of genuine integrative development planning.

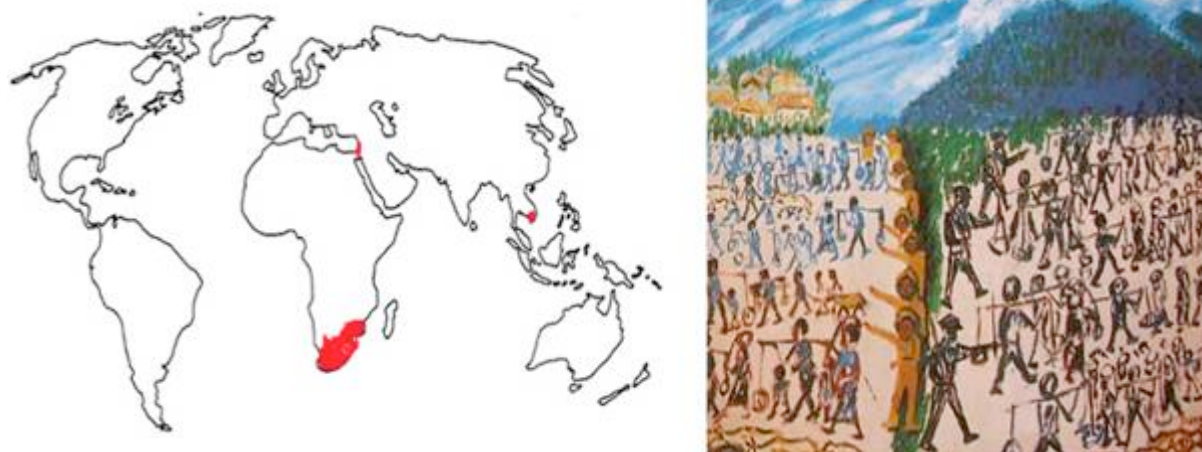


Figure (3), Source: Graphic on the left by author, showing the allocation of countries with the highest degree of spatial segregation. Image on the right shows the cultural division applied on land [artist unknown].

In order to avoid the impression by the reader that the author's position derived of a feeling or intuition only, the above needs to be located in theory regarding the subject. But it can also be stated that the phenomenon of urban fragmentation and the need for genuine integration is in its initial development stage. Not many studies are found on that issue, even if the phenomenon of separation, inequality and spatial fragmentation within the urban realm is something that is very common, almost occurring naturally, in many cities worldwide e.g. New York's China Town etc.. The natural occurrence of urban polarization or fragmentation is not the focus of this study but the politically, by power-doctrine imposed one, is the interest here, especially in Post-Apartheid Cape Town.

In this regard, Smith in Harrison *et al.* (2003:28) refers to three different kinds of fragmentation, the socio-economic, the racial segregation legally imposed, and the multicultural one. The following three figures illustrate the ground plans, spatial patterns, of previously divided Berlin, spatially fragmented Johannesburg and the spatial manifestation of Jerusalem's enclaves. These cities are examples with different theoretical backgrounds and reasons for urban fragmentation.

First, against the background of historically separated Berlin (Figure 4), the city applies at the first category on urban fragmentation by Smith, the socio-economically reasoned. The division of Germany was also reasoned within fundamental contradictions of the economic, ideological and political development by the allied occupation after the Second World War. The resulting massive socio-economic decline in Germany caused the creeping decomposition and the limitation of traffic between the West (British, French and American Sector) and the East (Soviet Sector). In August 13th 1961 (Ladd, 1997:244) the borders

were sealed by East German soldiers, police and workers and the wall was erected in Berlin to prevent fluctuation from the Eastern part of Berlin to the West. Spatial fragmentation was accompanied by an extreme East- and West decline in terms of different politics, poverty and wealth as well as choice of living and personal freedom. The current integration aims at the re-integration of the former East Berlin and the socio-physical cohesion of East- and West Berlin.

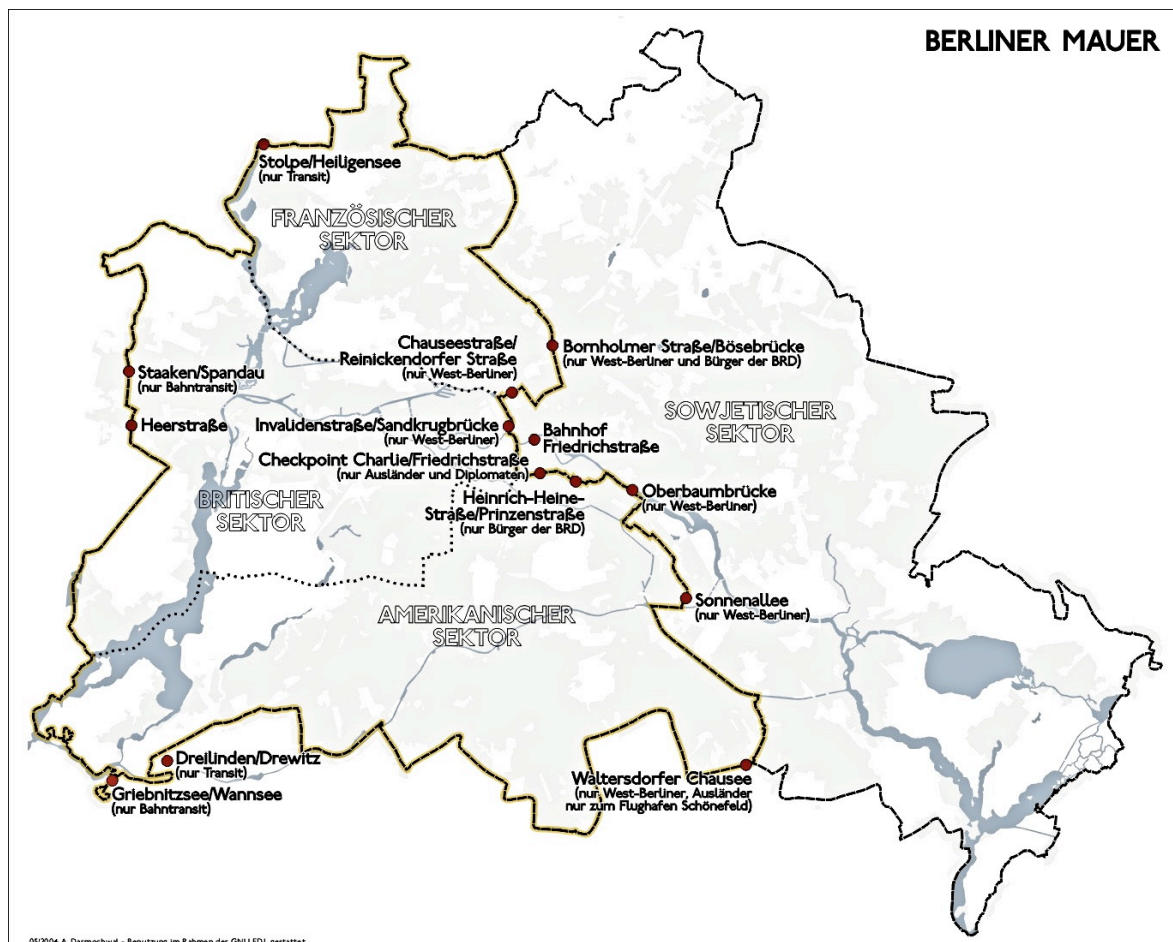


Figure (4), Source: Massachusetts Institute of Technology, 2008. The British, American, and French sector divided from the Soviet sector by the Berlin wall. [online] Available: <http://web.mit.edu/21f.404/www/materialien.html>

Second, the situation in Johannesburg (Figure 5) applies to the second of the three categories on urban fragmentation defined by Smith, the reasoned political racial segregation during Apartheid. In brief, the principles of modernism, the informal segregation pre 1948 and the introduction of the Apartheid legacy in 1948 and its Group Areas Act 1966 (Act 66) lead to racial segregation in any South African urban settlement. The socio-economic consequence was the extreme inequality between the *whites*, indicated by light grey, and the *blacks*; the prevention of adequate education for *blacks* as well as the dislocation of *coloured* and *black* individuals, indicated by dark grey, to allocated race zones, part of South Africa's former Apartheid policy elaborated later in this



study. Spatial fragmentation in Johannesburg was, and still is accompanied with an extreme poverty and wealth decline amongst the *black* and *white* population, the prevention of social contacts amongst different race and the disadvantage for *black* South Africans to access economic opportunities. In Johannesburg, *black* and *white* urban amalgamation is driven by a strong economic force that at least economically serves for some kind of cohesion [strong upcoming *black* middle class] in the urban sense nowadays.

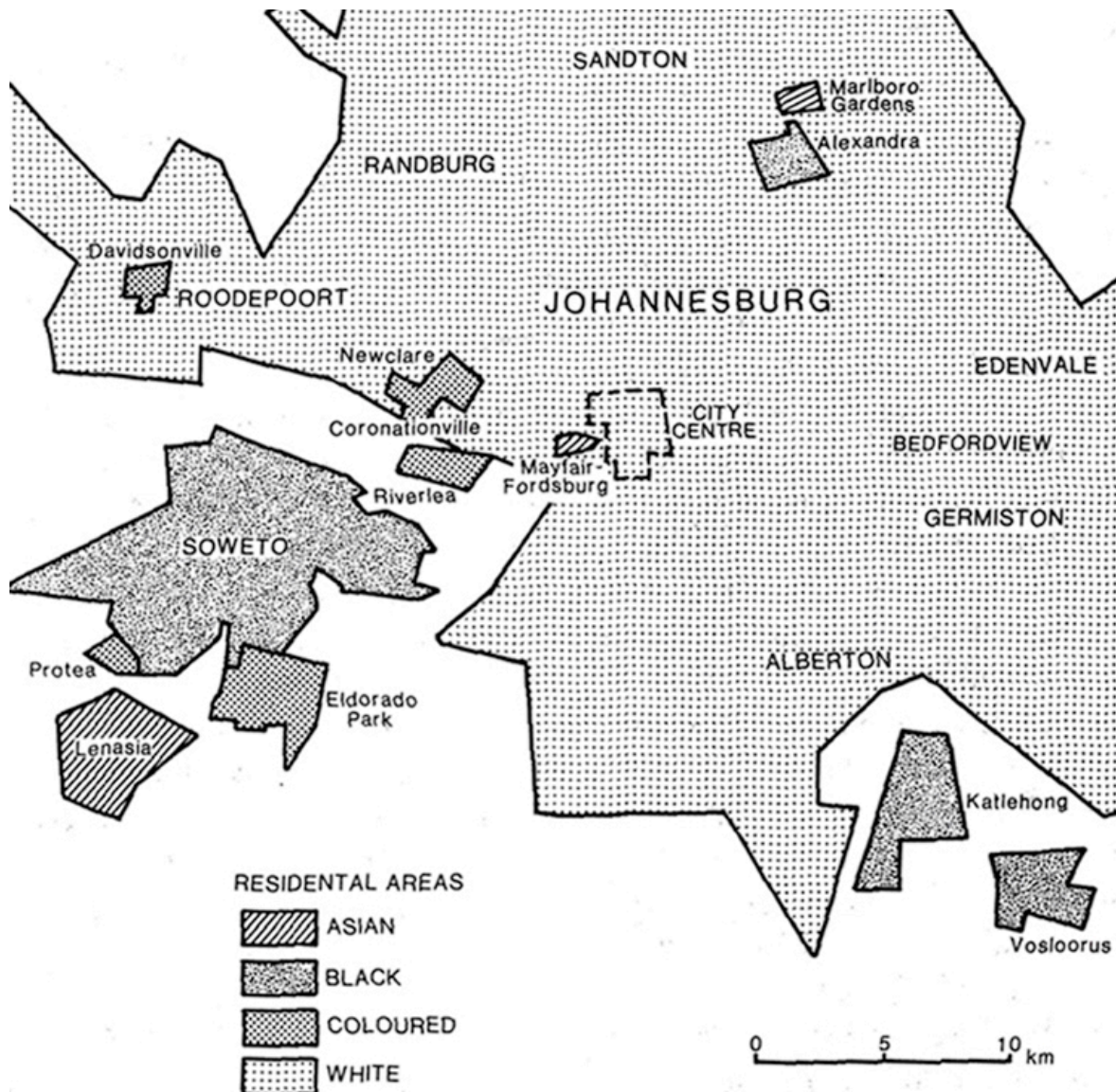


Figure (5), Source: Lemon Ed. (1991). Homes Apart: South Africa's segregated cities.

Third, Jerusalem (Figure 6) applies at the last mentioned category by Smith, the fragmentation reasoned by multicultural groups accompanied with the spatial manifestation of a religious-ethnic conflict. Jerusalem holds the highest degree of urban fragmentation worldwide (Sorkin, 2002:12). The consequences of fragmentation, its spatial result

emerges through the establishment of separated enclaves, which belong to the Israelis, indicated by dark- and light grey, and to the Palestinians, indicated through medium- grey on the map.

The city of Jerusalem is shaped by economical, social and ethnical separation. Its traffic system is completely separated. Since 1994 infrastructural and architectural planning by the Israeli government aims for the enhancement of fragmentation of Palestinian areas [spatial fragmentation through infrastructure, Israeli settlement development on hilltops]. The enclaves of the Israelis are interconnected by an imperialistic designed *super-infrastructure*. This causes an enormous disadvantage for the Palestinians, who are very limited in their access to economic resources of the city and are only allowed to access the Israeli infrastructure under strict control (Tvilde & Ziadah, 2002: 55).



Figure (6), Source: Sorkin ed. (2002). 'The Next Jerusalem: Sharing the divided city

However, this brief *city-excuse* has been regarded as necessary to show that urban fragmentation, politically imposed, is a phenomenon that does not affect South African cities only; further that spatial fragmentation is a phenomenon that happens mainly for the three different reasons by Smith, mentioned above. More essential theory and samples on that issue need to be critically analysed in order to establish knowledge that can be applied in developmental matters for the impoverished urban areas in South Africa. Thus it is hoped to achieve a more sustainable integrated development planning (IDP) nature and to play an integral aspect of South Africa's 'new' democracy.

But there is another aspect to the phenomenon of fragmentation, its not the urban spatially manifested that is consciously visible [*hard* performance indicator] one, it's rather the one that appears on a subconscious level [*soft* performance indicator]. The history in Africa's development was of imperialistic nature. The colonial, informal segregation and the formal Apartheid system ripped the former African traditions apart from its people. This happened not only in a territorial, spatial, way but also in a psychological way. The consequence was a wide loss of African identity, reinforced by socio-economic issues as e.g. poverty causing a vast movement on the continent. What we find now on the Cape Flats is a situation that reflects events of African history, its colonialism, segregation [informal] Apartheid [formal], removals and labourer movements combined with the loss of people's cultural identity. This may sound disastrous for many and it actually is. But there is hope in terms of integrated development planning (IDP). According to the Kenyan writer and intellectual Ngugi Wa Thiong'o, culture starts to emerge if people are struggling within their socio-economic environment and its characteristically circumstances. This aspect is very important in order to give these people hope to achieve dignifiable urban environments. But there lays a great chance in any form of oppression that was abolished as in the case of colonialism, informal segregation and formal Apartheid in South Africa. The great chance is to arrive at the emergence of a South African identity that is based on its unique history. With the arrival at cultural identity, responsibility emerges, too. It is the responsibility to carry the past and communicate it to the following generations that they may not make the same 'mistakes' and learn from their history. In an overarching sense, the African experience is a great teacher. The lap of the mother of human kind seems to offer a great basis of knowledge for its children. This knowledge expressed through a new culture of the people on the Cape Flats and Nyanga and Philippi Township in particular, has to become and integral aspect of planning and needs to be expressed through urban and built form.

### **2.1.2 The history of integrated development planning**

The history of integrated development planning can be traced on an international, national and local Cape Town level. Watson (2002:84) refers to the emergence of integrated development planning in South Africa based on the integrated concept of the RDP (1994) on coordinated planning and budgeting. This new integrated development approach of the RDP was acknowledged on a global scale and became an international precedent, opposed to former atomistic and project focussed planning. South Africa issued the green paper on local government (Local government, 1997:28) and introduced the concept of integrated planning, budgeting and management prior to the IDP. Furthermore, in Britain (Vigar and Healey, 1999) there was noticed a more integrated developmental approach whereby the World Bank (1993) shifted its developmental position in the 1990's to be of integrated nature. This may also have been caused by the World Bank's activity during the early phase of political transformation in the 1990s in South Africa, and is an example for how national and local development activity may gather international recognition through a worldwide operating organizational body. The World Bank became active within South Africa's transformation process as it recognized that there was a strong link between the dysfunctional urban structure of South African cities and its socio-economic development existent. Watson (2002:102) refers to this being reported in the World Bank's Mission Report of 1993.

The application of integrated development planning has become a significant element in the developmental profession in South Africa since 2001, with the first officially adopted IDP. Therefore, nowadays more and more professionals have to dispute themselves with integrated development approaches in a participative manner with the local community under the consideration of their traditional culture in order to form a 'new' South Africa. The success of these attempts varies enormously.

Conventional spatial planning is a top-down decision making process: focussed on the end-product, centralized, bureaucratic and anonymous. By contrast, integrated development approaches consider the community who drives the process; this bottom-up decision-making process is rather focussed on the process than on the end-product and aims for being of decentralized nature. This argument agrees with the one by Abbott (1996) cited in Lyons & Smuts (2000:1235) and applies to the decentralized distribution of political power after 1994 in South Africa.

Furthermore, the emergence of integrated development planning was partly [primarily on the aspect of participation] influenced by the recognition of critical individuals such as

Arnstein (1969), Goodman (1971), Turner (1974), Habraken (1983) and Hamdi (1995; 1991), who mainly worked in the field of community participatory design. They assessed in different time periods from the 1960s onwards that there are better ways of planning and designing for people in a community. They have all agreed on the fact that the failure by professionals in managing and planning a project can have a major consequence on the social-economic and spatial situation in their built environment. Sanhoff (2000: 9), a well-known expert in the field of participatory planning, refers to a statement made by Goodman about the modern urban movement in America and all over the world. In 1971 Goodman blamed contemporary planning and architectural practice as the reason for the destruction of communities through inappropriate design projects. Goodman's criticism relates to the author's observation that many conventional planning proposals predominantly in impoverished Township areas that are undertaken by professionals and spatial planners only, without the involvement of the community, have not been successful and have not emphasized the community's individual urban and educational needs within a particular given socio-economic and cultural context.

Consequently, in the last two decades pioneering development projects, both in the developed and the developing world attempted to achieve a planning approach that is of integrative nature and responsive to the people's needs and aspirations, to create and strengthen identity, and a sense of ownership. Therefore nowadays integrated development planning under consideration of the involvement of the community in the spatial planning process is a major worldwide movement and has become significantly important in developed and developing countries in the last 15 years. International agencies such as the United Nations (UN), the World Health Organization (WHO) and the United International Children's Emergency Fund (UNICEF) *etc.* are leading proponents for integrated development issues, calling for programs that give opportunity for all people to be equally involved [bottom-up approach, decentralized nature] in the decision making process of the development sector (Sanhoff 2000: 1).

### **2.1.3 The purpose of integrated development planning**

Besides spatial aspects, integrated development approaches seem to have to require incorporating many socio-economic, cultural, historical and political aspects of a society to be of holistic nature. So why are this study and planners, government officials, community activist and academics setting the trend for the complex integrated development planning approach? Wouldn't it be much easier to answer an urban inquiry in formal design terms only? Many of the conventional thinkers and practitioners would answer this question with

yes. The success of applied integrated development planning varies in several projects undertaken by South African planners. The Cape Metropolitan council initiated its first attempt to integrated development planning through the preparation of an IDP in December 1997. Projects named as integrated development approach have been successful and failed since the IDP's emergence in South Africa and Cape Town in particular. Those projects were mostly initiated and conducted by local government in close corporation with appointed consultants, planners, fund raisers, NGO's and other organisational bodies. Cape Town's local government is also affected by the failure of integrated development projects. This failure has a vast, damaging impact on the country's socio-economical and spatial transformation and furthermore on the trust of the community towards governmental bodies and institutions. In the author's point of view, current and historical planning strategies, designed and financially supported by the Department of Housing in South Africa, are also part of the endangerment of the country's successful socio-physical transformation. Affected by failure are social housing projects, projects that relate to the making of public spaces, informal settlement upgrading *etc.* The housing types, planned and built under the Reconstruction and Development Programme RDP (1994) are working on a low density and demand a large amount of space of the natural environment. These [social housing projects] were undertaken in a rather quantitative than a qualitative way. In order to avoid further development that is not informed by academic research and therefore tends to fail, this research aims to identify issues around integrated development planning that considers the aspect of participation to focus on the urban and the local cultural needs under the development framework of the DPP in Nyanga and Philippi Township.

In the author's point of view, the reason for the failure or non-acceptance of a project, undertaken by professionals for a specific community occurs because of the lack of knowledge on how to practice and achieve genuine integrated development planning with genuine participation of the community. Further reasons for the failure of integrated development projects are e.g. the lack of maintenance after the planning stage (Lyons, Smuts *et al.*, 2000:58). However, on the other hand there are cases that show integrated development projects that are accepted by the community, well maintained and looked after.

There are many different participating levels to consider in terms of development in specific areas such as Nyanga and Philippi Township. One level of responsibility is the legislative one, represented by the local government through the city council. The other level is the one of the individual, represented by the appointed planner or academic consultant. The different participants are reliant on each other and related to the community where

development takes place. The successful application of integrated development planning that considers the aspect of community participation may lead to acceptance and the avoidance of violent action against the project by the community. Thus, integrated development planning requires the understanding of the community, its socio-political, economical and cultural background; this is a request for the planner, government official and the academic body and may mean for some the reinvention of their former professional role. Finally, professional practice needs to be informed by studies of this kind to become more successful.

In order to meet the social and spatial needs of the poor, genuine community participation, integrated in the IDP seems to be an indispensable tool to arrive at adequate urban living conditions that are performed at low cost and operate on an environmental friendly high density in Nyanga and Philippi Township. Therefore, meaningful research on integrated development planning needs to be conducted to empower the poor and guide them in the process of self-reliance.

#### **2.1.4 Different interpretations of integrated development planning**

Integrated development planning means various things to different, or even for the same people. Its definition has to grasp a phenomenon that cannot be the same for different socio-political and cultural urban contexts. The meaning of this term has to be defined for this particular study and located within the socio-political and cultural context of Nyanga and Philippi Township. The author goes even further and hypothesizes that integrated development planning may not even be the same for one or another particular area [formal Township or informal settlements] within its specific socio-political and cultural urban context on the Cape Flats. This may be particularly true for the aspect of different cultures of migrant labourers found amongst the population who inhabit mainly illegally the Cape Flats. That means that for one particular area many different theoretical concepts of how integrated development planning should take place and become implemented may occur. This study also has the purpose to investigate and find out if it is possible to find consent about integrated development planning (IDP) in terms of the different urban needs that circulate amongst the *black* population living in Cape Town's Townships.

However, the following is a very personal concern by the author. The urban or spatial dimension seem not to be adequately acknowledged in polarized and fragmented urban environments when it comes to integrated developing planning. For other urban researchers and in the author's point of view, space is always the *mirror* of society and has to become a central concern when aiming for socio-political and spatial cohesion. This is

why this study is complex as it is not possible to tear one dimension out and analyse it in isolation from the others. The author's personal concern in this study, the peaceful transformation and cohesion of polarized and fragmented urban space and its communities, cannot occur without the consideration of the spatial dimension. This [spatial dimension], in the author's point of view, was too often neglected in the past when it came to pacifying city polarization and conflict in any urban environment worldwide.

Integrated and holistic approaches, when genuine, hold the potential to be more successful as former conventional ones because they acknowledge that territorial claims by human kind are, and in history always have been, a strong force in causing urban conflict, polarization and agitation. Integrated development planning (IDP) means a *new responsibility* that concerns planners in affected urban environments today. It also means that integrated urban planning (IDP) has to go far beyond to be a design approach only; it has to become an approach that has to dispute itself with phenomena that are rooted within human nature and its social, economical, political, historical, cultural aspects, in order to become holistic and to be a reflection of the society it serves.

## **2.2 The current discourse of integrated development planning theory**

However, three essential aspects under the umbrella of integrated development planning (IDP) are essential and have to be *merit* in this research. The local traditional culture of the Nyanga and Philippi community, the product of people's history (Ngugi, 1993), has to be communicated through genuine community participation that both, culture and participation become integral aspects of, and form sustainable environments through integrated development planning (IDP).

In order to understand, describe and explain the complex theoretical body of integrated development planning and its implications for urban fragmented Cape Town, it is essential to adduct theories that aim for the making of integrated urban settlements. The current discourse around urban fragmentation and spatial integration considers many socio-economic, cultural and historical aspects that shape the physical image of cities worldwide and of Cape Town in particular. The theoretical underpinning of these integrated development planning approaches, elaborated on different levels, offer fertile ground to locate this study in the current discourse on the subject.

Thus, These theories are discussed by planners, academics, government officials and community representatives on different levels. Key figures within the field, confronted with



extreme forms of inequity, division and social barriers between different race- and class groups of urban environment development, are selected, introduced and their theoretical positions discussed in the following paragraph.

## **2.2.1 Global – international level**

### **A) Academic discourse**

This sub-chapter will emphasize the global movement towards integrated development planning and identify selected global key figures on the subject. These academics have shaped the international mainstream towards integrated development planning enormously through *unconventional* working methods with the community. There are certainly more key figures found than introduced in this study. The author has divided in non-spatial and spatial theories, organizational and institutional theoretical positions as well as governmental statements and declarations on an international, national and local Cape Town level.

The study's theoretical framework consists of *soft* and *hard* performance indicators that build the research's interview questions and are simultaneously the measure for the success and failure analysis of the theory on and the implication of the DPP in Cape Town.

*Soft* performance indicators consider sociological, historical, cultural and political aspects. *Hard* performance indicators relate to the making of urban space in Nyanga and Philippi Township.

### **Non-spatial theory – *Soft* performance indicators**

Non-spatial theoretical positions, derived of the academic discourse on the subject are also relevant for this study. The author sets a focus on the cultural aspects of integrated development planning, which are non-spatial but still relevant for the subject, and believes that these [universal paradigms] are transferable and applicable to the making of space.

The key figure writing on African culture, the Kenyan writer Ngugi' Wa Thiong'o (1993) achieved international reputation by theorising on the issues of the struggles for cultural freedoms and the decolonisation of the mind in cultural environments of Africa. His work serves the intention of this study to explain aspects of culture, which are specific for any country worldwide and for countries on the African continent as well. Ngugi's theory has been chosen as he argues with great courage the issues of freeing culture from Eurocentrism, from colonial legacies and from racism. For his openness about shifting the burden of racism and post-imperial prejudice from literature, and therefore from the

people's minds, the Kenyan government initiated to imprison him and he therefore moved into exile in 1978 and 1982.

Ngugi's critical theory on colonialism and his reference to African culture, not-directly concerned with the making of space, are essential to understand integrated development planning within the South African and Cape Town's socio-political and cultural context. He declares that development in the last four hundred years has led to a situation where world cultures have been dominated by a handful of western nations. Cultural power, just as much as the political and economical one, was controlled at the centre (1993:27), which in his eyes is Europe. In order to overcome the struggle for cultural freedoms he argues that this can be achieved by moving the centre [European].

His writings on culture are valuable for this study as he states that people's culture does emerge when these are struggling within their social and physical environment, e.g. with social infrastructure and natural forces. Further, culture in the last four hundred years has been dominated by western societies, and has led to resistance from the indigenous population against westernisation, which is also a substantial part of building the people's own culture. In other words..."culture is a product of people's history, but it also reflects history and embodies a whole set by which a people view themselves and their place in time and space (Ngugi, 1993:15)".

The aspect of culture is an important one when it comes to integrated development planning related to the making of urban space. In the author's point of view, integrated development planning in Cape Town has to acknowledge the people's history and has to reflect the society's characteristics and its specific culture. Culture does carry the people's ethical, moral and aesthetic values. It is these cultural values that manifest themselves within space. Ngugi compares the role of culture to society as being the same as a flower to its plant. Not the beauty of the flower is important but the fact that it is the carrier of seeds for new plants. Imperialism, colonialism and Apartheid in South Africa and the people's resistance against it are an integral aspect of the overall struggle. The greatest danger of imperialism is that people stop to believe in their names, languages, environment, heritage of struggle, unity, capacities and in themselves (Ngugi, Wa Thiong'o, 1981:3). Further, Ngugi points out that dominating power and culture stresses the danger of unequal action or the denial of participatory processes. He states: "Cultures under total domination from others can be crippled, deformed, or else die (Ngugi 1993:16)".

Ngugi (1993), Sanhoff (2000) and Solomon (2000) suggest that the professional has to consider and negotiate with the cultural specifics of the community in order to impact on it in a perceptive way. Solomon (2000:43) points out that in the case of Kayelithsha, a Township on the Cape Flats, no measurement of the development process is done and the cultural impact is therefore not made visible. Hamdi (1995:41), as well as Ngugi (1993) and Solomon (2000:42) call for political decentralisation in order to prevent to endanger the non-reflection of the community's specific culture. In this regard, Ngugi's theory takes into consideration the constantly changing *Zeitgeist* of society and the definition of what is healthy and unhealthy in relation between the person in power and the community. He states: "Cultures that change to reflect the ever-changing dynamics of internal relations and which maintain a balanced give-and-take with external relations are the ones that are healthy (Ngugi 1993:16)". Furthermore, the above suggests strongly that someone in power has to consider the cultural environment he works for. In the author's point of view the reflection of culture only can be performed through genuine participation of the community. This identifies that participation is an integral aspect of integrated development planning as it is the interface [communicative tool] between the theory and the urban needs of the community. Accordingly to improve the situation in terms of development in the built environment of Nyanga and Philippi Township, cooperation and the delegation of power, as originally defined by Deshler and Sock (1985), adopted by Sanhoff (2000: 8), is a necessary inquiry for development in South Africa's and Cape Town's poor areas.

Language, in Ngugi's (1981:13) terms has a dual character; it is a means of communication and a carrier of culture. Therefore, giving the communities that are affected by planning a voice is essential for the identification of their culture. Communication between human beings is the basis and the process of evolving culture. Therefore, the communication between the planner and the planned-for is essential for its establishment. Again, culture embodies moral, ethnic and aesthetic values. These values make up what is named cultural identity and are therefore essential to be considered in order to arrive at integrated development planning solutions that reflect the people in their time and place and achieve a sense of belonging amongst them. Language is carrying all this as it is in Ngugi's (1981:15) terms the collective *memory bank* of people's experience in history.

Colonialism, informal segregation and Apartheid had been imperialistic systems that had a vast effect on the people's [*black* and *white*] history and their culture. These two systems intervened in art, dances, religions, history, geography, education, orator and literature and consciously implanted an alienated, sometimes even diseased, set of non-African values in the *black* people's history and culture. The separation between *black* and *white* South

Africans prevented to create a cohesive culture amongst them and negatively impacted on their social contact, which remains in Cape Town extremely limited until today because of its fragmented urban nature.

The liberation of *black* and *white* people in South Africa has therefore to take place on a psychological, social, political, economical and cultural level. It has to allow for and to provoke the social interaction between different races to form and represent a culture that is rooted in the struggle of South Africa's past. In the author's point of view this must be embodied in the image of a Post-Apartheid city [the mirror of society] in South Africa and in the integrated development planning (IDP) process and product of Cape Town in particular. Culture and its manifestation within space consequently, is an indicator of success for the liberation process of South Africa's PDI. The aim is to end up in people's liberated consciousness and creativity that should be marked out and reflected in their urban environment.

### **Spatial theory – *Hard* performance indicators**

There is a fairly large body of knowledge on spatial integrated development theories existent. The study cannot capture everything of what has been published on the subject and has to focus on the most relevant theories that are applicable for the Cape Flat's and Nyanga and Philippi Township's socio-economic and spatial context. Hence, in accordance with the problem statement, this study applies the theoretical framework developed of the theory by the French intellectual Lefebvre on the production of space (1991).

Lefebvre's theory (1991) concerns the creation of holistic spatial planning and helps to understand the different nature of space making. He (1991:222) refers to urban space being a texture, which is covered by a network [web] that inhabits what he names *monuments*, anchor points or nexuses, which hold it together. Related to a spatial planning approach the author would describe and understand this interpretation of the city as holistic in spatial terms. But holistic does not only take the making of urban space into consideration, it rather means to take the whole into account, which are all fundamental dimensions [*soft* and *hard* performance indicators] that make up and affect human kind and that have to be embodied in the IDP of Cape Town.

The socio-political, economical, historical and cultural dimension [*soft* performance indicators] of such a texture surpasses the making of space. These dimensions are forces that shape and mould space. To explain this in Ngugi's words: the struggle under the influence of the different dimensions that create cultural identity. But awareness is required

as this is not the end of the story because this concept does not consider the aspect of power. In historic and present conventional development the concept of the survival of the fittest, the most powerful, asserted and still asserts itself. What integrated development planning (IDP) stands for is that actually not the most powerful individual, idea, concept, design, plan *etc.* asserts itself but the collective one. The ruthless technique is not what is wanted here and becomes hopefully a small *gravel piece* of the mosaic of human kind's history in developmental matters.

It appears to the author that the planning of space during Apartheid undermined the interaction between Lefebvre's monuments on a large scale in any South African urban environment and even on a small scale in development within confined space. Lefebvre (1991:38) refers to the different representations of space. Dominant space in any society is the one that is conceptualized by scientists, planners, urbanists, technocratic subdividers and social engineers *etc.* This is what was done during the Apartheid system, whereby a policy that was based on inequality imposed its conceivability over others [*whites over blacks*]. In order to prevent this from happening again, integrated development (IDP) planning needs to consider the cultural agenda from the urban poor [*blacks*].

This thesis considers the traditional culture of the local community. In this regard, Lefebvre (1991:214) defines culture as either being of inarticulate or articulate nature. The inarticulate representation of culture is through cries, tears, and expressions of pain or pleasure. The articulate sphere of culture is through words, language, thought, clear consciousness of the self, things and acts. The reader may ask now what the above has to do with the making of space. The definition of culture and the subdivision in two spheres becomes important for this study when it comes to the fieldwork of the research. Direct contact and direct observation, part of the study's method, do benefit from Lefebvre's definition. Questions on the production of space within the DPP will cause any kind of reaction by the interviewee; the response, either of inarticulate or of articulate nature, is rooted within, or caused by the individual's cultural history.

## **B) Organisations and their statements and declarations**

### **Non-spatial – *Soft* performance indicators**

As already mentioned in addition to international operating organizations, as the World Bank, the United Nations and the German organisation GTZ are also involved in shaping the discourse on integrated development planning.

The German Gesellschaft für Technische Zusammenarbeit GTZ was founded in 1975. The organization's key accounter is the German Federal Ministry of Collaboration and Development BMZ. The GTZ has fundamentally been involved in the development of the IDP after the political transition in South Africa in 1994. The IDP's explicit contents are explained in detail later in this study.

In brief, integrated development planning (IDP) is a key tool for local government to manage its new developmental role. In contrast to former Apartheid planning, integrated development planning (IDP) is functioning as municipal management and as a tool to arrive at an integrated system of planning and delivery. The IDP process aims to arrive at decisions for municipal budgets, land management, promotion of local economic development and the institutional transformation in a consultative, systematic and strategic manner. IDPs also guide the activities of any agency from other spheres of government, corporate service providers, NGOs and the private sector within the municipal area (Integrated Development Planning, 2001).

In achieving the above, the GTZ has directly been involved in supporting the development of the IDP. The aim was to arrive at a tested planning and implementation management approach in a user-friendly manner. The latest intention of the GTZ in reference to African development has been to host the conference on the 2<sup>nd</sup> to the 4<sup>th</sup> of November 2007, led by the German President Koehler. In this meeting that was attended by presidents of Botswana, Namibia and Mozambique *etc.* a discussion on tradition and modernity, mobility, migration and integration was held. This meeting goes hand in hand, and may be seen as a successor of the G8 summit from the 6<sup>th</sup> to the 8<sup>th</sup> of June 2007 in Heiligendamm Germany, where amongst many other global issues the help for Africa was discussed. In brief, this meeting has incorporated an action plan that aims to double the development aid funds of 50 billion dollars until 2010 and the decrease of the debts of 40 billion dollars for developing countries.

In this regard the chairperson John Kufuor of the African Union AU, founded in 2002 as successor of the Organisation for African Unity OAU, active for developmental issues in Africa between 1963 and 2002, stated: "We must all muster the necessary political will to take bold and decisive actions in our quest to harmonise our strategies, programmes and projects for promoting development objectives of the continent (Ghana Homepage, 2007)". He goes on that the AU will remind the eight richest and most developed countries to commit to their declarations. They [the G8 countries] seem to have positive intentions on

the development of Africa. Africa, Kufuor said, is willing for partnership as it wants to develop itself quickly.

According to Dr. Merkel's, the Germans chancellor's statement in Addis Ababa 5 October 2007, Professor Konaré began by thanking her for the role she played at the G8 summit, by placing Africa at the centre of discussions during this political meeting. In this regard he referred to Africa's own resources that are available for the development of the continent and to the need for positive cooperation with Europe and other partners in order to help the continent to achieve socio-economic and political integration. "This has to be done within the framework of good governance, democracy, peace and security", Prof. Konaré emphasised (African Union, 2007). At the meeting Dr. Merkel said, "Africa is at the heart of our development policy... we are interested in a genuine partnership".

By investigating the German development aid sector carefully there seems to be a lack of understanding between the socio-economic and spatial development. The GTZ does not refer to spatial development in any way, which in the author's point of view is a crucial aspect to consider within integrated development planning (IDP), as the production of space in other words is the physical outcome [mirror] of any kind of development. The GTZ does focus on social, economic, good governance and rural and environmental development. The last mentioned includes the development of adequate public transport systems at least. Conze (GTZ, 2007), the division manager of the GTZ responsible for development in Africa refers to the many hopeful appendages that can be found in Africa. The end of dictatorship and civil wars has laid the basis for development. Democratic elections in the countries of Africa are seen as fundamental for a bilateral approach. Nevertheless, the developmental sector in Africa seems, according to the publication list of the GTZ, to be in its fledgling stages. Without wanting to pace the GTZ's integrated development approach in Africa especially on the spatial and urban developmental sector, the lack of a solid spatial development unit within the GTZ is a major concern for the author of this study in terms to arrive at sophisticated integrated development approaches. Another major concern is to achieve sustainable development aid when there is a vast lack of experience in effective spatial planning activities in the different socio-political and urban contexts of Africa within the various German organizations. It cannot be expected from an emerging country in or outside Africa that the transfer of funds will achieve sustainable development. A political system, of democratic, socialistic or even communistic nature, is only as good as the people's intentions that carry and execute power within it (Einstein, 1949). Therefore, human nature has to be considered, which may is, not only in South Africa but anywhere else in the world, sometimes corruptive, dishonest, irresponsible and

of selfish nature. Therefore, responsibility closely interlinked with constant self-reflectiveness and flexibility of the participants of involved spheres is the fundamental key for genuine integrative development planning in countries and areas of great need on a global and on a city of Cape Town scale as well.

However, the United Nations UN is an international organization whose aims are to facilitate cooperation in international law, international security, economic development and social progress as well as human rights issues. The United Nations was founded in 1945 to replace the 'League of Nations', in order to intervene in conflicts between nations and for the avoidance of war.

The UN consists of many specialised organizations. Relevant for this study are the World Bank, part of the World Bank Group WBG, which gives loans to developing countries for development programmes with the major aim to reduce poverty. Further, the Habitat Unit is particularly concerned with the development of integrated settlements. According to the above, the United Nations UN organization seems to be one step ahead of the GTZ as there is a special unit for urban settlement development existent (Habitat-unit). The interdisciplinary reality between socio-economic, political and spatial development seems to be recognized by the UN already. Therefore, Germany needs urgently a unit, either separate or attached to the GTZ that concentrates on the development of integrated urban settlements if it wants to effectively fulfil Koehler's and Dr. Merkel's objectives. However, this is another topic but it needs to be mentioned along the way of this research investigation.

When it comes to the making of integrated human settlements, three summits and their outcomes hosted by the UN are particularly important for this study. First, the conference of Environment and Development is the summit in Rio de Janeiro on the 3<sup>rd</sup> to the 14<sup>th</sup> of 1992. Second, the UN Conference on Human Settlements, Habitat II, convened in 1996 in Istanbul, Turkey, which considered the challenges of human settlement development and management in the 21st century. Third, the summit in Johannesburg on the 26<sup>th</sup> of August to the 4<sup>th</sup> of September 2002 was essential when it comes to sustainable integrated development.

In the declaration of the world summit in Rio de Janeiro in 1992, three fundamental principles amongst others were identified as being highly relevant for this study. First, fundamental to any development should be the aim of 'Eradicating poverty', embodied by principle 5, which is crucial for any development in South Africa. Second, the 'Participation



by all Citizens' concerned of development is required, embodied in principle 10. Third and may be the most important of these three principles is the 'Vital role of Indigenous People and their Communities' in the environmental management and development because of their specific knowledge and tradition. The state has to acknowledge and support the people's identity, culture and interest and let them [indigenous people] effectively participate in achieving the goals set by themselves (United Nations, 1992).

The Agenda 21 is the development and environmental programme of action for the 21<sup>st</sup> century of sustainable development that was agreed by 179 states on the United Conference on Environment and Development UNCED in Rio de Janeiro in 1992. The Agenda 21 became the guideline for many nations worldwide for sustainable development. In the case of Cape Town the agenda was refined and made applicable for its local context. It is the reflection of a global consensus of, and the political commitment at the highest level on integrated development planning and environmental cooperation.

However, the Agenda 21 of 1992 refers to integrated development in many other areas but the following two, section I on the 'Social and Economic Dimension' and section III on the 'Strengthening the Role of Major Groups' are particularly important for this study.

Section I, Chapter 7 refers to 'Promoting Sustainable Human Settlement Development'. Thereby it was recognized that only one percent of the United Nations system's total grant expenditures in 1988 went to the making of human settlements. This indicates that the expenditures for the development of integrated human settlement making were extremely low and proves the author's argument that the investment in the making of space has been extremely neglected in the past and remains a problem in many organizational and governmental bodies until today. Further, it was stated that the environmental implications of urban development should be recognized and addressed in an integrated fashion by all countries with a high priority to the needs of the urban and rural poor, the unemployed and the growing number of people without any source of income.

The overall human settlement objective was to improve the social, economic and environmental quality of human settlements and the living and working environments of all people, in particular the urban and rural poor. This improvement has to be based on technical cooperation activities, partnerships amongst the public, private and community sectors and the participation in the decision-making process by community groups and special interest groups such as women, indigenous people, the elderly and the disabled. These approaches should form the core principles of national settlement strategies.

Moreover, it was stated that these strategies require the affected countries to set priorities among the eight programme areas in this chapter in accordance with their national plans and objectives, taking fully into account their social and cultural capabilities. Finally, countries are required to monitor the impact of the developed strategies on marginalized and disenfranchised groups and on woman in particular. The last mentioned aspect is of particular importance within an African context where woman had and still have very limited rights in the western point of view (explained later in this study). The programme areas included in this chapter were (United Nations, 1992):

- “ Providing adequate shelter for all
- Improving human settlement management
- Promoting sustainable land-use planning and management
- Promoting the integrated provision of environmental infrastructure: water, sanitation, drainage and solid-waste management
- Promoting sustainable energy and transport systems in human settlements
- Promoting human settlement planning and management in disaster-prone areas
- Promoting sustainable construction industry activities
- Promoting human resource development and capacity-building for human settlement development”.

In section I, Chapter 8 it is referred to ‘Integrating Environment and Development in Decision-making’. It was recognized by the UN that the prevailing systems for decision-making in many countries worldwide result in the separation of economic, social and environmental factors at the policy, planning and management levels. This influences the actions of governments, industry and individuals, and has important implications for the efficiency and sustainability of development. An adjustment or a fundamental reshaping of decision-making, in the specific context of the country seemed to be necessary if environment and development has to be improved.

Governments hold the responsibility to bring change about the above in partnership with the private sector and local authorities, and in collaboration with regional, national and international organizations, including in particular the United Nations Environment Programme UNEP, the United Nations Development Programme UNDP and the World Bank. National plans, goals and objectives, national rules, regulations and laws, and the specific situation in which different countries are placed are the overall framework in which such integration takes place.

Furthermore the overall objective is to improve or restructure the decision-making process so that consideration of socio-economic and environmental issues is fully integrated and a broader range of public participation assured. Countries have to develop their own priorities in accordance with their prevailing conditions, needs, national plans, policies and programmes. Therefore, the following objectives were proposed:

- Conduction of a national review of economic, sectoral and environmental policies, strategies and plans to ensure the progressive integration of environmental and developmental issues
- Strengthening the institutional structures to allow the full integration of environmental and developmental issues, at all levels of decision-making
- The development or improvement of mechanisms to facilitate the involvement of concerned individuals, groups and organizations in decision-making at all levels
- The establishment of domestically determined procedures to integrate environment and development issues in decision-making

Section III, Chapter 26 'Recognizing and Strengthening the Role of Indigenous People and their Communities'. Indigenous people and their communities have an historical relationship with their lands and are generally its ancestors. Lands are understood to include the environment of the areas that the traditional people occupy. Indigenous people have developed over many generations a holistic traditional scientific knowledge of their lands, natural resources and environment. Therefore, they have to enjoy the full measure of human rights and fundamental freedoms without hindrance or discrimination.

The ability of these people to participate fully in sustainable development practices on their lands has tended to be limited as a result of factors of economic, social and historical nature. "In view of the interrelationship between the natural environment and its sustainable development and the cultural, social, economical and physical well-being of indigenous people, national and international efforts to implement environmentally sophisticated and sustainable development should recognize, accommodate, promote and strengthen the role of indigenous people and their communities (United Nations, 1992)". This means in particular that indigenous people and their communities in collaboration with governmental and non-governmental bodies should aim for the fulfilment of the following objectives. First, the establishment of a process to empower indigenous people and their communities through measures that include:

- Strengthening the appropriate policies and/ or legal instruments at the national level

- Protection from activities which are environmentally, socially or culturally unsophisticated
- Recognition of their values, traditional knowledge, practices and resource management
- Recognition that traditional and direct dependence on renewable resources and ecosystems is essential to the cultural, economic and physical well-being
- Development and strengthening of national dispute-resolution arrangements in relation to settlement of land and resource-management concerns
- Ensurance of a range of choices on the improvement of the quality of life that they effectively participate
- Enhancement of capacity-building based on the adaptation and exchange of traditional experience, knowledge and resource-management practices

Second, the establishment of arrangements to strengthen their active participation in the national formulation of policies, laws and programmes relating to resource management and other development processes that affect them and their proposals for policies and programmes. Third, their involvement at the national and local levels in resource management and conservation strategies and other relevant programmes, established to support and review sustainable development strategies.

However, the Istanbul declaration is the outcome of the summit UN Habitat II and has recognized the role of the city as centres of civilization and generators of economic development and social, cultural, spiritual and scientific advancement. A deterioration that had reached a crisis situation has been recognized in many developing countries. Improvements need to address unsustainable population changes. Demographic processes and urbanization links are not made in the document as well a concept that would meet the urban needs of the people, one billion worldwide, that live in absolute poverty. The right to adequate housing was adopted but strategies for achievement were missing in the report (UN-Habitat, 1996).

The summit in Johannesburg on the 2<sup>nd</sup> to the 4<sup>th</sup> of September in 2002 on sustainable development indicates a strong link between the aspects that make up integrated development planning and development that is sustainable. First, principle 21 recognized that the global society has the means and is endowed with the resources to address the challenges of poverty eradication and sustainable development to benefit all humanity. Second, principle 25 reaffirms the vital role of the indigenous people in sustainable

development and third, principle 26 recognized that sustainable development requires a long-term perspective and broad-based participation in policy formulation, decision-making and implementation at all levels. Stable partnerships have to be founded to respect the independent and important roles of the individual (Johannesburg declaration on sustainable development, 2002).

In addition, the United Nations referred to sustainable development through community participation at the world summit in September 2002 in Johannesburg: “We recognize that sustainable development requires a long-term perspective and broad-based participation in policy formulation, decision-making and implementation at all levels. As social partners, we will continue to work for stable partnerships with all major groups, respecting the independent, important roles of each of them (United Nations: 2003)”.

### **Spatial – *Hard* performance indicators**

The United Nations Human Settlements Programme UN–Habitat was established in 1978, Habitat I, with having its headquarters in Nairobi, Kenya. Since 1<sup>st</sup> of January 2002 the UN-Habitat is officially mandated by the United Nations General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. It is therefore the section that is directly involved in the making, implementing and monitoring of urban development.

In the Vancouver declaration (UN-Habitat, 1976), adopted on the 31<sup>st</sup> of May to 11<sup>th</sup> of June 1976, in the chapter I on ‘Opportunities and Solutions’, it is stated that more liveable, attractive and efficient settlements that recognize the heritage and culture of the people are needed. In this regard, disadvantaged groups as children and women and the focus on health, services, education, employment and social justice need to be considered. Further, effective participation by the ones affected by urban development is needed in the planning, building and management of human settlements.

Chapter II on General Principles refers explicitly to the promotion of action against Apartheid, colonialism, occupation and racism or racial discrimination of any kind. Besides the right of choice for any state to its political, social and cultural system, any country should also have the right to be the inheritor of its own cultural values that were created by its history. Any person should have the right to participate in the implementation and policy making that concerns the making of their human settlements. A highest priority is the rehabilitation of homeless displaced people either by natural or man-made [e.g. Apartheid]

catastrophes. The full integration of disadvantaged groups in the planning and implementation of settlement making is required.

Chapter III on 'Guideline for Action' refers to government's responsibility to prepare spatial plans and adopt human settlement policies to govern the socio-economic development efforts. Those policies must be adopted amongst other aspects to the cultural context of the area of development. Further, government was identified of being responsible for self-help programmes for the most disadvantaged groups PDI in South Africa.

In 1996, the United Nations held a second conference on cities, Habitat II, in Istanbul, Turkey to assess two decades of progress since Vancouver in 1976 (UN-Habitat, 1996). The improvement of the quality of life within human settlements was identified as being a major concern and named as having taken on crisis proportions. Participation of previously disadvantaged communities was identified to be essential for sustainable development. Adequate housing and the adoption of policies is a major requirement for meeting the people's right to housing. Similar as already stated in 1976, the cultural value has to be protected and promoted in order to achieve dignity and sustainable development.

The mission of the UN-Habitat unit is to resolve and to intensify efforts to ensure the transparent, responsible, accountable, just, effective and efficient governance of cities and other human settlements. "Cities need specific approaches and methodologies to improve governance, to plan and act strategically in order to reduce urban poverty and social exclusion and to improve the economic and social status of all citizens and protect the environment in a sustainable way. In this connection, it is noted the importance of promoting sustainable livelihoods through education and training, in particular for the poor and vulnerable groups (United Nations, 2001)".

In the Declaration on Cities and other Human Settlements in the new Millennium of the 9<sup>th</sup> of June 2001, section A is concerned with the renewal of the commitments made at the Habitat II conference in Istanbul in 1996. Within principle 2, the UN-Habitat recognized that there are three billion people living in cities and that the world is facing the exceptional growth of the urban population that mainly concerns the developing world. The organization reports with major concern that one fourth of the world's urban population is living below the poverty line. For many cities, which are confronted with rapid growth, major environmental problems and the slow speed of economic development were recognized. In these cities it has not been possible to meet the challenges of the generation of adequate

employment, the provision of sufficient housing and to meet the basic needs of its citizens (United Nations, 2001).

Further, in section A principle 3 directly refers the first time to the integrated physical planning with special focus on balanced rural and urban living conditions in any city worldwide.

Moreover section B concerning the progress in the implementation of the Habitat Agenda, principle 9 refers to the "...growing awareness of the need to address, in an integrated manner, poverty, homelessness, unemployment, lack of basic services, exclusion of women and children and of marginalized groups, including indigenous communities, and social fragmentation, in order to achieve better, more liveable and inclusive human settlements worldwide". It was noticed that governments, international, national and local organizations and members of the civil society had made permanent efforts to address those problems. Further, in principle 10 it was noticed that integrated and participatory approaches to urban environmental planning and management in relation to the implementation of the Agenda 21 were supported and undertaken by governmental bodies.

Finally, section C on the recognition of gaps and obstacles, principle 32 requires the flexibility within policies and laws in favour of a participatory and decentralized approach to planning. The full and equal participation in the formulation and implementation of public policies and programmes is required. Moreover, principle 46 refers to resolve the upgrading of slums and the regularization of squatter settlements, within the legal framework of each country. Until 2020 a significant improvement in the lives of at least 100 million slum dwellers was stated to be aimed at. Principle 47 refers to affordable housing for the poor. In this regard cooperation amongst development countries is required to exchange knowledge on sustainable building materials and the appropriate technology for the construction of adequate low-cost housing and services within the reach of the poor. Moreover, principle 52 refers to the impact of HIV-Aids on the development of human settlements, which requires new policies to fight the spread of this disease. This aspect is particularly important for the Township settlements in South Africa. Principle 59 promotes the equal access to safe drinking water, the facilitation and the provision of basic infrastructure and urban services as well as adequate sanitation and waste management. Sustainable transport has to be integrated and accessible to all, including people with disabilities. Finally, principle 60 refers to the improvement of sustainable environmental planning and management practices. Integrated approaches have to address the social, economic and environmental issues, which should be taken more thoroughly at all levels.

The principles above are particularly important for the development in the impoverished areas of Cape Town and the implementation of the DPP in Nyanga and Philippi Township in particular. They have been selected amongst others and shape the measures for the case study of this research.

There are non-governmental organizations as foundations that are active on the development sector. Their theoretical statements are not considered in this study as their integrated development strategies, if there are any, are often linked to the individual [organization's] political interest, which is often not applicable for the urban context of Cape Town's Cape Flats and for Nyanga and Philippi Township in particular.

### **C) Spatial planners**

The following key professionals of the academic sector shaped the international mainstream towards integrated development planning.

As integrated development planning has to consider the aspect of community participation to transfer the cultural and urban needs of the communities on the Cape Flats, the planners and academics Hamdi (1995; 2000) and Sanhoff (2000) are key figures to consider when it comes to spatial planning in an developing country context. Hamdi in accordance to genuine participation states: "I do not believe that participation undermines the discipline of architecture or the role of architects, nor need it turn architects into political activists or social workers... (Hamdi, 1995:11)". In this regard Hamdi, Ngugi as well as the Russian anarchist Peter Kropotkin agree on the cooperation and decentralisation of the planner (Hamdi 1995:41). Furthermore, Solomon (2000:42) calls for the political decentralisation in Cape Town. According to this, Sanhoff defines the aspect of genuine participation: "People's participation wherein control of a project rests with administrators is Pseudoparticipation. Here the level of participation is that of people being present to listen to what was planned for them. This is definitely non-participatory. Genuine participation occurs when people are empowered to control the action taken...genuine participation means the collaboration of people pursuing objectives that they themselves have defined (Sanhoff, 2000:8)".

Sanhoff (2000: 1) and Low (1998:342) call for the mobilization of the poor to encourage the economic, social and interactive process and self-reliance. Castells (1983:294) named this as organization of urban protest in order to improve the living conditions of the poor and the empowerment of the grass-roots to create a greater democracy. All three academics point



out emphatically that the outcome of the participatory process is not only the process and the product it is the formation of the organization itself.

Furthermore, Hamdi (2000: 3) refers to three trends that drive the theory and practice of participation today. These are contextual aspects, partnership and decentralisation. Moreover, Hamdi describes the consequences for the practitioner applying community participation and introduces three major aspects of community involvement in the design process. These aspects are participation, flexibility and enablement. His theory considers the constantly changing economic, political and social climate and relates to the actual development, which is applicable in South Africa. He hypothesises that: "Building lots of houses for people and places one does not know, where money is scarce and statistical information is unreliable, is neither an efficient nor an equitable way of solving housing problems, nor is it good design practice (Hamdi 1995:11)". This is particularly true in South Africa where *housing landscapes* have been produced in isolation from any other facilities or economic opportunities in the past ten years that used up a lot of valuable land. This is the aspect Sanhoff (2000:38) refers to when he states that the management of resources must be considered in the process itself.

However, already in the early 1930s there was a participatory tendency amongst key individuals found who practiced in Africa. One of the most recognized individuals at that time is Fathy who mainly practiced in the North of Africa, particularly in Egypt, in and around Cairo. He has done symbolic and significant work for the poor in these areas in terms of collective action and the appropriate use of materials. His statement at that time on the actual global situation in poor areas is as follows: "At least one billion people will die early deaths and will live stunted lives because of unsanitary, uneconomic, and ugly housing. Attacked in conventional ways, this problem appears to have no feasible solution (Fathy, 1969: 9)". He refers to the enormous responsibility of planners and architects and their working methods especially in these particular areas. Moreover, he criticises the fact that most public housing in the world nowadays is carried out without cooperation in a non-participatory manner, between the planner and the community (Fathy, 1969:13). He suggests that housing design should be divided into three major aspects: the economic, the aesthetic and the social. The social aspect is the particular focus of this study. He refers to meeting a sensitive approach to man's need carried out in cooperation with the planner and points out that development in poor areas without the concept of self-help is an impossibility. Furthermore, Fathy shows that the planner and architect should act as a facilitator of knowledge to guide a self-reliant or self-help project (Fathy, 1969:12). However, there are two more to be mentioned: Ralph Erskine, who mainly practiced in the

1940s in Sweden and Laurie Baker, who practised mainly in India in the 1960s, have been planners who advocated a community based integrative planning approach.

Sanhoff (2000), Hamdi (1995) and Fathy (1969) argue for strategic planning that includes the visioning of the future under the consideration of implications on the social and physical environment instead of housing delivery or its substitution only. Hamdi becomes more precise as showing a possibility of investing in public facilities and institutions rather than in individual housing. The strategy behind this may sound simple but is effective in the way that people can generate money and therefore receive help for a *self-help* approach by trading at or within these facilities. Consequently, public facility, housing or any other kind of integrated development approach needs to create employment and sources of income for the community (Hamdi: 1995). The focus should lie on the development of strategies rather than on service delivery in order to achieve the community's values. Strategies for the long term sustainability have to be developed in order to assure the sustainability of the project.

### **2.2.2 South Africa and Cape Town – national and local level**

Besides South Africa's historical, political, cultural and social situation, the application of genuine integrated planning is a major obligation for its development sector. In South Africa there are an enormous number of poor areas found. Genuine integrated planning allows for the use of local skills, materials and crafts to shape South African urban and architectural planning, the use of the site, space and function within the community and its surrounding neighbourhood. However, the role of planning today should be an active one and should reflect the land's history and beyond that, the country's specific culture and character. At the 'Arch Africa Congress' in Durban, Albie Sachs, a prominent South African activist (1998) states: "The Architecture should affirm Africa, its climate, landscape, its people – rather than negating it". His statement points out the importance of taking Africa's people and cultural background into consideration within the planning process. It calls for the application of an integrative planning process and community involvement in any kind of development.

As exemplified above, the thesis takes up the direction of interrelating aspects that are particularly important for integrated development planning in Cape Town's DPP in Nyanga and Philippi Township. There are three links identified, when it comes to development in Cape Town. These links have to be made firstly between integrated development planning under consideration of the socio-economic, historical, cultural and political situation on the site, secondly, the genuine participation of the community to identify the traditional culture

in situ and thirdly to achieve a long term sustainability of the project. The focus on the national and local discourse of academics and spatial planners in Cape Town and the link between these three aspects is theme of the following paragraphs.

## **A) Academic and spatial planner discourse**

### **Non-spatial – Soft performance indicators**

In contrast to previous planning during the Apartheid era, IDPs were initiated by the Cape Metropolitan council from 1997 onwards (Watson, 2002:156). Houston (2001:208) refers to Parnell and Pieterse (1999) who call for "...justice, participatory democracy and poverty alleviation, the physical development of underprivileged zones and racial redress..." and the emergence of the "...opportunity for integrated holistic planning..." in the new movement of local governments in democratic South Africa. Low (1998:335) refers to colonialism, imperialism, informal segregation and to the formal one during the former Apartheid system, culminating between 1948 and 1994 and the marks that were left in the social and built environment: "...the effects of three centuries of exploitation will be difficult to eradicate". However, in order to achieve integration on an academic level there is currently some exchange amongst academics, and a limited transfer of knowledge is taking place between the different universities of South Africa.

Another key figure on the academic sector is Watson (2002) who mainly addresses the development of planning theory in the context of Africa. Watson's work is essential for this study as she illuminates the early stages of the IDP process. First, she refers to the vision made by councillors and other officials of the city of Cape Town and on their agreement of five strategic themes. In short, the vision acknowledged that the Cape metropolitan area would be a major tourist destination within ten years (after 1994), which is supported by a "...harmonious, tolerant and well-governed and educated people (Watson, 2002:128)". The growth of economy would be characterised by adequate housing, a low crime rate and the global competitiveness of the city. The five theme-based strategies were poverty and homelessness, strengthening the global competitiveness of the city, enhancing the environment, building social harmony and the development of local governance. Restructuring or any spatial implementations were left out and hardly considered at the time around 1997 when the first attempt to draw up an IDP was started by the Cape Metropolitan council. The issues were mainly reduced to socio-economic ones only. The spatial component was only having one task at that time, the implementation of the MSDF that is explained in detail later in this study. This indicates already that the spatial component was neither linked to, nor considered as being essential in the context of socio-economic development. The priorities of the IDP shifted their focus on the development of

the authority itself rather to strategies of how to bring about change on the areas of great need.

In this regard it has to be stated that the political imposition brought a vast, even an overwhelming amount of change in South Africa. The focus seemed to be on the global competitiveness rather than on strengthening the weakest link in the chain [the poor on the Cape Flats and anywhere else in South Africa]. The later established plan for Growth, Employment and Redistribution GEAR, was criticized by Watson to be an instrument for macroeconomic development that did not benefit the poor in their economic growth because of having been rather globally orientated. In a way this is comprehensible, because it was the need of so many South Africans, no matter of which colour, class or race, to project an image of flexibility and liberation to the world in opposition to the former one during Apartheid. The IDP process confused and may still does confuse many spatial planners because it does not question or define its *new* role and how it could be integrated in the process. Integration was understood mainly as a fiscal dimension only rather than a spatial one. Watson refers to the establishment of the IDP budget and the neglect of the spatial component. This indicates that the direct link between socio-economic and spatial development was not considered adequately at the first design of the IDP. This seems not to be an issue that concerns South African spatial planning but also affects other organizations, mentioned earlier in this study. The question was at that time (Watson, 2002:140) and still remains until today, of how spatial planning should be integrated in the IDP. Spatial planning and its role were often undermined by plans of other departments and were therefore marginalized in the attempt to become an integral dimension of the IDP. The term integration of land uses and areas was used extensively by planners and suited the political currency of the ANC, which aimed for a vision of a *racially integrated* democratic society (Watson, 2003:142).

Furthermore, Watson refers to integration on an institutional level. All administrative directorates, their objective, plan and budgets should come together and be related to each other. In this regard one aspect of integration is missing which is the one of the community. Watson's way of writing about integration imposes that the community is not asked and part of the process. It rather implies the image that the community, if at all, is listening and has to accept of what has been planned for them. Consequently, the institutional integration is not enough but part of the overall argument that aims at the formation of genuine integrated development planning and its aspect of functional and spatial integration.

Todes, an academic of the University of Durban, conducted a research investigation for the United Nations Development Programme UNDP in 2002 on IDPs towards sustainable development in South Africa. In this research Todes refers to the IDP process that in her terms does represent a significant shift away from past planning approaches in South Africa that were largely technocratic, ad hoc, sectoral and failed to incorporate the views of local people, mainly during Apartheid. The IDPs reviewed by Todes focused on the alleviation of poverty and addressed the past injustices and inequities through the identification of programmes and projects that respond to the developmental needs and priorities of local communities. Furthermore, Todes points out that the progress of IDPs has displayed a strong move towards a more integrated and participatory approach to local planning with varying success at incorporating sustainability principles throughout the process. In this regard the author's argument has been strengthened, as Todes also links integrated development to the participation of the local community and to the long-term sustainability of an integrated development project. The author of this study goes further and adds the aspect of local culture and its expression through the urban fabric. What has been a presumption until now became confirmed by the statement of Todes about the linkage between integrated development, participation and sustainability. The Municipal Systems Act of 2000, explained later in this study, the legislative umbrella for any IDP [in this regard the one of Cape Town], the primary planning tool for local governments signifies the deepening of democracy and good governance because of the participation of communities and various stakeholders (Todes, 2000:109). Finally, the IDP process can be regarded as South Africa's institutional response to the international LA21 mandate because it accepts the sustainability principles and participatory approaches as the key to develop a plan that responds to local needs, conditions and capacities.

Nevertheless, there were key-challenges identified by Todes in her four key studies in various areas of South Africa. First, the IDP theories, principles and processes are complex and require a high level of conceptual understanding and skills. In some cases the lack of a deep understanding of the concepts of sustainability has meant that some of the plans and projects reviewed are sectoral based only. These were falling short of fully addressing sustainability principles. Second, the involvement of key stakeholders and the civil society in the planning process is a commitment by government to plan with, rather than for its communities. The use-making of local talents and skills, building capacity, and putting in place appropriate monitoring and evaluation systems were also recorded as being key elements of most IDPs that have been reviewed by Todes. Third, it has been recorded that the incorporation of environmental, social and economic sustainability principles at the plan and programme level is critical to the achievement of sustainability at the project level.

Fourth, councillors, traditional leaders and members of ward communities have been identified as needing capacity building interventions for a better interaction with the broader community. Fifth, the participation methods and communication strategies that have been employed were not always appropriate to the local context especially with respect to the medium, choice of language and technical terms used. Sixth, participation by local communities in all phases of the project cycle process has been seen as essential but also factors as accountability, transparency, commitment and conflict resolution mechanisms seem to be significant for the project success. Seventh, representative structures have been established during the IDP formulation process and should be nurtured in follow-up projects so that they can provide an ongoing 'space' for interaction between government, private sector and civil society during the implementation of the IDPs. Eighth, governments in point of view by Todes are required to clarify the powers and responsibilities of traditional leaders and the role of customary law with respect to resource rights and land ownership. Ninth, provincial and local priorities and budgets need further alignment.

Finally, The IDP calls for an integrated and holistic approach to planning and development. Very high expectations were made on the local government sector in order to fulfil the IDP. Nevertheless, the IDPs are seen by Todes (2000:111) as an innovative tool, which provides mechanisms for addressing South Africa's developmental challenges. Since 1996, significant improvements in taking cognisance of sustainability considerations and adopting consultative processes have been made over the past five years. Ongoing support from national and provincial governments is seen as mandatory by Todes as well as the development and implementation of targeted capacity building programmes. The IDPs as response to the Agenda 21 signifies and represents South Africa's commitment on this pathway towards sustainable development.

Nevertheless, Harrison *et al.* (2003) compiled a publication on the concept of fragmentation and integration that refers to three distinctive levels of integration. These are the social, racial and spatial nature of integration. In this regard, Oelofse (2003:91) refers to social integration, which is generally linked to the racial one. Social integration is linked to income, which incorrectly has become synonymous with the spatial integration of the lower income groups as *black*, Indian, Asian and *coloured* households.

In policy terms this has resulted in the attempt to locate lower income housing close to upper *white* income areas. In the author's point of view this is truly not genuine integration. Oelofse further points out that only little research has been undertaken in this regard and that integration in socio-economic and finally in spatial terms has failed to address and

meet the needs of the poor. Finally, liberal integration needs to dismantle artificial barriers; this means in particular that institutions have to adopt policies that level the ground for any race, class and gender. Freedom of choice should be based on the protection of the individual's rights and not be organized by individual planners only, who may be able to achieve geographic units of space that are of non-opportunistic nature.

Even more important seems to be the aspect that integration is a process from the bottom-up against the orthodoxy of globalization. Harrison (2003:21), known for publishing on issues on socio-economic and urban fragmentation, refers to integration as a process of the protection of indigenous cultures, environmental activism, gay and lesbian rights and squatter movements *etc.* in the last decade; these [activist groups] have connected on a local, national and even international level to contribute and speak up for their interests. These new cultural politics are in Harrison's point of view a form of integrative development, rooted in the conception of diversity and is linked to conceptions of networking, coalition and partnership. This aspect of integration is in the author's point of view genuine, as it creates self-responsibility and is based on the concept of self-formation. People that are involved in the incorporation of their individual interests, and in the broader spatial sense in the making of their own urban environment, are more likely to take on responsibility and ownership for what has been planned. Besides many other aspects, this one is important when it comes to the long-term sustainability of the project.

In spatial terms, Harrison asks the question if urban fragmentation really matters and if integration is not only an abstract concept, which organizations and other key individuals have shaped in their mind. He refers to Lefebvre (1991) who distinguishes between perceived, conceived and lived spaces. Lefebvre aims at keeping in mind the understanding of the people's own environment; that is what matters the most and not the planner's subjective interpretation of an abstract concept of integration that may have derived from other international urban contexts. There is a strong conflict between the international and the local perception of integration. In order to solve this conflict on a local Cape Town level or on any other local city level worldwide, the specific characteristics have to be identified in order to arrive at sustainable urban environments that are respected and protected by its inhabitants. Here again in the author's point of view, the genuine participation and incorporation of the community is the key to arrive at socially and environmentally sustainable urban solutions that reflect the people's cultural diversity and abundance.

Pieterse (2003:122) theorizes on integration related to the Urban Development Framework, UDF 1997, which was published by the National Department of Housing, after the Habitat II conference in Istanbul 1996. In this regard, four essential failures were recorded that inhibit genuine integration, mainly on a legislative or respectively political level. First, the inter-governmental coordination was extremely limited. Second, the limited capacity of local governments to coordinate and incorporate participation was recorded as being devastating. Third, spatial reordering in any South African city, in order to achieve more equity through spatial planning instruments failed. Fourth, the absence of monitoring and support systems is a major failure for the long-term sustainability of any urban project. As reason for the failure Pieterse refers to the different and conflicting interests in South African cities, which cannot or only partly, be met by the weak conceptions of policy objectives and instruments. In his point of view, urban integration is not definable and pursuable. He goes on that partisan interventions are needed to address the inequitable land and housing markets to redress the product of the Apartheid city. Partisan interventions must be in favour of the poor to give them access to socio-economic opportunities. By not doing so, the integrated development approach by South African city's local governments is seriously questioned and tends to fail.

Ullmann (2005) used a post-modern analysis and applied selected literature on the current understanding of community participatory planning in his previous research in Cape Town's Langa Township. The author's previous study combines the categories *soft* and *hard* performance indicators in regard to community participation in the architectural design process in areas of great developmental need in Cape Town. The consulted works by theorists and practitioners helped to understand the streams and forces that affected the theory and practice of community participation. The study's outcome determined that participation is context specific and cannot be generalized and treated equally around the globe, even not in similar social and economical areas as Langa Township. Genuine community participation has to consider the historical, cultural and economical aspects of a community. The social and physical resources, the planning conventions and regulations for areas as Langa Township impact and shape the end product. These aspects indicate that genuine community participation can only be achieved through flexibility. Sanhoff's theory (2000) on participation was determined as being limited as it was based to a higher degree on a developed country context, because of the exclusion of the aspect of participant involvement in the construction and fund raising of the project. Those aspects were identified as being particularly important for the situation in developing South Africa. Furthermore, the training of unskilled and previous disadvantaged community members in order to gather knowledge and skills on management and construction were additional



factors that Sanhoff did not consider in his theory and definition on genuine community participation.

Finally, Ullmann (2005) refers and critically discusses five distinctive stages that have to be fulfilled by the project cycle that form the basis for participatory and comprehensively integrated development (2005:67-89). These levels are:

- Participation techniques: open ended, group interaction, brainstorming *etc.*
- Participation concept: community building, decision making, order of discourse, dialogue encouragement, conflict resolution, consensus building *etc.*
- Participation method: vision setting, study circles, workshops *etc.*
- Participation accomplishment: site management, involvement within the construction process, fund raising *etc.*
- Participation post-accomplishment: post occupancy evaluation, visual appraisal *etc.*

In this regard the author of this study wants to remark that the discourse on integrated development counters more and more the concept of the application of a spatial *Masterplan* that aims to solve any urban and socio-political and cultural problem in South African cities. It is rather the tendency visible that many projects on a small scale, which are not imposed from above but rather developed from the bottom-up (Kapkindergarten, 2003) are needed to achieve freedom of choice and to give opportunity for the reflection of the local cultural diversity of the multicultural South African cities. In the author's point of view no precedent model from any city worldwide can serve for the complex and specific integrative urban needs of Post-Apartheid Cape Town. Even not the city of Johannesburg is comparable to the evolvement of Cape Town. The issues there are of so different nature that any city in South Africa and any city worldwide need the flexibility and the decentralized manner of the planner; the planner has to consider and develop plans in a corporative manner with the local people (PDI) in order to reflect their local culture and arrive at a strong spatial statement that is rooted in the cultural history of the people.

### **Spatial – *Hard* performance indicators**

In opposition to the above, the work by the academics Dewar and Uytenbogaardt (1991; 1995) is particularly concerned with issues around urban fragmentation and restructuring. Their work is mainly of spatial nature only. Their attempt was to travel the world to create an anthology of city analysis, which in their point of view worked well. Their approach, focus on *hard* performance indicators, elaborated later in this study is therefore a

counterpart to the rather socio-economic, focus on *soft* performance indicators, by the city council.

In a way this could be a potentially fruitful advantage, if their ideas [Dewar, Uytendogaardt] would have been statutorized in the IDP adequately. But the reality indicates a different story. In order to find out the reasons for the marginalization of the acceptance of their ideas by governmental bodies, the study dedicates some interview questions to this task. Nevertheless, in another way Dewar and Uytendogaardt *indirectly* made their way in the heads of the city council's officials, as they have played and still play [Dewar] a leading educational role at the University of Cape Town in the School of Architecture and the Built Environment. Planners under their education have been shaped and indirectly carry out their thoughts and established urban lessons and transform as well restructure Cape Town and other South African cities. In the author's point of view the spatial vision plan for 2030 is shocking. This statement is not based on the author's personal taste. It is based on the absence of any South African traditional culture in the urban design proposals (vision plans for future Cape Town development until 2030). The major question in the School of Architecture during the author's active lecturer time was of how can planning and design achieve, reflect and arrive at a South African identity? This may be a life-time project to find out but one thing has become clear to the author already. The proposed urban vision below (Figure 7) is truly not South African; it is a mixture of styles collected in Europe, Northern America and other countries worldwide and is in the author's point of view the wrong and rather a disintegrative development approach for the marginalized areas and population groups of Cape Town. The image below reminds rather on the grid-based cities of American towns, intervened by English gardens. The major question that emerges from the city vision (City of Cape Town, 2006) below: Are *black* Township communities included in the design proposal and are they able to afford and willing to accept the proposed below.

The former manager of Cape Town's urban design branch, Southworth, finished her degree in the Urban Design department of the University of Cape Town. She states that the UCT programme was all about questioning of what a Post-Apartheid city was and of how one would go about transforming it. This educational background took place under the Professorship of Dewar, who did a similar approach as Southworth, travelling the world and analysing urban spaces (Watson, 2003:142). In this regard, Dewar (1995:410) states that town planning in South Africa is a very young discipline that emerged in the 1940s and 1950s. The initial urban planners were trained in the United Kingdom, Europe and the United States; consequently the most ideas, regulations and imposed laws were imported by these places. Linearity as opposed to point-focussed development was advocated by

Dewar (1995:413) at that time. In retrospective linear development was proved as not being appropriate for Cape Town's disadvantaged areas, as the informal and formal market requires focal points of development in order to generate income and the basis to set up a network [Lefebvre's monuments] that serves for the provision of self-help opportunities.

However, the Spatial Development Framework SDF for the city of Cape Town focused on ways to improve the integration, equity and sustainability of the city, and encompassed everything from transforming the public transport system to improve the quality of the public environment. Part of the SDF was Southworth's DPP, for which she won the international Ruth and Ralph Erskine Award for socially concerned architecture by the Swedish Institute of Architects (Property, 2004). The only problem hereby is that these places are hardly used by the local communities and that the urban design branch of the city of Cape Town is seriously concerned of why this could be the case? Southworth says ... "here [Cape Town] we have 50 years of Apartheid planning to undo. It's always going to be a challenge". The reality shows that the challenge has not been met in most of the cases yet. The author gets more and more the idea that Cape Town's local government interpretation of what an integrated development planning approach should be may be one reason for the internationally awarded, local failure.

A marginal number of spatial planners in the South African and Cape Town's socio-economic environment are concerned with community participation as part of integrated development. However, this investigation is founded on this marginal body of knowledge on the theory and practice of community participation. In this regard it has to be stated that integrated development means much more than the application of community participation only. Therefore not many spatial planners apply a genuine integrative development approach in Cape Town to date. Individual planners are rather part of integrated development, as they mainly work for the local government of Cape Town in a contracted manner. However, it is important to select planners that have worked and still work in an integrative development direction.



Figure (7), Source: City of Cape Town, 2006. Planning for future of Cape Town: An argument for the long-term spatial development of Cape Town. The future city of Cape Town from a bird's eye view.

An important figure outside of Cape Town is Prof. Harber who is one of the first South African planners who applied *partly* integrative development through community participation and took architectural responsibility, thus building for the underprivileged who were affected by the former Apartheid policy. His focus is on development in the low-income housing sector mainly around Durban. This required the understanding of the urban needs of the local urban poor in South Africa's society. Before the end of Apartheid in 1994 and the election of the ANC, he appealed for the application of community participation in development matters for the poor. In an article of 1990, four years before the official end of Apartheid, he states: "Tomorrow is already there. To survive, architects must now recognise their past and take a leading role in engineering the unification of our Apartheid city (Harber, 1990)". He therefore refers, as Low (1998:342), to the passive position many individual planners and architects held during Apartheid. Harber was not only influential in the professional but also on the educational sector as a teacher at the University of Natal. He initiated course structures and student projects relating to participatory matters to meet the demands of the poor (Harber 1990: 9).

Inside Cape Town, the architects and urban planners Du Toit & Perrin are significant figures in the South African scene of professionals, applying *partly* integrated development

approaches through working as consultants for the city of Cape Town and their application of community participation in areas of great need. Their work has been published extensively in international and national architectural magazines (Cowen, 2003: 52-56). In terms of developing a specific community project such as the 'Philippi Public Transport Interchange Forecourt' (1999) and the 'Landsdown Road Corner site' (2003) on the Cape Flats, two case studies of this thesis, their intentions were to be supportive in their role, and to make use of the existing structures on the site rather than reinventing it. Therefore they initiated public meetings for the 'Philippi Public Transport Interchange', in a big manner open to all traders, but also focussed ones with selected stakeholders only. Furthermore, they mapped the site and conducted one-on-one interviews with members of the community. Their ideas were presented to the community in formal public meetings to every stakeholder. However, their interpretation of genuine community participation was limited (Ullmann, 2005:6) as also described in the study conducted by Cowen (2003: 55) who refers to their [Du Toit & Perrin] working methods; "...they presented their ideas..." to the community. In terms of Sanhoff (2000: 8) this is the case of limited participatory practice. It indicates that people were listening and accepting what had been planned for them rather than actively participating in the physical design development.

The focus of Ullmann's (2005) last research investigation was the applied participatory approach by CS-Studio architects and planners. This South African firm states that they have completed more than one hundred significant projects in rural and urban areas, mainly in *black* Townships of South Africa. Mainly, the firm's projects are community participatory based and located in low social income areas and Townships around Cape Town (CS-Studio, 2000: 1). In regard to the planning situation in South African Townships the firm describes the conditions in which they work as follows: "In order to get a public facility in the Township you're dealing with people who've had Apartheid education, you're dealing with people who haven't finished school, you're dealing with people who've been locked up for three years..." (Marschall & Kearney, 2000: 18). The extent of applied community participation by CS-Studio in the architectural process seems to start from the first planning step onwards. The firm itself describes its planning process as follows: "We moved beyond conventional architectural practice to an approach, which involves all stakeholders in the creative processes of planning, design and construction. The focus is on an interactive participative process rather than solely on an end-product (CS-Studio, 2000: 1)". The firm established its name through several national and international publications and is known for applying participatory architecture. The most famous and latest international publication of the firm is the one in the 'The Phaidon Atlas of Contemporary World Architecture' (2004: 643). The published project is the Guga's' Thebe

Art and Culture and Heritage Centre in Langa Township. There is no doubt that this project would physically not appear as it does currently (Figure 8), if the community had not been involved in its design process. Smith (2004: 6) refers to the persistence of especially the elderly community members on the idea on having the golden cone as the major focal point and historical indicator of the centre.

This facility is a key project for the author on a small scale [in architectural terms] as it exemplifies one major focus of this study. It considers in the author's point of view like no other project in Cape Town to date the aspect of the representation of tradition and indigenous culture of the local Langa residents through its physical appearance [built form].

The Centre is located in the Western part of Langa Township on Washington Drive opposite St. Cyprians Church. It is surrounded by semi-detached housing in the West, open space in the South and East and by a community centre in the North. The project is subdivided into three building phases. The spatial programme of Guga's Thebe Phase 1, consists of a restaurant, exhibition space, studio space, administration space and an outside stage. The main exhibition space, the cone in the North is the major focal point of the facility. The project was officially initiated by the Langa Development Forum in April 1997 with a business plan, which was submitted to the Department of Environmental Affairs. An active community member Jacobs (Interview: 14/01/2005), interviewed by Ullmann (2005), stated that the project initiation started in the end of 1993 and that the overall planning phase took 6 years. The purpose was to provide a facility that promotes and encourages education, training, art and culture of Langa's community.

Today, the facility is a tourist attraction and offers traditional art and culture programmes to the Langa community. The studios in the back of the facility offer training and educational programmes. The exhibition space is used as a theatre or a conference space that can be rented out for income generation. The planning of Phase 2 is in progress and includes a heritage, political and cultural museum. The aim is to restore a section of the former hostels of Langa, which were built during Apartheid to reflect the urban history of the place. The programme for Phase 3 includes accommodation for artists and tourists as well as public open space projects.

The centre is highly accepted by the Langa community, therefore protected and valued as the people of Langa identify themselves with the facility. It reflects the community's traditional culture, which is expressed through the cone that exemplifies traditional African rice Plata. Families of five generations have lived in Langa and have shaped the

Township's culture. Their local culture has been considered in the design, construction process and the end-product. The physical form of the facility also reflects the spiritual, historical, material, intellectual and emotional characteristics of the Langa community.



Figure (8), Photograph by author. Guga' S Thebe Arts, Culture and Heritage centre, Elevation North, Site visit Langa 28/07/2004.

This project shows on a small-scale that the reflection of culture is possible in spatial terms. Around this fact the argument of this study is built. Urban design on the Cape Flats has to be of integrative nature and has to become a reflection of the people's local culture it refers to. Therefore, the focus of this thesis will be on this particular aspect, which in the author's point of view has not been considered enough in the urban planning on the Cape Flats to date. In addition to this, the author mapped in his previous study (Ullmann, 2005) participatory development, *bottom-up* approaches, from 1994 onwards in Langa Township; this approach is contradictory to the *top-down* one during Apartheid. Figure (9) shows a drawing by the author of this study, whereby politically imposed Apartheid development during Apartheid before 1994 is indicated in blue and participatory development after 1994 during Democracy is indicated in red. The drawing was named 'Democratizing Apartheid Space'. Integrated development approaches have a severe impact on the soil of the land and have to, particularly in South Africa, transform the ground that has been contaminated by Apartheid history into a decontaminated democratized one. Langa Township was

affected by many participatory approaches in the last decade of democracy. The reason therefore was the self-formation of its people as mentioned earlier and required by Harrison (2003). This aspect was the first step towards trust and therefore the investment of funds within the Township by local government. Nyanga and Philippi Township do have a strong community structure as well and hold pilot projects in terms of integrated development planning and are therefore an area of further interest and the focus for this study.

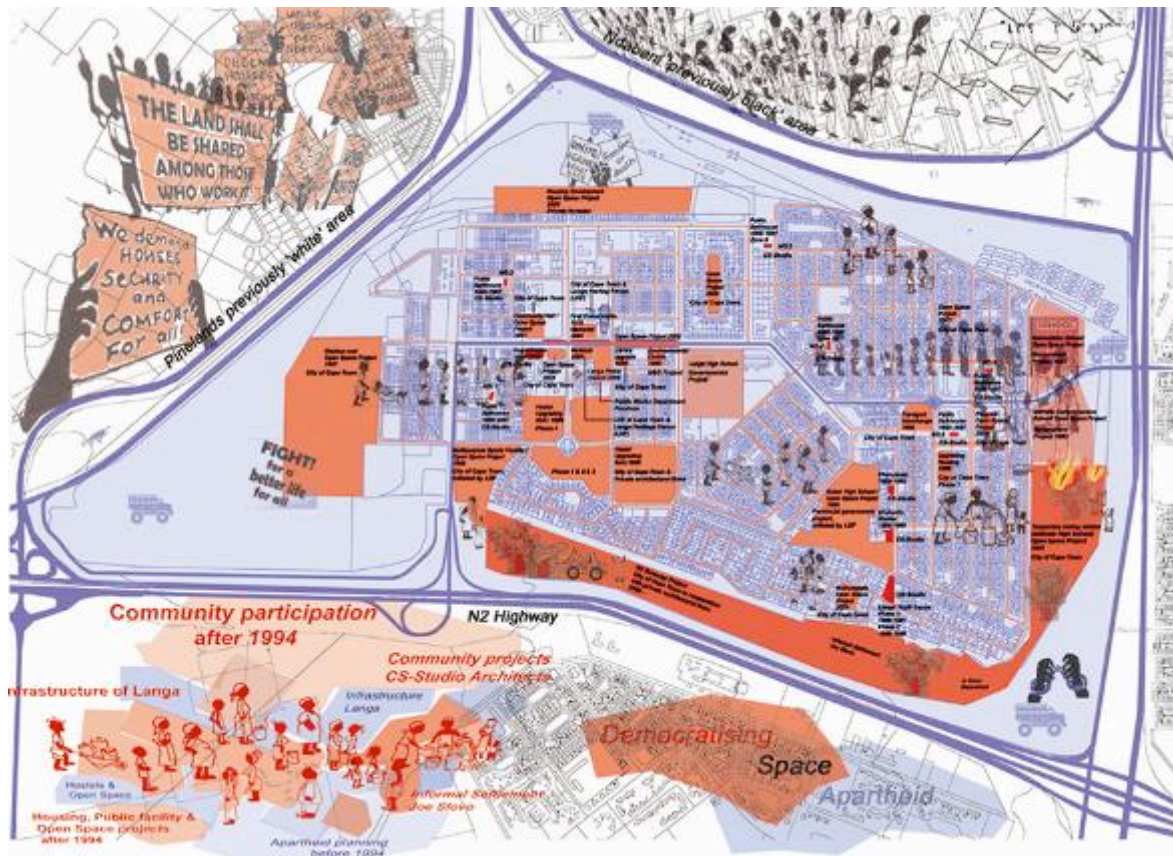


Figure (9), Map by author. 'Democratizing Apartheid Space'. Participatory development after 1994 in Langa Township.

### 2.3 Integrated spatial planning according to urban concepts

Pieterse (2003:129) refers to the concept of integration as an object of spatial planning. However, the Department of Housing (1997:13) suggests undoing the Apartheid city by focussing on:

- Linkage of the component parts of the city through high density activity corridors
- Township upgrading
- Urban infill
- Development and integration under Apartheid developed 'buffer zones'
- Inner city re-development



- Development and provision of adequate open spaces for recreational purposes
- Development of land reform programmes
- Enhancement and the diversification of urban functions
- Restoration and extension of infrastructural services
- Promotion of investment and economic activities
- Alleviation of environmental health hazards
- Inclusion of woman in the decision-making process

These regulations are an essential part of integrated development planning as it is understood and needed to redress the marks that were left by Apartheid. These issues with the exemption of the last aspect are all of spatial nature.

In reference to the compact city debate a major discourse has emerged amongst academics, government officials and other organizations on the local, national and international level during the Mbeki [South Africa's current president] era. The following discourse illuminates the major arguments and counterarguments for the application of the compact city approach in South African cities.

The compact city debate is a concept on urban development, next to the dual city, sustainable city, colonial city and the integrated city *etc.*, which is a belief by planners in capturing and spatially organizing the complexities, diversities and conflicting aspects that make cities today. Every concept has its unique characteristics and its strengths but is bound to its specific limitations as well. To elaborate all the above mentioned concepts and their applicability for the South African city, the integrated development debate would go far beyond the scope of this research and is not seen as being essential for the understanding of the study's argument. Generally of interest is that planners always tend to organize the complexity of city making (Masterplans *etc.*) to achieve sustainability but have often failed in doing so. Therefore, a paradigm shift is needed away from normative planning approaches, politically imposed, towards decentralized approaches, which if applied adequately have the potential to reflect the cultural diversity of the people within their urban environment. The following will reflect on the spatial applicability of the theoretical positions around the compact city debate of South African and Cape Town's urban integrated development discourse.

### **Match and mismatch with urban concepts**

Dissolving spatial urban fragmentation has been a major concern for planners in South African cities since the introduction of democracy in 1994. For many spatial planners dealing with the phenomenon of urban fragmentation was obvious; exactly the opposite

has to be done, which would be in spatial terms named as the process of compaction or urban integration. Watson (2002:142) refers to the compact city approach as having a spatial counter for almost every aspect of the former Apartheid city. This model was advocated by two very influential academics of the UCT, Dewar and Uytendogaardt in the 1980s. Watson goes even further and states that the avocations of the compact city approach could ... "thus promote an image of planners as politically enlightened and progressive professionals". In this regard, Harrison (2003:20) refers to the separation and ordering of land-uses in the past towards combating low-density sprawl and the integration of spatially separated areas. Versions of the compact city approach were 'smart growth', 'new urbanism' and 'transit orientated development'. On an international level, the focus of the compact city concept lies on environmental concerns on the national South African level the concern is mainly on the integration of dysfunctional urban space that was produced during Apartheid. The elements of the compact city approach are adopted and represented above by the principles of the Department of Housing (1997).

This study sees the application of the compact city model as far too vague and not enough to cope with the enormous complexity, diversity and diffuse power networks that are in place and govern the making of urban space on the Cape Flats. Harrison (2003:21) refers to the growing acceptance that normative or modernist planning approaches as imposed frameworks, technical rationality and *Masterplans* are unsuitable for the high demands of city planning. In other words, these approaches would provoke that all communities with their different cultural characteristics would be lumped together and be treated as they would have the same urban needs and cultural tradition. This understanding of integrated planning cannot cope with the current Township situation and it is no wonder that so many spatial implementations are not used, not accepted or even destroyed by the local communities on the Cape Flats and in Nyanga and Philippi in particular. In the author's point of view, one major reason therefore lies in the reservation of different race, class, educational level and professional position amongst the people of Cape Town. What must be the first step to tear down these walls? Be more precise must be the first step before any planning that is based on social interaction can take place. Friedmann (1973), Healey (1993) and Habermas (1998) are leading theorists in the field of communicative planning theories. These [theories] aim to build consensus after debate of the different concerns and planning dimensions.

But also in spatial terms, *hard* performance indicators, the compact city approach for the making of integrated urban space seems to fail. Oelofse (2003:103) concludes in his investigation of housing and development in the inner city of Johannesburg that the

compact city approach represents ... “the enforced integration and homogenisation of people in an attempt to achieve some notion of equality...”.

The works of certain academics in the 1980s hold some valuable lessons that are part of the political, spatial and socio-economic dimension of genuine integrated development planning. Dewar (1992:17) refers to the need of urban compaction through the increase of dwelling unit-densities. He goes on that the issues of higher densities are emotive ones in South Africa and that there has been very little urban tradition found in contrast to cities in Europe, the Middle East and Latin America. This argument shaped Cape Town and probably many other South African cities enormously. In the author's point of view it is time to step aside and reflect on the planning that has been done to date in Cape Town's many impoverished areas in particular. Many social housing initiatives, the DPP and the N2 gateway project partly or wholly failed. These projects are based on the conceptions that were created in the *post-modern excitement* of everything goes; finally we [the planners] are free to plan and create Post-Apartheid cities! But one aspect seems to have been forgotten; the people out there [on the Cape Flats] have an opinion, an own local culture and tradition that have not or hardly has been addressed through integrated development planning (IDP) so far. The reduction of integration and restructuring cannot, in the author's point of view, be reduced to the following three issues only. These were in Dewar's point (1992) of view, the integration of land uses, public transportation channels and the creation of places of work closer to the ones of residence. Finally, Dewar refers to positive performing public spaces that are the key for good environments even if the surrounding buildings, shacks, are qualitatively very low and don't meet any kind of building standards. If this last mentioned argument would be true than these previously planned and built public spaces, part of the DPP in Nyanga and Philippi Township would be used more than they are and would have a positive, upgrading impact on their impoverished surrounding shack areas. In the author's point of view none of the planners ever seem to have asked themselves the question if public space in an African context could be any different to a Western or European country context. This aspect seemed to have been forgotten or ignored in urban planning in Cape Town.

If there is no or very little urban tradition in Africa existent (Dewar, 1992), why are there traditional urban structures existent that worked for so long? The author assumes that these [urban structures] have been neglected in the delusion to built competitive cities after 1994. The global competitiveness of Cape Town as a whole can only occur if there is a strong statement of what truly urban South African is. Anything else would just blur the discourse on the various levels and the city of Cape Town's spatial representation. The

statement, urgently needed, must consider the weakest link in the chain (PDI); this is the only way of reflecting what truly African urban culture is. On a small scale it has already worked [Guga's Thebe Arts, Culture and Heritage Centre]. Figure (10) implies that it could work on an urban scale as well. The African village in Mali in the North-west of Africa represents a logic that derived of identical replications and individual basic paradigms that are related to movement, culture and logical practice of the people's everyday life. In this regard, Hassenpflug (2008:18) writing on urban codes of Chinese cities asks the question: "Can we read cities"? Strongly simplified, reading an urban code seems to require an overlay of Eco's (2002) architectural semiotics and the socio-cultural and historical characteristics of an urban place as *filter*. In combination with the acknowledgment that the *self* can distort the read urban code (different perception because of other offspring, culture, preconceived ideas etc.) a city can become legible. However, this theme is not the major focus of this study but has to be mentioned in terms of the author's suggestion to improve the planner's understanding of traditional *black* African urban space through the analysis of the underlying diagram (urban code). However, another question hereby is if these traditional settlement examples, which function according to their own logic, are of any relevance for the development of a 21<sup>st</sup> century metropolis as Cape Town. The idea of the author hereby would be to determine the places of origins and their urban environment of the local people of Nyanga and Philippi. By the analysis and application of the identified internal logic (code) of traditional urban African settlements, a new design approach could be generated that reflects the urban culture of the Xhosa people and creates a place of belonging. This might be a step towards *black* African urban culture and the reflection of its tradition in built urban form in Cape Town. Anyway, this study concentrates on the effectiveness of the IDP planning between 1999 and 2006 only, the development of adequate, culture-relevant urban design instruments and approaches may be part of a subsequent study.

In the author's point of view the combination of the three dimensions, socio-economic, political and spatial, are crucial in order to arrive at genuine integrated development planning for, and above all in collaboration with, Cape Town's people involved in the making of the DPP. The key hereby is the genuine participation of the community, bottom-up approach, in order to meet the urban needs of the community. Thus, the making of space becomes a reflection of the local culture in order to arrive at socio-economic sustainable solutions that are respected and cared for by the local community.

Todes (2003:110), Tomlinson (1997) and others argue that whatever the history of Townships might have been, there are many well established places, which give people a

sense of belonging. This argument is true for the previous research of the author where the question was asked if people would leave Langa Township and rather want to move to the inner city of Cape Town or elsewhere. Many times the question was answered that we [the interviewed *black* Township resident] had lived here for all our lives and that this place was home. For this very important argument, the tendency in strengthening the existing places that are located and already established in Township areas is a genuine one.

Integrated development should occur within and around the area, by the improvement of the infrastructure, facilities and services and through projects that create jobs and an income opportunity for the local residents. This approach *feels* so much warmer than a superimposed model of any kind, implanted like a doctrine from above. This study hopes to contribute to the discourse on socio-environmentally sensitive approaches, bottom-up, to counter the strategies that would rather be suitable for a regime than for a democratising society that is in the process to recover from its socio-political and spatial marks left by Apartheid. Because of the struggle, Dewar (1995:416) refers to the existence of sophisticated grass-roots organizations. It is time to give these people a voice; in order to achieve this, policy changes at the local government level are crucial to provide the space for communicative action amongst planners, community members and academics.



Figure (10), Source: World Wide Fund For Nature WWF. Bionik: Patente der Nature [translation] Biomimetic: Patents of nature. Aerial photograph of a settlement in Mali, North-west Africa.

## 2.4 Summary

It seems that individuals that operate on different educational and institutional levels accommodate an enormous impact on the minds they educate and consult. The intention is not to name these individuals personally, or to blame their approach, but it is clear that the above strategy, future plans and some spatial implementation under the framework of the DPP are not the product of the majority of the people in Cape Town, especially the community in Nyanga and Philippi. And this is *only* one but may be most important argument of this study. The author is not willing to agree to this educator's and planner's concept without being critical. Rather, in order to promote the idea of collective action and not individual one, as already required by Mandela (1994), the author is going to develop his own argument on genuine integrated development theory, besides critically reviewing the integrated approaches by the city of Cape Town in Nyanga and Philippi to date. Mandela's idea of collectiveness counts for the intellectual thought as well. It is not the individual's thought that matters in a democratic society; it is the collective one that is based on discursive thought. If the author looks at the plans the aspect of local urban culture is simply absent. Hassenpflug (15/07/2008) explained three principles of integration in this regard. Unhealthy approaches are firstly 'we' without 'me' and secondly 'me' without 'we'. Consequently, this defines what is healthy in terms of development, which is 'we' with 'me'. That would mean that the planning expert (individual - 'me') should integrate the community (collective - 'we') in order to achieve a healthy integrated development process.

The following chapter introduces the segregative planning conventions that built the Apartheid city Cape Town and the socio-political, cultural and spatial consequences for *black* and *white* South Africans in terms of their built environment.

### 3 Pre and during Apartheid before 1994 – Segregative planning generating Apartheid-City Cape Town

#### 3.1 Historical foundations for segregation in South Africa

Lemon (1991:1) refers to Davies (1981) who distinguishes between three major phases of urbanization in South Africa. Further, Hagemann's (2007) publication on the history of South Africa has been used for the elaboration of Davies's (1981) three major phases of urbanization in broader South Africa and the Cape Province in particular. The author identified key events within South Africa's history and particularly the ones that reasoned South Africa's race segregation. The following paragraph is therefore on the settlement history and the events that stimulated the movement towards a segregated society before and during Apartheid.

First, the settler-colonial period: *White* settlement of the Cape from 1652 until 1910.

After the conquest of Constantinople by the Ottoman Empire in the year 1453, the new Islamic power forced the European business people to give up the existing trading routes overland and to transport their spices and other trading articles via ship over the Atlantic and the Indian Ocean. The Cape of Good Hope is half way of this route and had therefore an important strategic function on the long way to East Asia. The Dutch were the first who landed on the Cape in 1652 and Jan van Riebeeck had the order of the Vereenigde Oostindische Compagnie VOC to establish a station for maintenance in the area of today's city centre of Cape Town. More and more settlers known as the *free burger*, Dutch, German and French people, who have been independent of the instruction of the VOC settled on the Cape. These *white* settlers formed an own African folk and became known as the *Africaander* or today's *Afrikaner*. Until the end of the 18<sup>th</sup> century, the settlement structure of Cape Town has been characterised by three focal points. The first one has been the voluntarily and forced cooperation between Europeans, Khoisans – stockbreeder who had settled in South Africa and the Cape Peninsula in the search of grassland – and slaves who were imported from East Africa, Madagascar and the West Indies. The second aspect has been that the *free burghers* moved to and lived on their farms in the South West of the Cape. The third aspect described the Voortrekker who have been farmers who searched for fertile land over the Hottentotts mountain ridge in the East of Cape Town up North to Natal, the Orange Free State and the Transvaal.

In the beginning of the 19<sup>th</sup> century the Europeans came in contact with the *black* tribes of South Africa. In the same time the *Mfecane*, an expression for forced displacement, took place that has been reasoned by the expansion of the Zulu domination in the year 1817 to

the mid 1840's. Scientists debate to date the reasons for the *Mfecane*; the literature shows two major reasons for its occurrence. First, the grasslands of the *black* Zulu became too short and second the *white* Voortrekker from the West pressurized the land of the Zulu by moving and settling in their territory.

Simultaneously to the transformation of the *black* tribes in the East, North and middle of South Africa the circumstances of the VOC colony of the Dutch at the Cape changed. It fell in the hand of the British after they have landed on the Cape and forced the Dutch to hand over their forts to the British crown. This has been the beginning of the British hegemony in the year 1806 of the Cape area and later over whole South Africa. In the beginning the British were interested to control the Cape because of the same reasons as for the Dutch, being an important strategic point of the seaway to India. This territorial entitlement changed in the following years and led to the British dominance in the whole country. Between 1778 and 1878 nine frontier wars were held amongst the British settlers and the Xhosa speaking *blacks*, which subjected the latter. Additionally, superstition amongst the Xhosa people ended in a hunger catastrophe in the year 1857 (Hagemann, 2007:39). A female member, named Nongquawuse, of the Xhosa had the vision that the '*Whites* would be forced into the sea' (Nelson Mandela extensively used this expression in his '*Long walk to freedom*' when it came to the treatment of the *whites* by *blacks* after the abolishment of Apartheid) if the Xhosa would kill all their cattle and their nourishment reserves. The vision continued that the dead *whites* would resurrect and the world would be in order again. This vision, affirmed by King Sarhili at the time, caused a catastrophic result for the population of the Xhosa as 90% of them followed the instruction and nearly one third of the population died of hunger. The local governments have used this fact and Europeans; mainly Germans populated the depopulated areas. In the 19<sup>th</sup> century the independency of the *blacks* came to an end whereas the consolidation of the *white* hegemony took place.

In Natal in 1842, the British brought the Voortrekkers to their knees and established an autonomic district of the Cape Province in 1845. Theophilus Shepstone, the '*Diplomatic Agent to the Native Tribes*' tried to establish an early form of racial segregation in the area by giving the *blacks* '*Locations*' and to detract them from Western civilization influences but to keep them as working labour for the *white* farms. The strategic action of Shepstone in terms of race segregation has been groundbreaking for South Africa's latter Apartheid system. A similar phenomenon occurred in Kimberly from the 1870s onwards, which attracted more than 50.000 *blacks*. Only a small amount of highly skilled *white* and a very large amount of hardly skilled *black* people lived in close proximity next to each other. In



order to prevent illegal trading with diamonds, *black* workers had to live in bolted settlements of unhygienic and unsocial nature.

Amongst the *white* Afrikaner a Nationalism and disrespect grew against the *white* British population. First, this has been reasoned through the circumstances in 1868 whereby the Basotho king named Moshoeshoe asked the British for help against the Afrikaner invasion in the search of more grassland. The British supported the *blacks* in this regard and were called as *Kaffirboeties*, friends of the *blacks*, by the Afrikaners. In the area of today's Orange Free State the Afrikaners converted the previous, by the British controlled 'Orange River Sovereignty' into their own state by forcing the British to withdraw of the conflict around the territory of the western Drakensberg area. In 1870 diamonds were found near the Vaal River and these should have belonged to the Free State. The area was given to a Khoikhoi who wanted to become British citizenship, which has been given to him immediately. Through this trick, the diamonds fell in the hands of the British, which reinforced the hate of the Afrikaner against the British.

However, the British were more and more afflicted by armed hostilities. Significant in this regard has been the first Boer War between 1879 and 1881 under the leadership of Paul Krueger, where the Afrikaner vanquished the British. The second Boer War, between 1899 and 1902 has been reasoned because of provocative actions of the Afrikaners and the British around the gold deposits in the area of Witwatersrand. The British affirmed themselves in the second Boer War against the Afrikaners and over 28.000 woman and children died in the British camps, which they named *concentration camps* (Hagemann, 2007:53). This increased the raising hate amongst the Afrikaners against the British ascendancy. Even if the hate was raised against the British and to a lesser degree against the *blacks*, it laid the ideological foundation for the latter radical racial segregation politic of the Apartheid system. In other words, the battle for independency from the British reinforced the Afrikaner's self-confidence and their identity as a group (Hagemann, 2007:55).

However, the British decided to postpone the clarification of power in South Africa and on the other hand allied with the previous enemy the Afrikaners and came to the conclusion that they would need to clarify the 'Native Question'. An essential part of that question has been the right to vote for non-*whites*. The creation of the South African Union as part of the British empire has been accompanied by the establishment of the South African Act of May 31<sup>st</sup> 1910, which limited (Cape province) or prohibited (Republics of the Afrikaner) the voting rights of *coloured* and *black* people.

Second, the Natives Urban Areas Act of 1923: Conscious nationwide pursuit of urban segregation.

In 1923 the Native Urban Areas Act empowered municipalities to provide land for African locations, later named as homelands. This Act was not imposed on municipalities but was rather a possibility given to them; the Act was immediately employed by Johannesburg, Kimberly and Bloemfontein (Lemon, 1991:5). Further, it was of pioneering nature in terms of segregation as it embodied central principles of ethnical urban segregation. It has been passed by Jan Smuts, leader of the South African Party SAP and legislated that South African cities were reserved for *whites* and *blacks* had the right to stopover only. The Native Lands Act of 1913 has been the precursor of the Act of 1923, which regulated that *blacks* were allowed to own land in areas that have been declared as reservoirs by *whites*. In the other way around, no *white* person has been allowed to own land in these areas. This meant that only seven percent of South Africa's land has been reserved for *blacks*, who made up a percentage of 70 percent of the overall population. Another discrimination towards any race member under the government of Barry Hertzog has been the Immorality Act of 1927, which prosecuted the ones that had interracial sex.

However, a vast issue has been the economic depression after the First World War. In 1907 many poor *white* Afrikaner started to work in the mines of Witwatersrand and moved into South African cities in the search of work. It has been estimated that every sixth *white* has been poor. Significant in this regard has been that these people did not want to be treated at the same level as the *blacks*. The impoverished *whites* have been prone to anti-British and anti-Semitism and insisted as no other racial group on their privileges in opposition to the *blacks*. In the 1940s the population density of the *blacks* rose in an alarming way for the *whites* as many of them had to serve at the Second World War. Many *whites* saw an intimidation in this movement and feared their *white* privileges. This enabled the alliance of the National Party under Daniel Malan and the Afrikaner Party of N.C. Havenga to win the election on the 26<sup>th</sup> of May 1948.

In 1937 the Native Laws Amendment Act was employed to provide systematic influx control of African working labour. In detail this meant that Africans were allowed to stay in cities to a maximum of 14 days to find work. This regulation and the inhumanity of passing laws were strongly criticized by the Fagan Commission. On the other hand *whites* were alarmed by the rapid growth of urbanizing Africans in South African cities, which played a significant role in the successful elections of the National Party in 1948, who argued for the control of the *swart gevaar*, the *black danger* (Lemon, 1991:6). Furthermore, some of the *whites* have been active in the underground organization named as the Afrikaner

Broederbond (Afrikaner Brotherhood), an exclusively male organization founded in 1918, which aimed for the advancement of the Afrikaner's interests by committing to an ideology of separatism. According to Smuts, this organization has been of fascist nature and understood itself to form the Jong Zuid Africa (Young South Africa).

Third, the Urban areas Act of 1950: Urban Apartheid of different race groups until 1979, which marked the emergence of the Apartheid city.

This Act is explained later in this study.

However, Davies (1981) illustrated in Landrè (1988: 27) distinguishes between two models of the Segregation and the Apartheid city. The Segregation city is comparable with the character of colonised cities rather than to Western cities and typifies characteristics of developed and developing countries. Major characteristics of the South African segregated city are (Figure 14):

- Pragmatic spatial structure in accordance to different population groups
- Segregation is highly developed
- Not consciously built to a comprehensive social design
- Permission of a degree of flexibility in accommodating different social groups
- Incomplete and tolerant political control over space relations of different race and class groups

In Cape Town, compared to other South African cities at least one third of its inhabitants were living in mixed areas. This resulted in the informal penetration of *non-whites* and an increased segregation of different race groups and later gave the reason to be formalised into the Apartheid system. Government also justified the formalisation of segregation by the population group's claim to protect everyone's goods especially the ones of the wealthier groups, *whites*, from the poorer groups, *coloureds* and *blacks*. Another reason to justify segregation amongst different race groups was the one that *whites* feared the spread of contagious diseases. This put pressure on the municipalities to sort out mainly Africans and separate them from other race groups into their own settlements. To the disadvantage of Africans these settlements were founded close to sewage farms and refuse dumps. Not surprisingly this led to the spread of tuberculosis and also reasoned the influenza epidemic in 1918. The Tuberculosis and HIV-Aids epidemic remain until today in mainly *black* South African settlements and are of huge scale in these areas.

Before the legally imposed Apartheid system came into place in 1948, the model by Davies (1989) on the Segregation city gives a sufficient theoretical insight of how cities after colonisation and before Apartheid were constructed (Figure 11). The segregated city

contains a *white* central business district and includes a small Indian CBD. *Coloureds* were not able to inhabit a central business district and Africans were denied to do so. African housing or barracks were often located very narrowly or within industrial areas. This had the advantage of having the main work force, *blacks*, of the country in the industrial areas of each city. Notably this model includes a mixing area for *whites* and *coloureds*. District Six in Cape Town would fall under this category; it was cleared through the forced removal of its inhabitants under the Group Areas Act, consolidating the previous Act (Act 41 of 1950) and other legislation regarding separate development into the (Act 66) in 1966 during Apartheid.

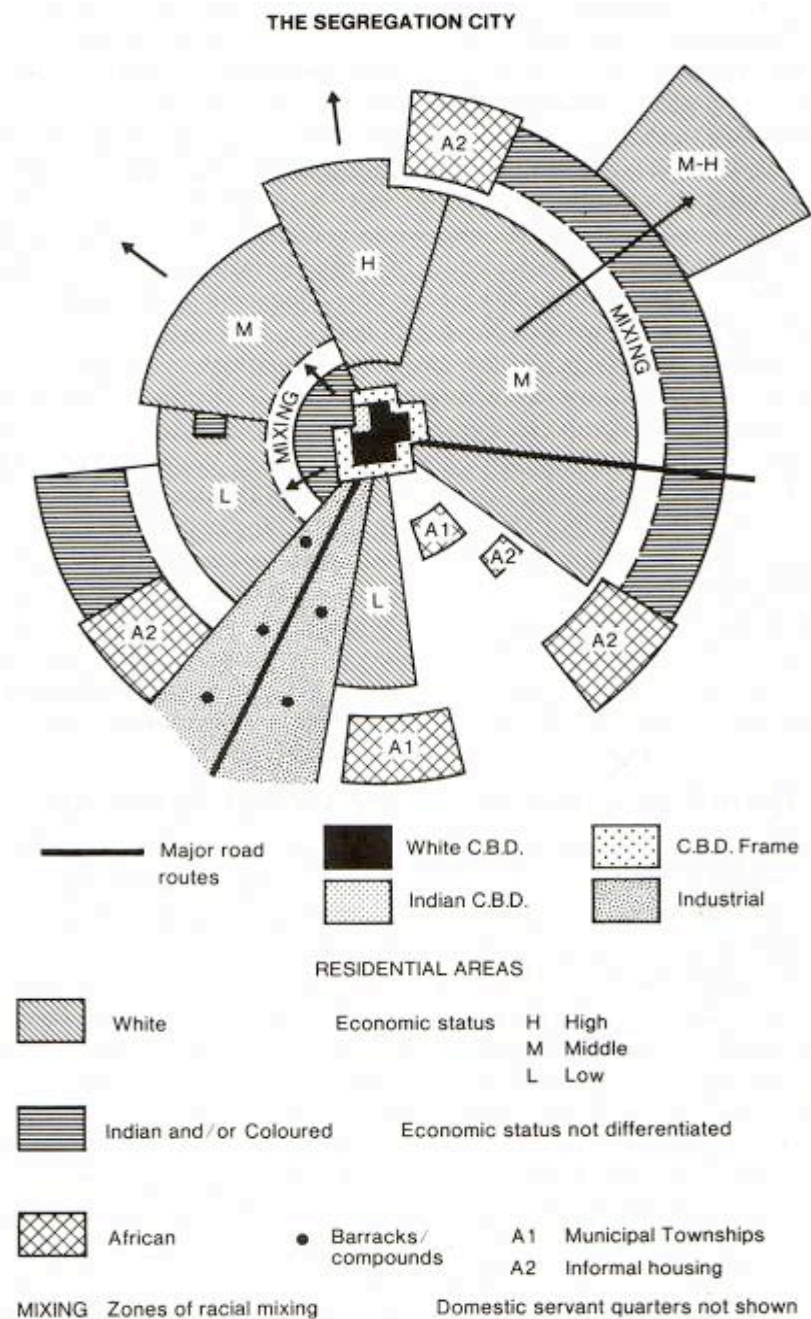


Figure (11), Source: Lemon, A. 1991. 'The Segregation City'. In *Homes Apart: South Africa's Segregated Cities*, edited by Lemon.

### 3.1.1 Pre-Apartheid-urbanization in South Africa and Cape Town

Surprisingly a definition of the term urbanization was difficult to identify in the consulted literature. So, it is even more necessary to elaborate the meaning of this term for this study.

Urbanization in its traditional use exhibits a concentration of human activities and settlements around the downtown area of a city. The shift of a residential area outwards of the city centre is named suburbanization. In cities that were not designed under the aspect of creating a segregated society, as it has been the case in South African cities, suburbanization had to form new points of concentration outside of downtown. It is also named exurbia, edge city, network city or the post-modern city. This can lead to a network of poly-centric nature and is considered by some researchers as an emerging pattern of urbanization.

However, it is necessary to differentiate between the urbanization process in South Africa before, during and after Apartheid. This paragraph will give a history of the urbanization process on a national level and on the local Cape Town level in particular and the manifestation of *black* and *white* settlements in its built environment. This research does mainly focus on *black* urbanization issues as the author of this study argues that this population group has been and still is the most disadvantaged in the country, even after more than one decade of democracy aiming at the holistic improvement of the living conditions of South Africa's poorest groups.

In order to introduce the reader to Cape Town's physical environment the satellite image below illustrates the main settlement areas of the Cape peninsula. Hereby it has to be noted that the image is not north orientated. On the far right of the map there is Cape Point, which divides False Bay from Table Bay. To name a few, the western areas of Table Mountain from Table Bay to Cape Point are Sea Point, Fresnaye and Clifton. On the northern side of Table Mountain are the central areas as the city bowl and Gardens. On the eastern side of Table Mountain are Mowbray, Rondebosch, Newlands and Bishopscourt (Figure 12).

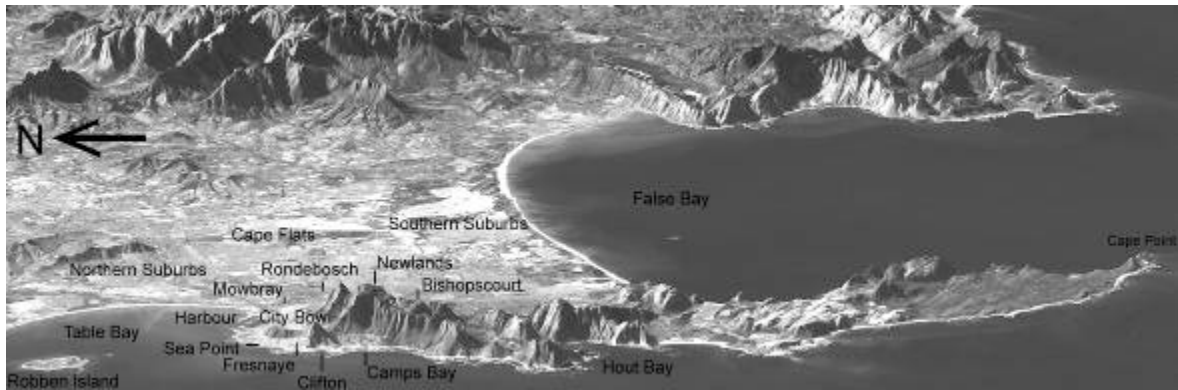


Figure (12), Satellite image of the Cape peninsula annotated by author, Source: <http://commons.wikimedia.org/wiki/>. Image shows Cape Town's residential patterns.

The study is concerned with the eastern parts of Table Mountain, the outskirts of the city. In these areas, also known as the Cape Flats most of Cape Town's Townships are located. These settlements [Townships] emerged in the beginning of the 20<sup>th</sup> century in South Africa and in Cape Town in particular. Langa Township is one of the oldest Townships in South Africa and exemplifies a symbol in built form for settlements for the *black* working labourer, who came to Cape Town and to other South African cities to find work. Figure (13) below indicates the northern suburbs that are located to the right of the main railway, the *Cape Flats* in-between the main railway and Settlers Way and the southern suburbs that are above Settlers Way.

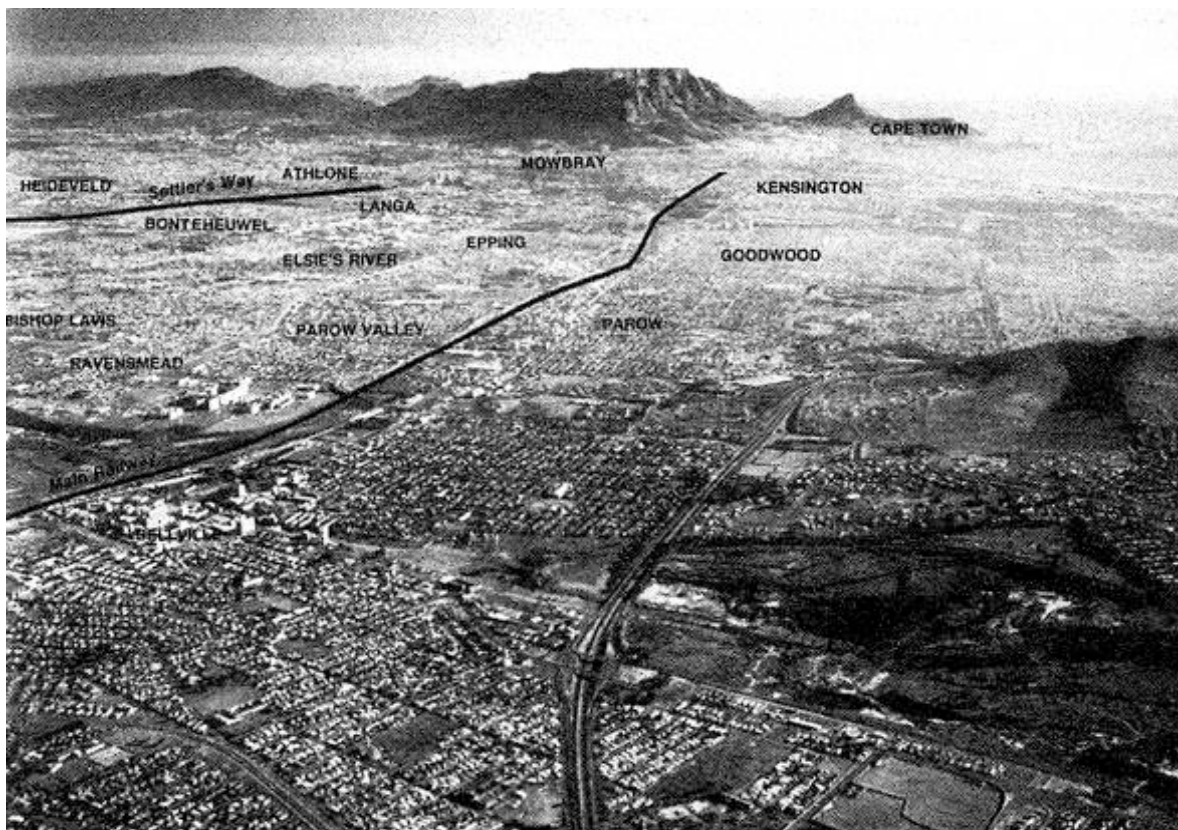


Figure (13), Source: Western (1996:253) Outcast Cape Town. The Cape from the East. Map identifies the location of the Southern suburbs, the Cape Flats and the northern suburbs.

African urbanization rose constantly of 12 to 13 percent from the second half of the nineteenth century to the first two decades of the twentieth century from 336.800 to 587.200 people (Shannon, 1937) in Lemon (1991: 3). Between 1914 and 1921 the South African population within cities grew of about 57 percent with a high number of males that worked mainly in the mines as migrant labourers. The *white* population was urbanized to a degree of 55 percent and amounts up to 847.400 people, which is 30 percent higher than the number of the urbanized *black* population.

Before the author elaborates the urbanization process of the different races in broader Cape Town during Apartheid, it seems to be essential for the reader's understanding to briefly introduce the early urbanization procedures and quantitative data in terms the settlement of different race in Cape Town. Thus, again Western (1996:34) clearly visualizes on the neighbourhood locations of the different race groups in the year 1936 (Figure 14). The residential patterns that emerged in 1936 were defined by wealth and the purchasing power of the individual. European settlers mainly bought private plots in the western, central city bowl- and central eastern parts of Table Mountain. These areas are characterised by low density and beautiful sea views. The main belt of settlement in Cape Town was along the railway line that brought revolutionizing transportation to the Cape. Cape Town was not meant to become a city at all. This finally changed after the diamond fields were found in 1867 and the gold fields in 1886 were discovered. After the construction of the Cape docks in 1870 a rapid industrialization took place.

*Black* and *coloured* citizens settled mostly along the railway line close to the industrial areas in high-density working-class housing. Most of them were too poor to afford their own property and the people had to live in extreme overcrowded conditions.

Since 1865 *whites* had outnumbered *blacks*. This had to do with poverty and a lack of sanitation, which led to a high number of infant mortality and epidemics amongst the *black* population (Western, 1996:48). In the year 1975 the number of *whites*, 253.570 in the Cape area was 2, 5 times higher than the number of *blacks*, this was 100.530. *Coloureds*, including Indians and Chinese, were counted with 488.470 people, leading the different population groups.

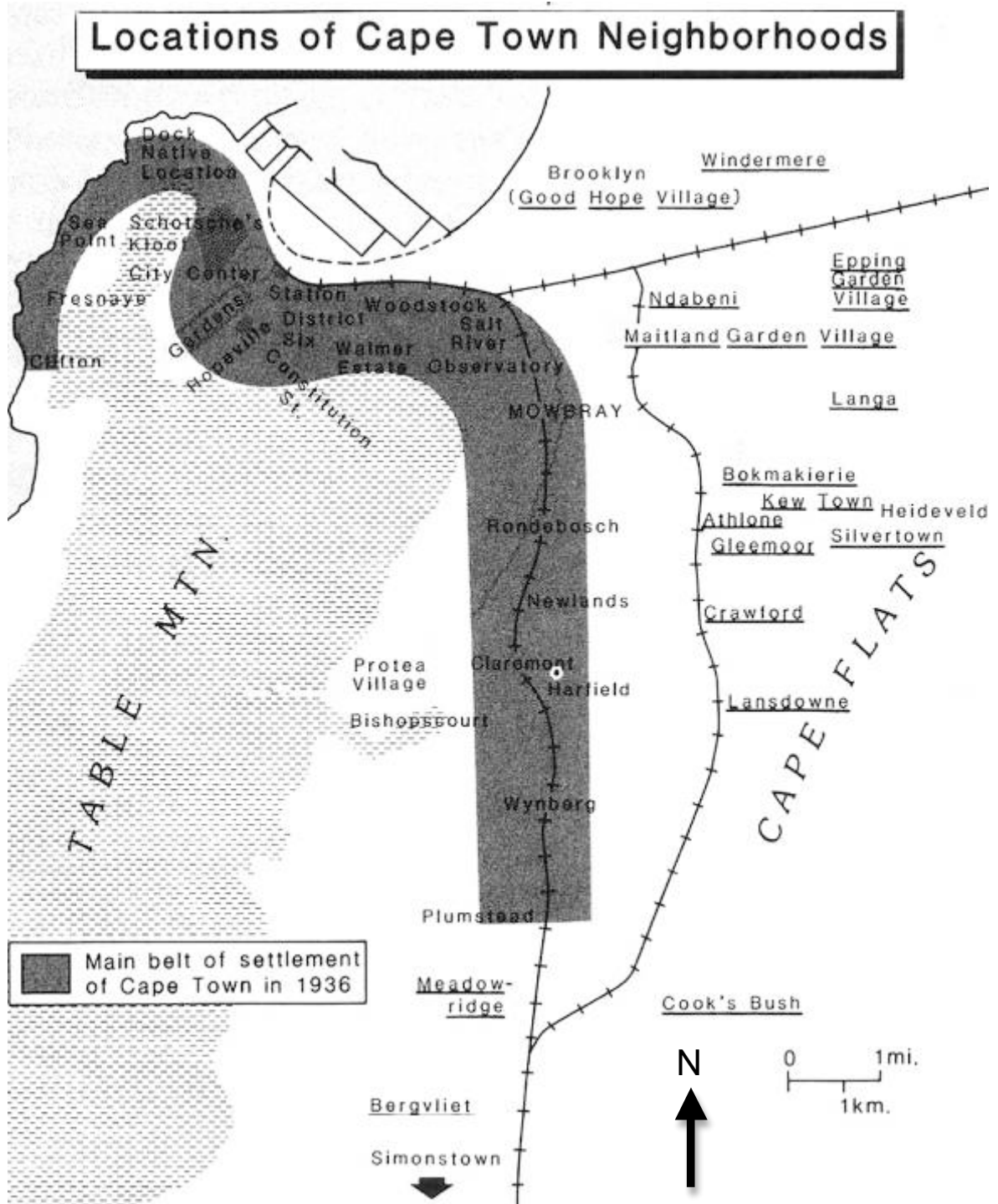


Figure (14), Source: Western (1996) Main belt of *white* settlement of Cape Town in 1936. Location of Cape Town neighbourhoods.



### 3.1.2 Physical manifestation of the informal segregation in Cape Town

Another map by Western (1996:50) concerned with the population density according to each ethnic group indicates that European areas had the lowest density numbers per acre and *black*, *coloured* and Malay areas inhabited much higher population densities. To put this into numbers, European areas had a density of zero to a maximum of 50 persons per acre. That means in particular that the sizes of plots for European groups were, and still are much larger than the ones for any other ethnical group. This phenomenon remains until today in Cape Town and many other South African cities. Cape Malays looked at a population density of 100 to 200 persons per acre, similar as *coloureds* whose population density was slightly higher than the one of the Cape Malays. *Black* residents faced the highest population density number of over 200 persons per acre and even more. In order to explain this phenomenon the study by Western (1996:35) refers to the way plots of land were distributed to different ethnic groups. In Cape Town, in contrast to the Transvaal or the Orange Free State, urban growth was not distributed because of legislated segregation; it was rather sold to people who presented the highest amount of money for the plots of land with high virtue. Western refers to a statement by Marais (1939:257) who writes that the segregation of *blacks*, *coloureds* and Europeans happened quite naturally before the beginning of Apartheid in 1948. In the view of the author of this study the fact that one ethnic or racial group tends to live with the same ethnic or racial group is a phenomenon that can be found worldwide in any other city until today. Castells (1983) defines these social movements and their re-formation in urban environments as *community building*.

It wasn't the case that the ethnical areas in figure (15) remained without change. *Whites* were moving up the socio-economic ladder whereas *blacks* and *coloureds* were hindered to do so. This was reasoned in the government's civilised labour policy that supported the *whites* to find apprenticeships and job opportunities and disadvantaged all *non-whites*. In the western part of Table Mountain therefore the number of Europeans increased. This is also true for the upper city bowl of Cape Town and the eastern areas on the upper slopes of Table Mountain. Non-Europeans also settled in these areas. In the lower CBD district the number of Europeans decreased. Eye-catching on the map by Western (1996:53) is the increase of the Non-Europeans on the lower North-eastern parts of the city bowl. These areas remain until today as crime and poverty stricken and are mainly industrial land today. The already announced District Six was located there.

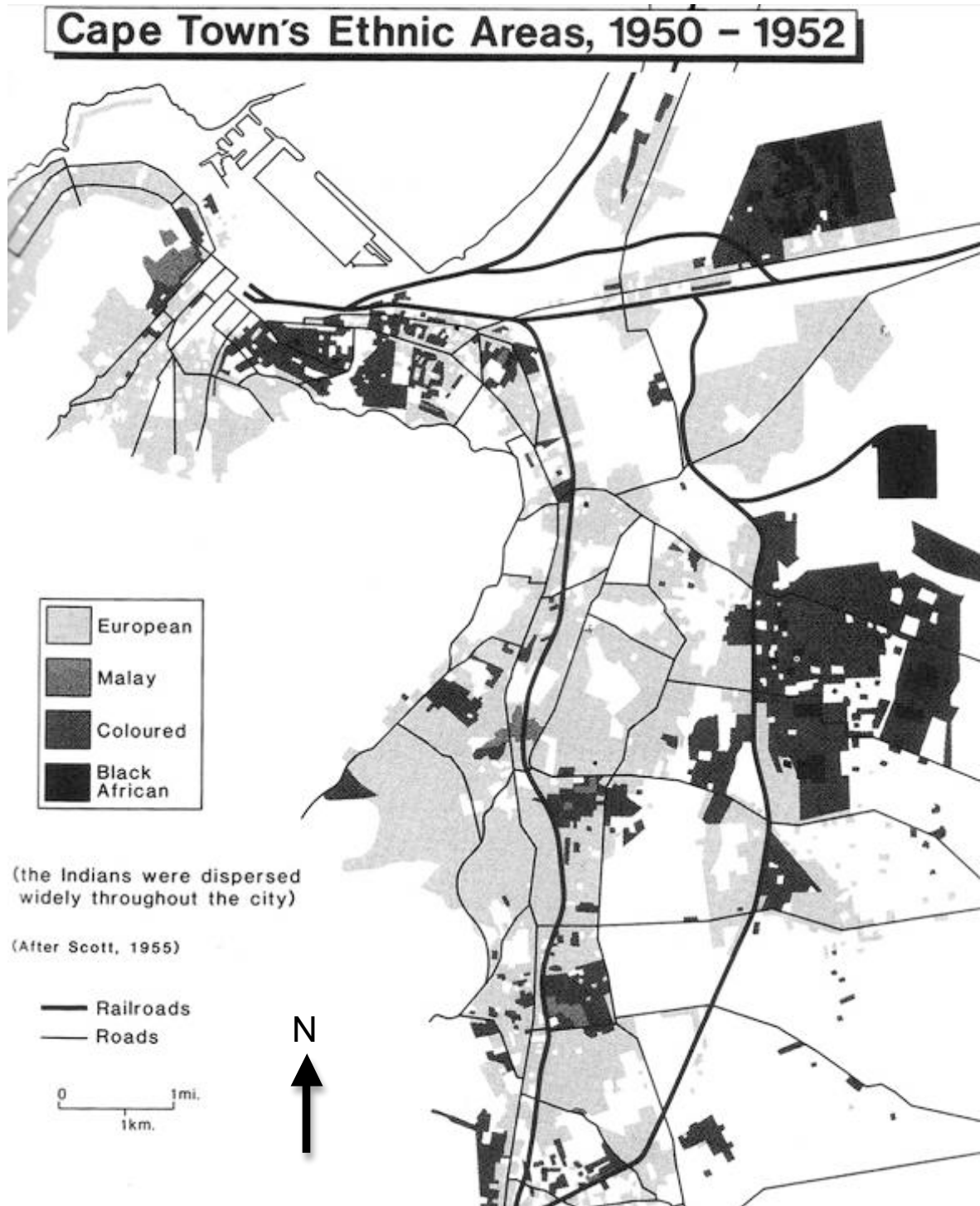


Figure (15), Source: Western (1996) Cape Town's ethnic areas, 1950-1952. Cape Town before Apartheid.

### 3.2 Urban manifestation of the ideology of modernism

However, in most of the last century spatial planning in South Africa was shaped by two ideologies: The fundamental principles of modernism and the Apartheid ideology. Dewar (2003: 2) refers to a time period between the 1930's and 1995 where the ideology of modernism and Apartheid moulded the development of Cape Town and other cities in South Africa. In 1933 the international congress of modern architecture in Athens led to entrench the precepts of modernism into town planning (worldwide and also) in South Africa. The following paragraph firstly elaborates Dewar's interpretation of the modernist movement and secondly identifies the match and mismatch of the Apartheid ideology with modernist principles.

#### **Paradigm, spatial principles and consequences**

The introduction of the modernist movement in South Africa brought radical change into the idea of traditional ways of settlement making. Planners were convinced to have found the key to the way of creating *good urban life* (Figure 16). Consequently, they declined the centuries of traditions of settlement-making and orientated themselves towards new ideas of conception. These were:

- Promotion and implementation of the single free standing dwelling even for the lowest income groups
- Emphasis on the separation of major activities of life as live, work, play and movement to avoid *conflict*
- Rational comprehensive approach to settlement-making, where the planning mainly considers *parts* of the *whole* but not the *holistic* by using a development framework
- Neighbourhood units that inhabit their own community facilities, which are not integrated into the broader urban system but linked by movement infrastructure only
- Technological advancement as key to inhibit social and physical exclusion through the use of the private vehicle, not considering the high level of poverty that prevents the majority of South Africans to own a car
- Freeways that create barriers in the landscape and hinder the access of one community to the other, leading to the creation of introverted shopping malls and theme parks



Figure (16), Source: Urban Design Branch (2003). Programme Review Report: 'Creating a dignified City for all'.

### **3.3 Apartheid ideology in South Africa: Match and mismatch with modernist principles**

As already mentioned, before the Apartheid system came into place, an informal segregation of different races had occurred in South African cities. Hereby it is important to state that not only many *whites* or *Afrikaners* saw *black* and *coloured* people as parasitical but that these feelings were also raised against the Indian population. Indians were involved in commercial activity and were therefore not exempted of community dislocation and disruption activity (Lemon, 1991:13).

The phenomenon of the Apartheid city is unique to South Africa. Nevertheless, Lemon (1991:1) describes the reorganization activity in South African cities as the highest in the

world. However, Lemon refers to Christopher (1983) who traces the emergence of the Apartheid city back to the thirteenth century to the English colonial period. Until the 1950's South African cities can be viewed in the context of colonial cities. Several researchers, (Davies, 1976; Western, 1984) write about similarities between Nairobi and other South African cities. Even others have found parallels of Apartheid town planning not only by the British but also in cities that were colonised by the French and the Belgians.

Still, the legislated form of suppression named Apartheid in South Africa cumulated between 1948 and 1994 and lead to urban sprawl, fragmentation and separation of South African settlement areas (Dewar, 2003: 1). There were two major Acts in terms of reaching racial segregation in order to produce distinctive Apartheid cities. The Group Areas Act of 1950 and the one (its successor) of 1966 has been the cornerstone to Apartheid. Mr. P. W. Botha, the former President of South Africa, was a gazed advocate of these Acts, which he adhered until his end of his presidency in 1989.

South Africa's former Apartheid system was an extremely closed and bureaucracy driven institution. Decisions concerning design were made by the *whites* in a *top-bottom* process and did not allow *black* people for participating in the making of their own built environment. Legislated forced removals in terms of Apartheid's ideology set the disenfranchised *black* people apart from the *white* cities and led them into extreme poverty.

This had a vast impact on the infrastructure and the built environment of South African cities. The result for its urban spaces was the unequal development of adequate environmental living conditions for the *black* population. Therefore extremely rich *white* housing areas emerged next to *black* impoverished Townships, still perceived by some as the image of most of South African cities. Furthermore, the participation of the *black* population in the local government decision-making process on development was non-existent (Houston, 2001:208).

### **3.3.1 Introduction of radical urban reorganization policies**

The election of the National party in 1948, proposing the ideology of Apartheid legalised the division of race and the distribution of unequal political rights amongst the *black* and *white* population in South Africa and its cities (Western, 2002: 712).

In 1948 the new government took control over South Africa. The rapid urbanization did put very high pressure on the existing urban systems. This fact made it easy for

segregationists to justify a strictly controlled socio-spatial structure and the consequent territorial separation of different population groups. Again, the principal instrument in building the Apartheid city was the Group Areas Act of 1950. The making of the Apartheid city is characterized by:

- Extensive resettlement of urban populations
- Slum clearance
- Establishment of housing schemes to speed up socio-spatial resettlement
- Removal of ethnic groups previously living in the older residential areas of the cities onto the periphery

The socio-physical and ethnical fragmentation in South African settlements is also reasoned in the Group Areas Act of 1966 (Act 66), which introduced the concept of racial zoning. It has obtained as criminal offence for individuals belonging to a specific race group to live in an area that was declared for another race group. That meant that no *black* South African was allowed to live or own land in an area that was reserved for *white* South Africans or European settlers. The political governed spatial planning ideology of Apartheid organised forced removals of *non-white* race groups away from as *white* declared settlement areas (Figure 17). This ideology of systematic racial separation included the foundation of Townships, settlement areas for *black* South Africans. The former *white* regime governed any infrastructural settlement planning and focussed on planning decisions that controlled, oppressed and disfranchised the *black* population within their assigned urban areas (Anderson, *et al.*, 2003: 18). This authoritarian planning process, *top-bottom*, excluded any participation of *non-white* South Africans. The most discussed example in Cape Town for inner-city exclusion according to Apartheid policy is the District Six, which was declared as a *white* area with the introduction of the Group Areas Act 1966 (Act 66). It contained the forced removal of 60.000 *coloured* South Africans and the complete demolition of the area (District Six Museum, 1995).

Yet, the major difference between the segregated and the Apartheid city was that the formation of the segregated or respectively colonised image of the city did not occur with such a rigorous design consciousness as the planning of the Apartheid city did. In South African cities *black* citizens were seen as an intimidation by the *whites* (Pinnock, 1989:150). The formation of the Apartheid city under the Group Areas Acts in the 1950s was the consciously organized reformation of the cities through resettlement of different social, ethnical, religious and racial groups and did not allow, in contrast to the segregated city, for any exception or flexibility. These Group Area Acts resulted in extensive resettlement of urban populations and achieved major socio-spatial resettlement in a short

period of time. This formed a concentration of population groups with common racial characteristics (Landrè 1988: 27). The re-formation in Cape Town in form of forced removals under Apartheid caused a vast number of resettlement of different ethnical groups. These groups, which mainly lived in the city's older areas, were sent to live on the outskirts of Cape Town.

The resettlement of social groups also formed Townships that were formal settlements, planned and laid out, in contrast to the model of the segregated city, by the former *white* authorities in South African cities. These Townships were established under various Native (Urban Area) Acts. Even before 1948, under the first Act in 1923, Langa, South Africa's oldest *black* Township was established in Cape Town. The purpose of these Acts lay in the legalized separation of *black* from *white* South Africans and control access and residential space for *blacks* in the development of urban areas. Townships were located far away from the *white* cities into areas with strong boundaries such as rivers, railways and highways, which did physically support the control of these particular areas. Landre (1988:25) explains the phenomenon of segregation in any society: "The segregation process is clearly visible in space and emphasises the place of minority groups – that is, groups which differ from the dominant group in respect of the characteristics..." as socio-economic status, race, language and culture. Consequently in South Africa, Townships were designed to accommodate the politically powerless *black* working class that was expected to work for the *whites* but had to live hidden away from the *white* cities (Anderson, *et al.*, 2003: 16). For the *black* citizens these Townships meant living in a trap because of being so far away from the city centre. Poverty, the non-affordability of motorized transport imprisoned them and kept them isolated on the periphery (Pinnock, 1989:159). In short, the planning conventions in South Africa deprived the *black* community and privileged the *white* one.

Pinnock (1989:150) stated that planners, converting Apartheid's ideology into built form saw themselves as sanitary engineers facing an epidemic. The way the ideology of Apartheid in South Africa had an impact on the planners and their product is a linear one driven by hierarchical notion. The idea of Apartheid shaped the planner's thoughts and those were put onto plans and these plans were conducted and have led to the current physical environment of South African cities and Cape Town in particular.

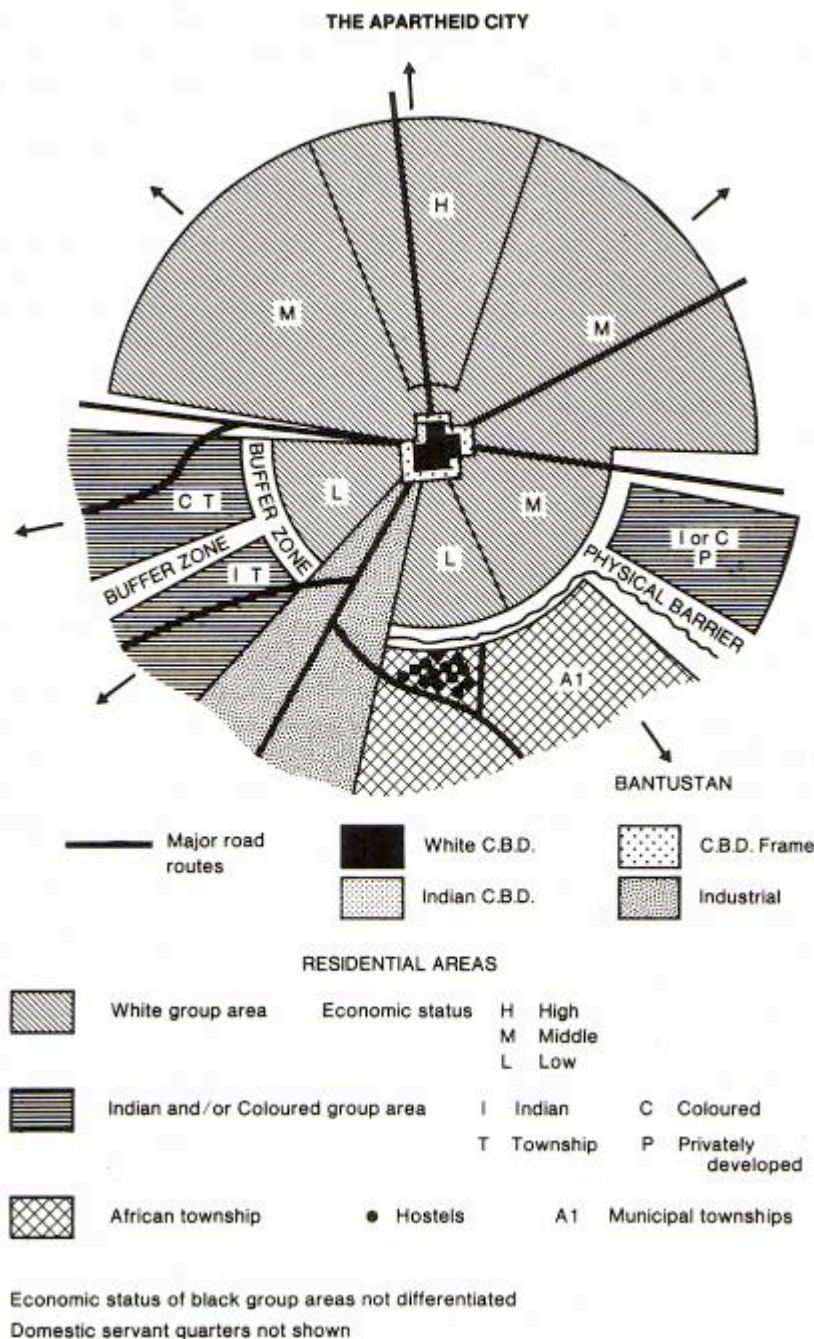


Figure (17), Source: Lemon, A. 1991. 'The Apartheid City'. In *Homes Apart: South Africa's Segregated Cities*, edited by Lemon.

One major aspect of Apartheid's planning policy was the one of clearance. *Black* citizens were not allowed to inhabit the city centre. Therefore, areas as District Six, the Malay Quarter and Dock areas of Cape Town were cleared under the Apartheid era at different time periods. Cape Town's Apartheid planners were influenced by Le Corbusier's proposals of the re-development and reorganization of the city's centre and its surrounding areas. There is no doubt that Le Corbusier's radical idea in terms of re-organization of city centres were of a fascist nature (Pinnock, 1989:156). South African



planners during Apartheid justified the clearance of these particular areas, the historical parts of the city centre of Cape Town in particular, with statements given by Le Corbusier. His proposed radical methods called for the clearance of the ground via *surgical* methods. This plan was followed by the reorganization of the urban fabric, which led to the manifestation of the spirit of a *new age* under the Apartheid era. Not only planning concerned with city centres is important for Le Corbusier but he also talks on the role of the suburb for the city. There are three aspects being essential for a balanced urban environment. These are economic forces, administrative control and social security. The greatest danger for these aspects and therefore the city's balance is the crime and violence caused by the individual. Mostly these people are living in suburbs, which Pinnock (1989:154) describes as "...scum chumming against the walls of the city". Hence, Le Corbusier appealed to city administrative planners to plan the suburbs carefully, in this case the Townships in South Africa, in order to prevent unbalance in the urban environment. His statement appealed not only to city planning conventions, but initiated the idea of excluding the by poverty affected individual away from the city centre to prevent an unbalancing on the city's equilibrium. This means excluding these individuals to their *appropriate* form of living. In the case of South African cities, Pinnock (1989:150) talks about an epidemic against which the engineers fought whereas Foucault (1977:195), the French philosopher writing on *panopticism* in historic cities of France, names this as a plague that requires its appropriate political control and given space.

A cornerstone of the future of Apartheid planning was the town planning congress of 1938 in Johannesburg, where Norman Hanson, a South African architect, refers to Le Corbusier's achievement in creative city planning thoughts and points out that these principles for South African city planning are taken as "...line to attack." Finally, it can be concluded that Cape Town's physical environment nowadays also reflects a built manifestation of Le Corbusier's radical city planning ideology, adopted, supported and conducted by the planning mind of the manipulated individual that was driven by the former social forces that caused the ideology of Apartheid (Ullmann, 2005:15). The result for Cape Town was that it became one of the most racially and economically divided cities of South Africa (Rasool, 2000:47).

### **3.3.2 Paradigm and spatial principles**

There were two major arguments used to endorse the segregation of races through the Urban Group Areas Act of 1950. The first one is the intention of the *white* government to avoid friction between different races. Thus, it was seen as necessary to support the discouragement of possible contact between different social, racial and ethnic groups by

the built environment. Moreover, the former regime refers to territoriality and dominance as ways of maintaining social order. As dominance is the basis for the interrelation between groups, territoriality in opposite, protects the reliability of a certain group. It was suggested by parliament that *non-whites* and *whites* got the advantages of secure and communal living, which is free of friction, provided by the good decision-making of the government. Dr. Dönges advocated the group areas bill in Parliament on 31<sup>st</sup> of May 1950 and is cited in Western (1996, 86). Consequently, separate areas with physical boundaries are necessary to protect each individual group [*non-whites* and *whites*] and ...” they [especially the groups with inferior attitude towards the Europeans] will be able to give expression to their full cultural and soul life, and that is why we say that separate residential areas must be established”. The second argument that supported the formal planning of Townships for *black* citizens is the fact that those are much easier to observe and control. Therefore, these areas were surrounded by a *buffer strip* (Figure 20), for African locations at least 200 yards wide, to keep every race in its *proper*, by the former *white* authorities proposed place (Pinnock, 1989:157). In planning circles these were called *machine gun belts*, the planned certificate of control for *black* racial zones in particular.

Western (1996:88) refers to the case of Durban where Durban’s City Council (Durban City Council in 1951 were most probably not Apartheid supporters but had a good British colonial mind set) represented their first report in November 1951, which offered seven principles whereby a segregated pattern could be achieved through social engineering:

1. A residential race zone should:

- Have boundaries that constitute barriers to prevent and discourage contact between different races in neighbour residential zones
- Have direct access to working areas and facilities that are used by all races in order that its residents do not have to traverse the residential areas of another race, or only do so by rail or by a common highway segregated from the residential areas next to it
- Be sized to develop into an area of full or partial self-government or be substantially nearby to such an area
- Provide appropriate land for all economic and social classes which are present in the race group concerned, or may be expected to emerge in the course of time; and for group institutions, suburban shopping, minor industry and recreation

- Be sited in a way that the means of transport most suitable for the group concerned can be made available
- 2. The number of race zones that are not nearby to zones occupied by the same race must be kept as low as possible
- 3. To achieve maximum length of common boundary between working areas and residential zones and reduce transport costs, the massing of industrial areas is preferred to be in great blocks
- 4. In the planning areas for each race group, the present and future requirements of the group in relation to others must be determining factors
- 5. Settled racially homogeneous communities should not be affected by relocation and reorganization except in so far as it is necessary to give effect to the claims set out above
- 6. Different building and site development needs have to be considered for different race groups. The development must be suitable for the topographical character of the land.
- 7. The central business area and the existing potential industrial areas should not, in the initial stages, be allocated for the exclusive use of any [one] race.

It is not scientifically proved that Durban's seven principles are applied to all South African cities, but Western (1996:89) states that Davies took as given the weight of the principles as a basis for the segregative planning activity that followed. Another aspect has to be added, *whites* should get first choice of what area they would like to occupy. The result is easily visible and remains in the present cityscape of Cape Town today. The *white's* choice was the beautiful parts of Cape Town and the *blacks* had to live on the Cape Flats, far away from the Central business district and thus from any economic opportunities.

### **3.3.3 Spatial consequences**

From a spatial planning perspective there are three phenomena that describe any South African city, irrespectively of its scale (Dewar, 2003: 3). The first is the unsustainable urban sprawl and its mostly impoverished suburbs, which are affected by an enormous daily growth caused by the mostly poorly skilled working labourer movement from the northern parts of South Africa or its neighbouring countries (L'Atlas du monde diplomatique, 2003:54). The second phenomenon is the spatial fragmentation of settlements, which are roughly distributed in the landscape and are mostly spatially interconnected and accessible by individual transport only. The by extreme poverty affected Township settlements are vastly affected by the HIV Pandemic, which has devastating consequences on the countries economic growth. The third phenomenon is the separation of primary urban elements that create public structure and different race and income groups. This negatively impacts on the social life amongst the *black* and *white*

population. The immediate result is a high consume of resources, a high volume of traffic and an inadequate functioning public transport system. This led in detail to eight major problems that affect the natural and built environment of Cape Town today:

- The destruction of agricultural land
- High volume of traffic
- Prevention of efficient and viable public transport systems
- Increase of poverty and inequality because of aggravating access to economic opportunities especially for the poor
- Suffering of the social infrastructure because of the fragmented urban infrastructure
- Limited opportunities for small business generation
- Spatial environment quality is poor, difficult and expensive to maintain
- Failure to meet urban needs as the care for Aids orphans, livestock and cultural practices as initiation sites

Not only South African cities are shaped by the issues above but many urban settlements in other countries as Zambia, Zimbabwe, Angola, Swaziland, Botswana, Tanzania, Mozambique *etc.*; countries that were affected by colonisation and settler histories (Dewar, 1995:408).

### **3.4 Apartheid ideology in Cape Town**

The academic Lemon (1991:11) refers to the human damage that the concept and application of racial zoning of the Group Areas Act (Act 66) 1966 brought with it. He points out that housing conditions, removals and segregation can be quantified, but the racial antipathy it caused, which was meant to be prevented at first, cannot be counted. Many communities were further emotionally impoverished by being torn apart and by being forced to leave their place of origin. Finally, it was Cape Town, which was most affected by Group Area removals. This had a shocking impact on the self-esteem and security of affected *non-white* population groups.

Western (1996) and Pinnock (1989) are acknowledged writers on the Apartheid's era ideology, planning and impact in terms of the establishment of the city of Cape Town. Western (2002:711) points out that the application of segregation of race in Cape Town was most challenging for the former Apartheid government because of the 300 years of *mixing* amongst the population. The research challenge deriving from the complexity of

this subject was the major reason for the choice of Cape Town as a study case and the implementation of the DPP in Nyanga and Philippi Township.

### **3.4.1 Urbanization of *black* and *white* South Africans**

This study does focus on areas that are settled by *black* South Africans. Therefore, the author of this research only briefly introduces the way of how *whites* lived and still live in South Africa and particularly in Cape Town until today.

As it was already mentioned above, *whites* had first choice in terms of the settlements they wanted to occupy. Before 1950 the researcher Cook (1986), published in Lemon (1991:29), states that only around 30 percent of *whites* lived in poor quality housing opposed to 90 percent of *coloured* and *black* people. Furthermore, there were some 150.000, the poorest group, of the overall number of 482.000 residents in the Cape at that time that housed informally in backyards on unoccupied land.

In order to give an impression what that meant in spatial terms, *coloured* and *black* people who made up 54 percent of the overall population of Cape Town were given 27.590 hectares of land by government since 1950, which was 27 percent of the region. In opposition to this, *whites* were given 75.213 hectares of land, including around 40.000 prime residential properties and nearly all industrial areas. For Indians only 763 hectares of land was allocated by government, which was partly reasoned by the will to de-urbanize them because of their economic skilfulness.

Again, District Six is one example that was affected by forced removals under the Group Areas Act of 1966 (Act 66). The previously as vibrant known *coloured* area was zoned as *white*. District Six remains as a landmark of group areas removal and remains a *scar* in the central city of Cape Town until today. Nowadays, the Cape Technicon, a previously *white* institution is built in the middle of this former cleared area. Until today District Six has been a focus of protest and a symbol for the rigorous Apartheid methods theoretically constructed and practically applied in Cape Town's city centre.

Today in the face of the falling birth rate and the ageing population amongst the *whites*, there are a number of 2.93 persons per house in these residential areas. As these plots of land and the houses are usually of large scale compared to the ones for *coloureds* and *blacks*, the *white* population faces an oversupply of houses and private plot sizes.

By 1980, 28.829 *coloured*, 1.465 Indian and 248 *white* families had been moved. Less than six percent of *coloureds* remain living in the central areas of the city of Cape Town. The rest, *coloureds* and *blacks*, had to live on the Cape Flats and in the Southern Suburbs.

Cook in Lemon (1991:34) states that major employment opportunities, 46 percent, were located at the city centre and some 26 percent on the central periphery. After the resettlement activity by local government until 1980, the majority of the *non-white* working class was located 15 kilometres away from these opportunities. 83.2 percent of the *black* and *coloured* residents of the Cape Flats had no car while amongst *whites* the rate was only 5.5 percent. Public transport train systems are not safe, too expensive or simply not existent. There are a large number of formal and informal taxi services that aim to provide transport for residents from the Cape Flats to the central city. In order to demonstrate the inequality amongst *whites*, *coloureds* and *blacks*, the table (Figure 18) by Cook (1986) in Lemon (1991:38) demonstrates clearly the advantageous and disadvantageous situation for each particular race group. It explains the housing conditions for each ethnic group in accordance to plot sizes, number of available rooms and persons living in the dwelling.

| Group    | Estimated population (%) | Units (no.) (%)      | Families on waiting lists | Rent arrears (%) | Average units per hectare | % units  |           | Persons per room |
|----------|--------------------------|----------------------|---------------------------|------------------|---------------------------|----------|-----------|------------------|
|          |                          |                      |                           |                  |                           | <3 rooms | >5 people |                  |
| White    | 23                       | 197,671              | 48                        | –                | 8                         | <1       | –         | 0.8              |
| Coloured | 48                       | 195,114 <sup>1</sup> | 47                        | 65,048           | 19                        | 87       | 72        | 2.3              |
| African  | 27                       | 20,108 <sup>2</sup>  | 5                         | 90,000           | 20                        | 85       | 89        | 2.6              |

*Notes*

<sup>1</sup> Plus 2,916 informal units

<sup>2</sup> Plus 43,785 informal units

Figure (18), Source: Cook in Lemon (1991:38). Table shows the Cape Metropolitan's housing inequality.

The outcome of the spatial reorganization activity in Cape Town for over thirty years during Apartheid is clearly visible in abstract form in figure (19) of the Actual Group Areas of 1979, which illustrates the Post-Group Areas reality. The map by Western (1996:104) demonstrates evidently the magnitude of the removals and its spatial manifestation during Apartheid and further it endorses the above mentioned in spatial terms. The map proves that *white* South Africans hold the largest amount of property, especially on the higher slopes around Table Mountain and the city centre. *Coloureds* are mainly located on the Cape Flats, the eastern outskirts of the city as well as the *blacks*, which are mainly located even further away from the central city. Significant in terms of *black* residential zones is that these areas are indicated as *controlled* space, which will be explained later in this

study. Only in brief, *black* settlements were constructed in the way that these areas could be closed off from the rest of the urban infrastructure and *mixed used* public facilities. Additionally, industrial zones have been located at the city harbour and close to *black* Townships. This spatial aspect approves the statement that the former *white* cities during Apartheid were developed through a vast degree of *black* working labour force.

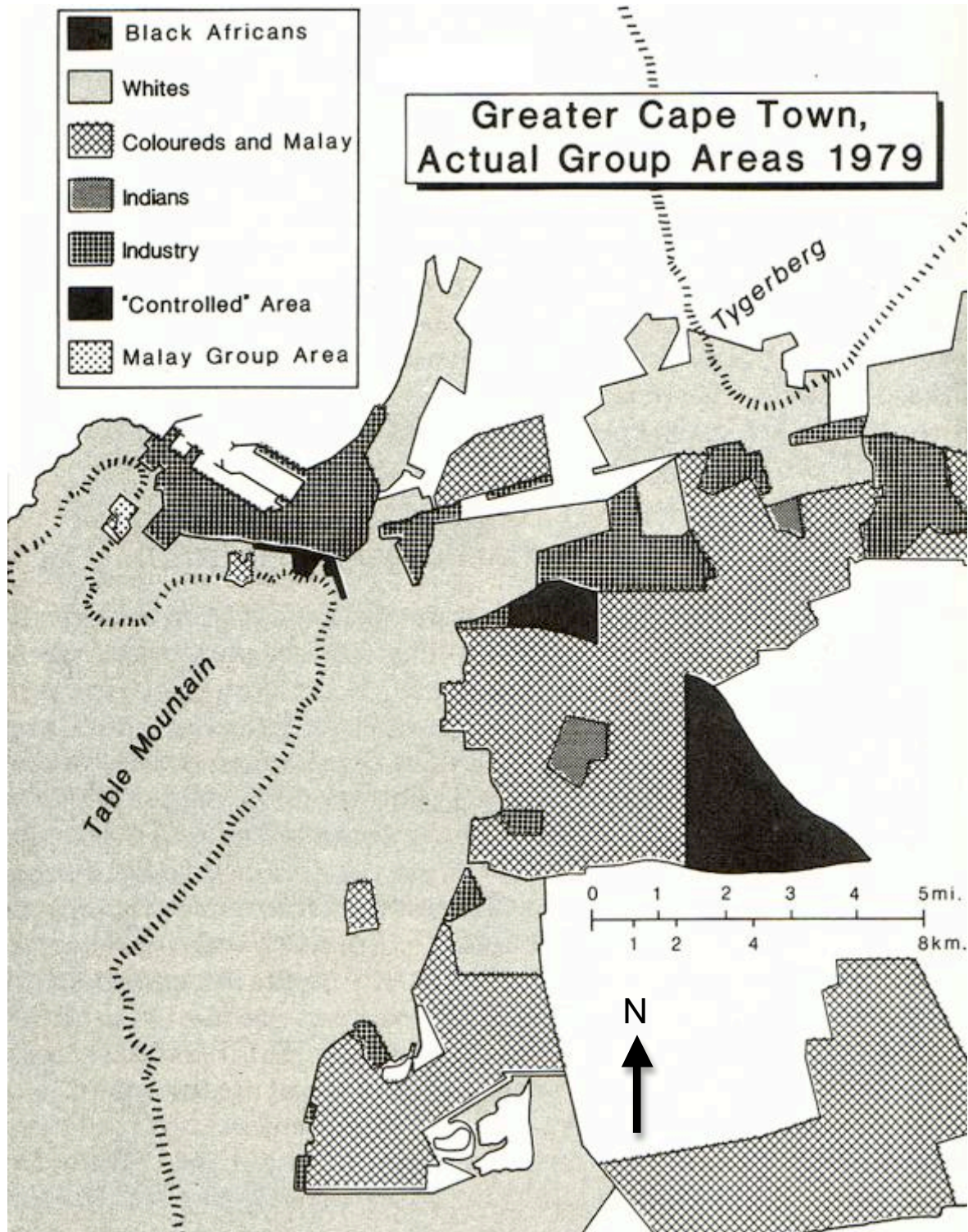


Figure (19), Source: Western (1996). City of Cape Town: 'Greater Cape Town Actual Group Areas 1979'. Image shows reasoned political urban spatial fragmentation of broader Cape Town.

### 3.4.2 *Black* urbanization

The author illustrates the *black* urbanization on the development of broader Cape Town before 1994 and focuses particularly on the Cape Flats and its oldest, in its existing form, Township named Langa. The theoretical understanding of a *black* Township and its physical manifestation on the ground, its *lived reality*, needs to be discussed in order to analyse and explain this specific to South African city's phenomenon and locate it in a broader discourse.

#### Historical background

Townships in South Africa are settlements that served and still serve for the *black* population as living areas. During Apartheid these formally laid out settlements were founded to house the city's *black* working labour. These settlements were located as close as possible to industrial areas and as far away as possible from *white* areas.

It used to be the case that migrant labourer Africans illegally squatted on the outskirts of the city. Therefore, the Illegal Squatting Act of 1951 was imposed to control the influx on South African cities. More important in terms of the Act's impact was the Native Laws Amendment Act of 1952, which laid the basis for state intervention to control African labourers between the city and the periphery (Lemon, 1991:18).

As already mentioned, migrant labourer Africans were brought to Cape Town from all over South Africa and its bordering countries in the north and were used as workforce for the development of the *white* South African cities. Their [*black* and *coloureds*] barracks were dislocated far away from the city as in case of Langa Township (Western, 2002: 712).

The first Township was established in Cape Town in 1901 and called Ndabeni, which was placed close to the area where Cape Town's suburb of Maitland is located. Ndabeni was established because of the outbreak of the bubonic plague in order to avoid the spread of the disease. South Africa's first Township was closed down in 1936, because it was too close to the increasing privileged *white* suburban areas of Cape Town and its site was claimed as an industrial area. Langa Township replaced Ndabeni and was located much further away from the former *white* suburbs of Cape Town. Langa was established under the Native (Urban Areas) Act of 1923 and was opened in 1927. It is the oldest *black* Township in its existing form in Cape Town and South Africa (Anderson, *et al.*, 2003: 9). Langa's population numbers increase constantly because of the rapid immigration influx of informal settlers.



In order to tie Langa into the former legislative context explained above, the Township's physical environment is a symbol and includes aspects in terms of the social, economic, racial and cultural characteristics of a *black* residential race zone. Consequently, Langa is a leading example in built form of former Apartheid planning in South Africa. The author identifies the Township's significant role as very suitable to explain the planning by the *whites* during Apartheid. The Township environment of Nyanga and Philippi Township were the five case studies are will not be explained in such depth but their demographic situation and specific cultural characteristics will be related to the specifications of Langa Township.

Langa was converted into a temporary home for migrant labourer. The former proponents of the Apartheid system argued that once the segregative system would be in place *blacks* would no longer be citizens of South Africa, rather become the citizens of independent *homelands*, holding only temporary work permits. The former government policy claimed that a *white* town, situated next to a *homeland* should employ Africans living in that *homeland* Township. Therefore, the development strategy of the *white* authorities was to create temporary accommodation for the *black* working class before they would be completely removed from the *white* cities. No *black* resident could buy or own housing or land. It was not allowed for Township residents to build their own homes, do alterations or be compensated for self-undertaken improvements of accommodation (Horrell, 1973:143). The barracks and hostels where Langa's *black* residents were accommodated have been rental places that have been constantly overcrowded. Privacy and territorial needs of the individual were not considered. Recent studies show that these living circumstances led to the increase of health risks up to 25 percent more than in the general population (Sanhoff, 2000: 198). A citizen, interviewed in the heritage study on Langa undertaken by Anderson *et al.* (2003: 55) states in reference to provided accommodation, that "...we people slept like sardines in a tin". The majority of Langa residents is Xhosa speaking and came from the Eastern Cape. Langa faced forced removals, pass laws in 1960, gangs, freedom fighting and the student uprising.

### **The Township as Apartheid space - *Theoretical* construct**

Also an intention of this thesis is to understand and explain complex social phenomena as Langa Township by means of theorists that dealt with socio-physical segregation as the French intellectual Foucault (1977) did.

The social forces and planning conventions in Township areas during Apartheid in South Africa are similar to the ones in cities in the seventeenth century in France, described by

Foucault. His theory refers to the situation that affected citizens of French cities at that time. It describes the condition of being imprisoned when the *plague* came to town. This analytical description by Foucault is similar to Langa's former situation during the Apartheid era and allows for its interpretation. Foucault's theory on *panopticism* locates, encloses and controls human bodies and action in predefined space. Foucault exemplifies that the process of dislocation was distributed by the political hierarchical system in the 17<sup>th</sup> century in France. So did the former Apartheid system in South Africa, which segregated and relocated by legislation race and gender. Foucault's focus is thereby on the relations between the man in power, the sentinel, and the disempowered - the imprisoned. The first step in case of the event was the strict partitioning of space. Social interaction between people and meetings were prohibited. Guards ensured that everybody stayed in its own *proper* space, isolated from the other. Sentinels ensured the accomplishment of the order given by the magistrates. Disorder, theft and extortion by citizens were observed and recorded by authorities. Foucault (1977:197) states the disciplinary mechanism during the plague: "This enclosed, segmented space, observed at every point, in which the individuals are inserted in a fixed space, in which the slightest movements are supervised, in which all events are recorded ... in which power is exercised without division, according to a continuous hierarchical figure, in which each individual is constantly located, examined and distributed among the living beings...". This is true for the former situation in South African Townships, where a space was laid out that was controllable and constantly monitored by the former *white* authorities, which is particularly true and exemplified of Langa Township (Figure 20).

Furthermore, Foucault (1977:198) refers to the political dream of total control, justified through the aim of containing the *plague* in the seventeenth century by political order. He states: "But there was always a political dream of the *plague*, which was exactly the reverse: not the collective festival, but strict divisions; not laws transgressed, but the penetration of regulation into even the smallest details of everyday life through the mediation of the complete hierarchy that assured the capillary functioning on power;...the assignment to each individual of his 'true' name, his 'true' place, his 'true' body, his 'true' disease". This statement talks in particular of the ambition of the former Apartheid regime to control and order everybody's social and physical space. Therefore, it can be said that the *new* democracy, the new political system, of South Africa requires the re-thinking of the production of social and physical space making and has to reverse the principles of the former Apartheid ideology. Genuine integrated development planning, the empowerment of the former suppressed *black* grass roots under Apartheid, is a way to inform the re-thinking of democratic space-making in South Africa.



Figure (20), Source: CMA -Orthophotos, University of Cape Town. Aerial photograph showing the boundaries of Langa laid out before and during Apartheid.

### **The Township as Apartheid space - *Lived reality***

During Apartheid, in contrast to other restrictions for residential areas as introduced in this chapter, there was no local employment allowed in Langa and only a small amount of shops and trading was the exception of the rule. The access to public facilities was limited and education, health care, religious practices and community life suffered because of the lack of facilities (Ullmann, 2005). These circumstances were part of the political strategy, being in total control of the *black* population. Anderson *et al.* (2003: 9) cite in their heritage study on Langa the statement of resident Mr. Mama, the former chairperson of the internationally published *Guga's Thebe Arts Culture and Heritage Centre* (2004), who describes the situation as follows: "We were not even treated like third or fourth class citizens, we were treated like animals". *Black* people were completely disempowered by legislation and had no rights in decisions that are concerned with the making of their built environment. Pinnock (1989:168) quotes a statement indicating the loss of social environment and identity of removed *black* citizens from the city: "... as for the rest of his fellow citizen, he [*black* Township resident] is close to them, but he sees them [relatives] not; he touches them, but he feels them not; he exists but in himself and for himself alone;

and if his kindred still remain to him, he may say at any rate to have lost his country". The living conditions in a Township as Langa are close to the ones found in slums, which are characterised by the neglect of streets and buildings, are mostly overcrowded and have a lack of ventilation, lightning and sanitary services. Furthermore, the interview outcome in the study by Ullmann (2005) indicates that areas as Langa Township are affected by a very high crime rate and level of segregation amongst its *black* population. Consequently, this excludes and dislocates certain social and economical income classes from each other and endangers the security of the individual. In terms of planning and conducting research the dissatisfactory situation of the security of the individual in these areas is a major concern.

The following aspects are based on the previous conducted questionnaires of the research by Ullmann (2005:205) in order to describe the socio-economic situation and the access to public facilities and urban economic opportunities during Apartheid at first hand. Before 1994 planning in Langa Township was characterised by:

- Government harassment on community projects
- *White* authorities have been in charge of any urban and architectural planning
- Development decisions were made in a *top-bottom* decision making process
- Community members had no right to participate in the planning
- Community members had to accept what was planned for them
- No *black* Langa resident was allowed to own land
- Inadequate public facility for health and education was provided by government

### **Physical setting**

Anderson, *et al.* (2003) describe the infrastructure of Langa in relation to the city in their heritage study. The Township is located eleven kilometres away from the city centre of Cape Town and surrounded by strong physical boundaries like highways to the South and East and a railway line in the North and West. Even further away, around 25 kilometres are the Townships Nyanga and Philippi located (Figure 21). Nyanga was founded as Langa became too small and is inhabited by an established community. Philippi in contrast is a relatively young Township and has therefore a community that has less history than the other two mentioned Townships. Langa was chosen as an example as it is well established and in contrast to other environments of similar kind has a reliable data that is based on several serious research investigations. Furthermore, again the Township is significant as it is the oldest existing one in South Africa and exemplifies pre 1994 planning very well.

Not only the infrastructure of Langa, Nyanga and Philippi but also its architecture was based on, and represented the ideology and the principles of former Apartheid planning. Anderson, *et al.* (2003: 18) state that *black* people had no control over the formation and structuring of the character of their urban living environments. Langa and Nyanga were built with marginal effort to create a liveable environment for its inhabitants. The architecture projected anonymity, uniformity and impermanence. Because of *black* people being politically powerless and every developmental step being undertaken by the *whites*, no reflection of the traditional culture of the *blacks* in the planning and architecture was found. The character of Townships was marginal in its diversity and in its aesthetic attractiveness. Langa for example, in its original planning stage, had only one entrance and exit. Those were strictly controlled by the *white* executives, who were politically underpinned by the legislative authorities. A Langa resident, interviewed by Davies states: “We began to realise that this Township was built in such a way that if they [*white* authorities] wanted to keep us inside they could...” (Anderson, *et al.*, 2003: 31).

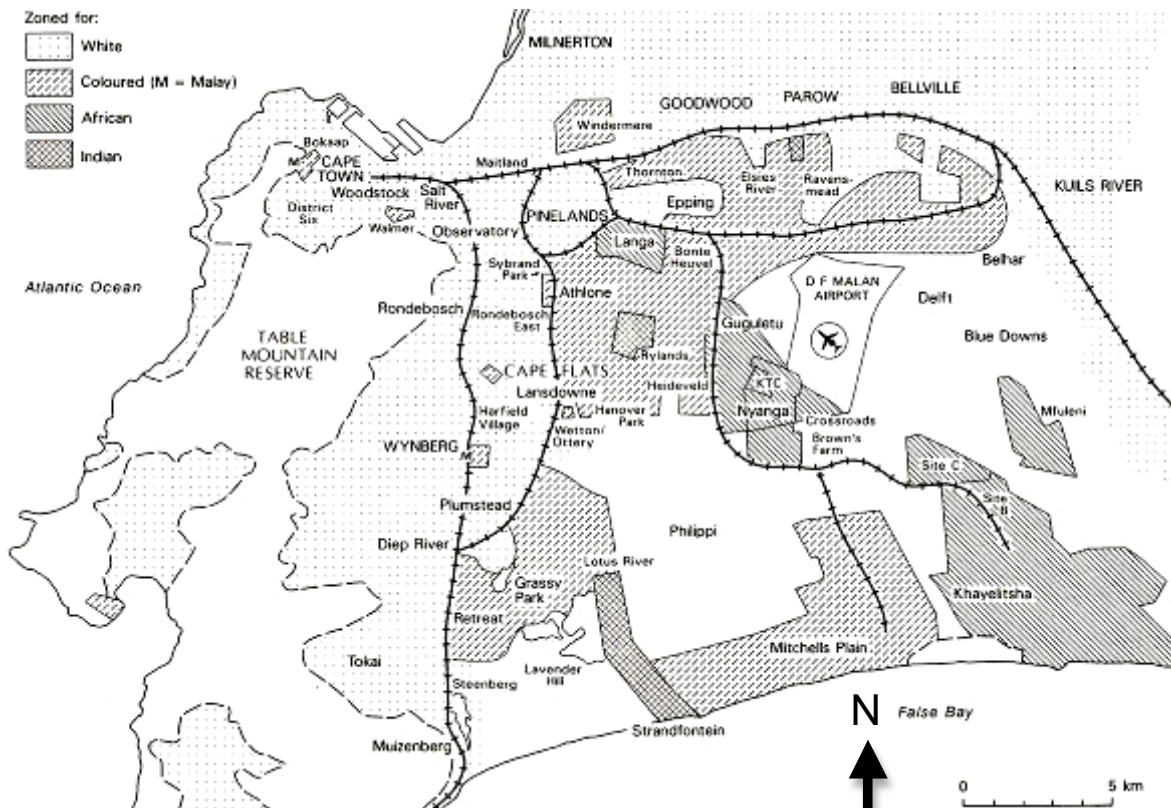


Figure (21), Source: Cooke, G.P. 1991. 'Cape Town'. In *Homes Apart: South Africa's Segregated Cities*, edited by Lemon. Map shows the manifestation of the different racial zones today.

The author selected five integrated development projects in Nyanga and Philippi Township, which are also extremely affected by poverty, HIV-Aids, have a high crime rate and a high number of population density because of a vast degree of influx of people in

the search of work from the northern parts of South Africa and its neighbouring countries. All these aspects are mutually dependent on each other. Therefore, planning and conducting research in these areas is highly complex. Nyanga and Philippi (Figure 21) also lay in high population potential zones (Figure 22). Half of the Cape metropolitan population lives between Kraaifontain and Macassar. That means that a high concentration of low-income earners lives on the outskirts of the city. These areas are of greatest integrated developmental need. Often there is no running water; infrastructure is neither existent nor functioning appropriately. The pressure because of the vast amount of working labourer coming to the city of Cape Town and illegally squatting on the buffer strips that surround the Township areas is very high.

The author of this study believes that it has not been done enough for these areas in the last decade after abolishing Apartheid. For the highest amount of people making up the highest population density of the city, the less was done in terms of development that serves the spatial requirements of the *black* population.

### **Justification of the selected Township**

There is a general concern by the author when discussing demographic data on Townships. Previous studies in these areas did show that the exact numbers of people vary extremely. Therefore, it was obvious for the author to decide for Townships that are older and therefore more established. This also enhanced the chance that there were more studies and secondary data existent of these particular settlement areas.

In conclusion, the Township's cultural and social history of its inhabitants provides fertile ground for the research investigation. Some demographic studies were undertaken on Nyanga and Philippi Township that offer the background knowledge for this research. Furthermore, Nyanga and Philippi offer a generative ground of testing applied integrative development principles of the DPP along the Ingulube Drive that connects these two Townships where the first integrated development pilot projects have been implemented. Nyanga and Philippi are a *living source* in built form of the former value system during Apartheid that was generated by the *whites* in disfavour of the *blacks*. The two Townships fall under the responsibility of subcouncil 13 and 14 and Nyanga has a local Township authority named as the Nyanga Development Forum NDF. This is another, and may be the most important aspect for choosing Nyanga and Philippi as places of investigation. This study asserts that integrated development planning starts on the ground and with the initial idea of self-formation and the taking on of self responsibility by the community.

These are crucial parts and integral aspects of genuine integrated development planning (IDP).

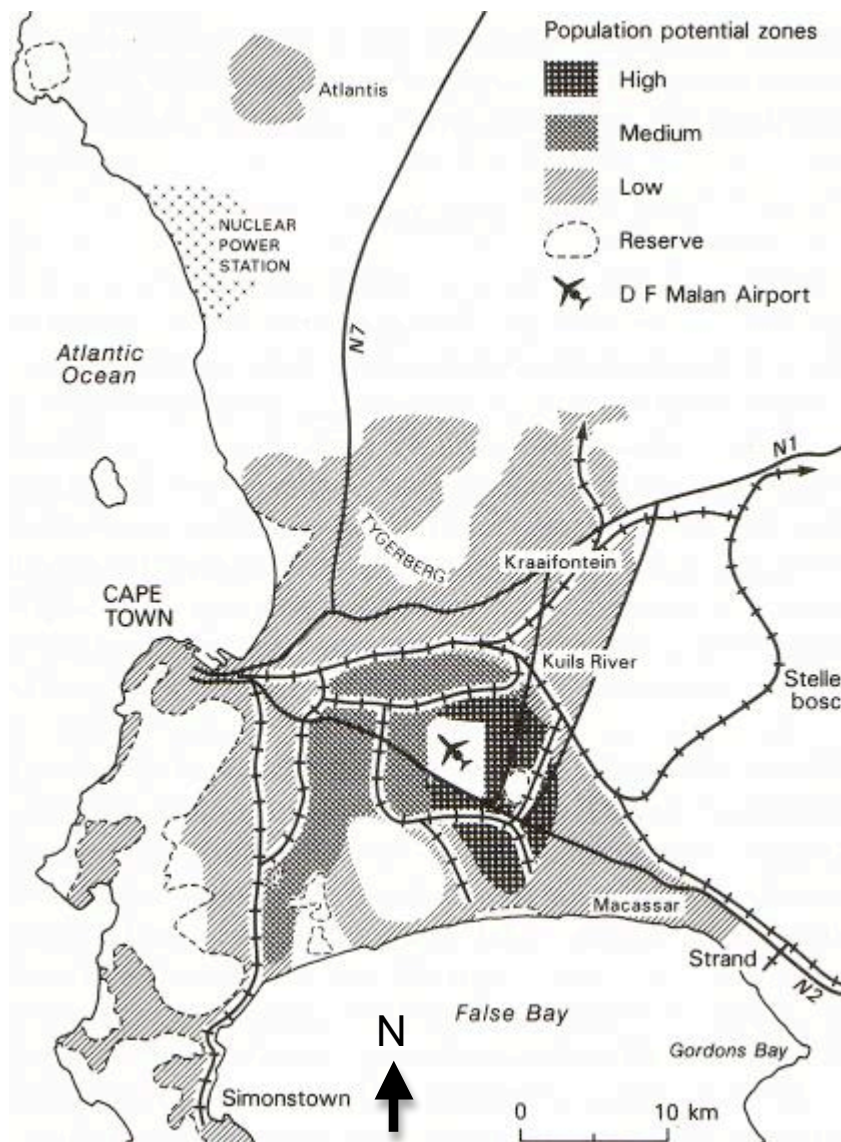


Figure (22), Source: Cooke, G.P. 1991. 'Cape Town'. In *Homes Apart: South Africa's Segregated Cities*, edited by Lemon. Map shows the population density on the Cape Flats in relation to the rest of the city.

### 3.4.3 Black resistance and counterstrategies, colour into the greyness

Cook (1986) in Lemon, (1991:30) states that Cape Town's Africans were affected by more than 30 years of full government control. Raids and removals were justified by Apartheid government through its intention to keep the country in strictly ordered conditions in the favour of the *whites* and the disfavour of the *blacks*. South African cities today are still torn by riots, which *whites* hardly come in contact with because they are living in their own

enclaves, mostly gated communities, far away from the Townships where most of the riots between *blacks* took place.

One essential point is missing in the description of the emergence of Apartheid, its urban manifestation and its abolishing in 1994. It's the aspect of *black consciousness* and resistance against *white* superiority and *black* inferiority. There was a lot of informal resistance of *blacks* against *whites* and even amongst *blacks* against *blacks* [especially in Townships]. However, to explain this in detail would go beyond the scope of this thesis and there is a vast amount of literature that is concerned with South African political history. Therefore, the author decided to concentrate on three individuals that built a cornerstone in the process to abolish Apartheid in South Africa and significantly have coined the process.

These individuals come from three different directions, the academic, the religious and the political. Based on the author's belief that consciousness is the first step in terms of changing the paradigms of South African former *white* superiority and *black* inferiority, Steven Biko representing the academic direction, is the first who is voiced in this study. He is followed by Desmond Tutu who represents the religious, and Nelson Mandela who stands for the political direction.

The author decided consciously to cite essential parts of the speeches and memorial lectures to give the reader an impression of how an African leader talks to its people.



### Steven Bantu Biko, *Black Consciousness Movement*

Steven Biko is acknowledged as the father of the *black* consciousness movement amongst the grass roots in South Africa. The Black Consciousness Movement is the basis for the re-thinking and reacting against the former Apartheid system. Stephen Biko was born in Tylden, Cape Province in 1946. He entered the medical school of the *white* University of Natal, non-European section in 1966. He became active in the NUSAS, National Union of South African Students and broke with them in 1968. Later he founded SASO, the South African Students Organisation where he was elected first president.



Figure (23), Source: Stubbs, A., Ed. 2004. Steve Biko: I write what I like. South Africa: Picador Africa.

In 1971 he became increasingly politically active, worked for BCP, Black Community Programmes in Durban and was banned with seven other SASO leaders. He was restricted to his hometown Kingwilliamstown where he founded the Eastern Cape Branch of the BCP (Stubbs, 2004:1). In 1975 he was prohibited to work for BCP and in 1976 he was detained for 101 days under section six of the Terrorism Act. In 1977 he was active as honorary president for BPC and was detained again in August at the same year. He died in Port Elizabeth in detention on the 12<sup>th</sup> of September in 1977.

Between 1969 and 1972 Steven Biko was active in the Black Consciousness Movement. From 1973 he was banned and not allowed to speak in public or write any publications. The following paragraph deals with the time period where he shaped the *black* awareness in terms of the Apartheid system.

Similar as in many other places in the world the power that derived from students' uprising and their self-formation was an essential cornerstone in abolishing Apartheid in South Africa. Steven Biko raised the awareness amongst *black* students of their inferior and *white* students of their superior role they played in the Apartheid system.

In the early 1960's there were attempts to form *non-white* student organizations. The ASA, African Students Organisation, and the ASUSA, African Students Union of South Africa, related to the ideology of the political parties ANC, African National Congress, and the PAC, Pan Africanist Congress. None of the above mentioned student organizations survived as they were either installed on *white* universities or dissolved for other reasons. SASO, where Steven Biko was elected as president in 1969, was a *non-white* student organization that was disputed by *white* students. It was feared that SASO was a conformist or even an organisation that would become militant. Further, it was felt by *whites* that it was regarded as a crime when *non-white* students started to think for themselves. The aims of SASO were (Stubbs, 2004:5):

- Seek the needs of *non-white* students and give voice to their objections
- Design of effective programmes to fulfil the needs of the students and to solve problems that impact on the organization's individuality
- Improve the degree of contact amongst *non-whites* and *whites* to achieve acceptance of the *non-white* community amongst South African students
- Establish a solid identity amongst *non-white* students and ensure a respectful treatment
- Protection of the organization members and to act as a pressure group on other institutions in favour for the *non-white* students
- Boost up the moral of *non-white* students to grow their confidence and to contribute on the discourse by various institutions on mainly social and political issues

The programme of SASO indicates that there was an interest in terms of challenging the *non-white* leaders organisationally and ideologically. It also indicates that there was the awareness of the potential of *non-white* leaders for South Africa. In a reflective way the formation of SASO can be seen as a *platform* of exercise for *non-white* South Africans who were able to test their leadership capacity in the South Africans society.

There are many documents available of collected speeches and letters written by Steven Biko. The author aimed to concentrate on Biko's most influential work. The first step that Biko did was that he raised the awareness amongst South African students and that he gave the majority of *non-white* students a voice because he started to communicate the situation and the accompanied emotions that came with it. In a letter that was addressed to the SRC, Students Representative Council, board in 1970 Biko states:

“While, as a matter of principle, we reject separation in a normal society, we have to cognisance of the fact that ours is far from a normal society. It is difficult not to look at *white* society as a group of people bent on perpetuating the status quo...All suffer from the same fault basically of accepting as a fact that there shall be *white* leadership and even worse, that they [*blacks*] shall occupy themselves predominantly with problems affecting *white* society first (Stubbs, 2004:12)”.

In this regard it has to be added that this clear, tough even aggressive language with a friendly underlying spirit was one of the great talents Steven Biko had. This talent made him very influential and in fact gave him the role of a statesman. He toured many of the *black* campuses in the country for a year during his presidency of the SASO and supported the rising of the young Black Conscious Movement. The following concludes major aspects of what issues were broached amongst *black* students. Of very significant value of Steven Biko’s Black Consciousness philosophy are articles that were published in August and September 1970.

The first essential contribution to the discourse on integrated development planning is Biko’s writing on integration. He refers to the multiracial political organisations and parties and the ‘non-racial’ student organisations that provoke to solve the country’s problem through a bilateral approach, involving *black* and *white* by using integration as a method and not only as an end goal. Biko describes the integration of these organisations as artificial and as a conscious manoeuvre rather than a dictate of the inner soul. The result is that integration is coined by positions of superiority and inferiority that did manifest themselves in the non-racial representatives, which means that *whites* are doing the talking and *blacks* are doing the listening. When a group experiences privilege on the backs of others, then integration that was quickly put into place cannot solve the problem. This occurs because the common ground for genuine integration is missing. True integration cannot happen in a society where one population group [black people] is constantly treated as less than 16 years old. The non-existence of *white* respect towards the *black* population group means that the maturity of *blacks* is not existent for *whites*. In this regard Biko’s definition in Stubbs (2004:21) of genuine integration becomes so valuable for this study:

“Once the various groups within a given community have asserted themselves to the point that mutual respect has to be shown then you have the ingredients for true and meaningful integration. At the heart of true integration is the provision for each man, each group to rise and attain the envisioned self. Each group must be able to attain its style of

existence without encroaching on or being thwarted by another. Out of this mutual respect for each other and complete freedom of self-determination there will obviously arise a genuine fusion of life-styles of the various groups. This is true integration.”

Moreover, *blacks* that suffer the inferior complex as a result of 300 years of conscious oppression, unfair criticism and disrespect are not likely to be useful in terms of being architects in a normal society. Therefore, Biko demands a very strong grass-root build up of Black Consciousness in order that people can apprehend themselves as valuable living source for society and make their rightful claims in terms of their living conditions. Furthermore, integration that sails under the banner of the liberal ideology by some has to be eradicated. It makes people [especially *blacks*] believe something is being done in the artificially created integrated circles that are always made by *white* liberals. This occurred for various reasons. There is the expression *white* guilt, which any *white* person wants to becalm by talking with *black* persons on how to integrate them into the South African society and on asking them of how change can be brought to South Africa. The *black* person felt asked at least but still had to move around *whites-only* beaches, restaurants and hotels and got more and more the impression that something cannot be right because a *white* skinned person carried the passport to privilege and was always ahead of the *black* person.

True integration can only occur when the *white-black* superior-inferior stratification will be eradicated in the people's minds. In Biko's sense it is wrong that a *white* person is the perpetual teacher and the *black* person the perpetual pupil. It is wrong that a settler minority imposes an entire system of foreign values on the indigenous people. True participation by all members of society to full expression of the self in a changing society is wanted. The aim is that in South Africa where the majority is Africans, African values and styles must be exhibited. The role of the liberals, *white* and *black*, should serve as a *lubrication material* that helps to change gear to move South Africa into another direction with an easy flow movement that will be characteristic for a vehicle that is well maintained and looked after (Stubbs, 2004:28).

### Desmond Tutu, peaceful and non-violent change

Desmond Tutu was born on October the 7<sup>th</sup> in 1931 in Klerksdorp, South Africa. He dedicated his life to end Apartheid, one of the most notorious systems of racial segregation the world has ever seen. Some named Desmond Tutu South Africa's Martin Luther King Junior, the main leader of the Civil Rights Movement in America in the 1960s fought against racial segregation and discrimination.

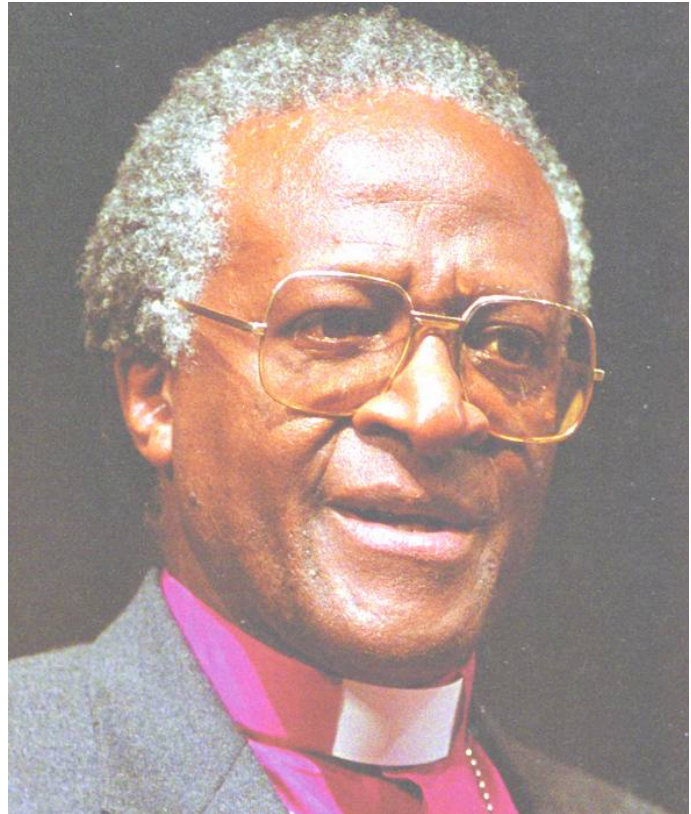


Figure (24), Source: Gish, S. 2004. Desmond Tutu: A Biography. United States of America: Greenwood Press.

Tutu was an Anglican priest and became the general secretary of the South African council of Churches and was announced as the first *black* South African archbishop in Cape Town. He had been one of the anti-Apartheid movement's most active and effective leaders. During his many speeches and formalities he played an essential role to convince the world about the evil of Apartheid.

Tutu was the one who spoke for the peaceful dialogue between the *blacks* and the *whites* when others voted for confrontation. He also fought for non-violent change when others voted for violence. For his endeavours to end Apartheid he was awarded with the Nobel Prize for Peace in 1984.

Tutu's compassion for Christianity made him believe to be obliged to defend the poor and oppressed. He was constantly seeking to voice the hopes and dreams of the poor. He stood for racial equality and aimed for the building of a nation where *black* and *white* could live together as brothers and sisters and in peace, regardless of their race, colour of their skin or place of origin.

One major difference of Tutu compared to others was that he refused to hate the *white* oppressors. He managed to differentiate and convince other *black* activists that the system of Apartheid was the enemy but not the *white* person. By doing so he prevented further civil riots after the political change to democracy in South Africa in 1994.

Gish (2004) brings this aspect to the point... "A less conciliatory leader could have urged *black* South Africans to abandon peace and non-violence and seek revenge to treat *whites* as some *whites* have treated them."

Desmond Tutu continued to work actively for his country and founded South Africa's Truth and Reconciliation commission and was appointed as its chair in 1995. The commission's mission is to offer forgivingness to those confessed their misdemeanours and to help those to heal their emotional wounds caused by Apartheid in a still racially divided nation.

Nowadays Tutu stands as a symbol for reconciliation. At the annually memorial lecture dedicated for Steven Biko at the University of Cape Town (University of Cape Town, 2006) Desmond Tutu said that Steven Biko's Black Consciousness Movement has not finished the work yet it set out to do. The fact is that the respect for one another is still missing in our society. The problem is that there is still the *demon* of self-hate, self-doubt, of a negative self-image within us that prevents us to be friendly to one another. Normally it should be easy to be efficient, friendly and courteous. The reason that it is not easy for us people in South Africa is that we don't respect one another and we don't respect ourselves first. This disrespect we project into others. It seems that our freedom is perverted and we fell into irresponsibility, but rights go hand in hand with responsibility, with dignity, with respect for oneself and for the other. At the memorial lecture he stated:

"During our struggle against Apartheid we refused to obey unjust laws because rightly we wanted to make South Africa ungovernable. We have achieved our goal. We are free. South Africa is a democracy. We have an obligation to obey the laws made by our own legislators. We should be dignified, law abiding citizens, proud of our beautiful land, proud of our freedom won at such great cost. We should not devalue it. We should not abuse our children, our womenfolk."

"Hey, we have a wonderful country. We have produced outstanding people. The best memorial to Steve Biko would be a South Africa where everyone respects themselves, has a positive self-image filled with a proper self-esteem and holds others in high regard".

“Hey, we are wonderful people. We have given the world a splendid example in our relatively peaceful transition showing that former enemies can at least be colleagues. We have shown Northern Ireland, the Middle East, Rwanda, Burma, Sri Lanka, Zimbabwe, the Democratic Republic of the Congo that you can have had a violent past and a peaceful present and future”.

“We have given the world the most admired statesman in Madiba [Nelson Mandela], we have produced a Steve Biko, too - the world has marvelled at our capacity to forgive, to walk the path of forgiveness and reconciliation, to be magnanimous and generous.”

The last African leader the author introduces is probably the most recognized, named Nelson Mandela. His view of the new South Africa is in many aspects similar to the ones by Steven Biko and Desmond Tutu. There is a major contribution by his aspect that is concerned with decision-making and the incorporation of the voice of the PDI.

### Nelson Mandela, [non]-violent political resistance

Nelson Mandela, also known as *Madiba*, an honorary title given him by his elders, was born in a small village named Mvezo in the Umtata region, the capital of the Transkei. Mandela started a B.A. at the Fort Hare University where he met Oliver Tambo a lifelong friend, another active member in the fight against Apartheid. Mandela and Tambo were expelled from university after their enrolment in the boycott of the Student Representative Council SRC against university policies in 1940.



Figure (25), Source: Mandela, N. 1994. A long walk to freedom: The autobiography of Nelson Mandela. South Africa: MacDonald Purnell (PTY).

Mandela worked as a clerk in a law firm and completed his B.A. degree of law at the University of South Africa. He continued his law studies at the University of Witwatersrand and lived in Alexandra Township in the north of Johannesburg. However, after the political election of the Afrikaner dominated National Party in 1948 with its racial segregation, legislating the Apartheid policy, Mandela became an active member of the African National Congress ANC. The establishment of the South African Native National Congress S.A.NNC in 1912, which became the ANC in 1923, was in retrospective a milestone in South African history. Their aim was in brief to (Vorster, 1997:144):

- Express the opinions of Africans
- Inform *white* legislative bodies of African needs
- Educate Africans on their rights and duties
- Promote brotherhood between Africans
- Discourage racism and tribal feuds
- Propose laws for the benefit of Africans
- Promote the removal of the colour barrier in politics, education and industry
- Address injustice towards Africans and be legally or financially supportive



The following paragraphs are based on Mandela's autobiography (Mandela, 1994). His activities were outstanding in the ANC's Defiance Campaign of 1952. A protest of national scale organized by the ANC showed the non-cooperation of many non-Europeans in unjust and discriminatory law matters. On the 300<sup>th</sup> anniversary day on the 6<sup>th</sup> April, the day where the first Europeans settled on the Cape, the demonstrations were held.

Nelson Mandela emphasized the aims of the ANC defiance campaign and stated that the members of the ANC and its devotees were not in opposition to any government or class of people. He clarified that the defiance is opposing a system that deliberated the *black* majority of South Africa's people. Six laws that are currently in place were chosen by the campaign as being unjust towards Africans. Significantly is that Mandela, appointed as National Volunteer in chief of the defiance campaign, in his speech also refers to Europeans and to people of other colour, race and creed to join the defiance movement against unjust laws. In this regard his behaviour shows respect for the *whites* even if their laws have been of oppressive nature towards *non-whites*. Consequently, Walter Sisulu, the Secretary General and Nelson Mandel were arrested without resistance.

In December 1952, Mandela and Oliver Tambo opened the first *black* legal partnership in the country. During the same month Mandela and other activists were arrested and charged under the Suppression of Communism Act. Mandela was sentenced nine-month imprisonment. He was prohibited to attend gatherings for six months and from leaving the Johannesburg magisterial district. For nine years the banning orders were continually renewed. Mandela, by now deputy national president of the ANC continued to work with small groups of congress members in an underground fashion. He had to resign from the ANC officially during September 1953, his leadership continued secretly.

The Freedom Charter took place at the *Congress of the People* in Kliptown, South Africa on 26<sup>th</sup> of June 1955. It was formed by the Congress Alliance, which consisted of the African National Congress, the South African Indian Congress, the South African Congress of Democrats and the *coloured* People's Congress. Later it was adopted by all these organizations. The charter's principles, added in Appendix 2, had been read in full before the police intervention took place. Nelson Mandela, limited in his movement by his banning orders escaped this meeting. Mathews and Lionel 'Rusty' Bernstein were the primary drafters of the charter. The document is notable for its demands for and commitment to a *non-racial* South Africa. Members of the ANC with opposing *Africanist* views left the group after it adopted the charter, forming the PAC the Pan Africanist

Congress. The charter also calls for democracy and human rights, land reform, labour rights, and nationalization *etc.*.

When the ANC came to power in May 1994, the new Constitution of South Africa was based on this document. The charter's principles are attached in Appendix 2 and further taken into consideration in the following chapter.

The ANC and the PAC planned for an anti-pass laws campaign in 1959 and 1960. The government, declaring a state of emergency, banned the ANC and PAC and imprisoned 1800 political activists without trial, including Nelson Mandela.

Mandela continued to work underground with Walter Sisulu and they and their colleagues came to the conclusion that political violence was not avoidable in South Africa to free the *black* population from the bondage of Apartheid. He changed his political thinking and formed the *Spear of the Nation*, a military wing of the ANC. This was a reaction to the governments force against the non-violence action by the members of the ANC.

After Mandela's illegal travel to England to speak to opposition parties he was captured in August the 5<sup>th</sup> and sentenced to prison for five years in November of 1962. In the meantime the police raided the underground headquarters and found Mandela's diary that outlined a possible guerrilla strategy. Amongst other members of the ANC, Mandela and Sisulu were sent to lifelong imprisonment on 12<sup>th</sup> of July in 1964. The international pressure on the world's most famous political prisoner raised and many countries claimed the South African government to release Mandela.

In-between there were many violent actions against *blacks*. To name the most acknowledged one in South African Apartheid opposition history was the student uprising in Soweto, South Western Townships, of Johannesburg in 1976. In brief, on the 16<sup>th</sup> of June 1976, 20.000 Soweto school children marched against the South African government's Department of Bantu Education. Afrikaans, the language of the *white* Afrikaners had to be used as instruction languages in secondary schools. The initial peaceful march turned out into a violent confrontation with the police on the cost of many lives amongst the *black* pupils. Many departments, the one for Bantu Administrations and Development, were burnt down. The army was placed on alert and within 24 hours violence and shooting took place over the 28 Townships. Within the following two month, 160 *black* communities expressed their anger, not only in the four provinces of South Africa but also in the Bantustans, the *black* homelands set up in terms of separate development. Compassion and agreement with the *black* student's action in Soweto was

shown. In his letter to the ANC that took two months to be smuggled out of Robben Island prison the imprisoned Mandela called for: "Unite, mobilise, fight on! Between the anvil of united mass action and the hammer of the armed struggles we shall crush Apartheid! (Mandela, 1980)".

In the year 1986 Mandela met with several government representatives as PW Botha and FW de Klerk. The latter unbanned the ANC on the 2<sup>nd</sup> of February 1990 and Mandela was released from prison on the 11<sup>th</sup> of February 1990. In June he travelled to Europe, the United Kingdom, North America and within Africa. He was admired by many statesmen and people and became an internationally respected leader.

Mandela the head of the ANC delegation together with the PAC, aimed to oppose Apartheid. Many meetings took place and many travels were undertaken to achieve national and international pressure on the Apartheid system. There was an ongoing agitation in South Africa and Mandela, in collaboration with FW de Klerk committed in May 1992 to stop the violence by moving to a government that is politically steady.

During 1992 and 1993 Mandela made calls for peace and in the same time urged world business leaders to lift economic sanctions and to invest in South Africa. In early 1994 Mandela did candidate in the interest of his ANC colleagues for the elections and attended many campaigns.

Mandela personally voted in Inanda, Durban, on 27 April 1994. The following paragraph aims to demonstrate what the Mandela felt when he voted for his first time in his life (Mandela, 1994:610).

"I voted at Ohlange High School in Inanda, a green and hilly Township just north of Durban, for it was that John Dube, the first president of the ANC, was buried. This African patriot had helped found the organization in 1912, and casting my vote near his graveside brought history full circle, for the mission he began eighty-two years before was about to be achieved.

As I stood over his grave, on a rise above the small school below, I thought not of the present but of the past. When I walked to the voting station, my mind dwelt on the heroes who had fallen so that I might be where I was that day, the man and woman who had made the ultimate sacrifice for a cause that was now finally succeeding. I thought of Oliver Tambo, Chris Hani, Chief Luthuli and Bram Fischer. I thought of our great African heroes, who had made great sacrifices so that millions of South Africans could be voting on that

very day; ...I did not go into that voting station alone on 27 April; I was casting my vote with all of them.

Before I entered the voting station an irreverent member of press called out, 'Mr. Mandela, who are you voting for?' I laughed. 'You know,' I said, 'I have been agonizing over that choice all morning.' I marked an X in the box next to the letters ANC and then slipped my folded ballot paper into a simple wooden box; I had cast my first vote of my life."

Early May the Independent Electoral Commission IEC brought the results of the voting: The ANC had won 62% of the national vote. Mandela declared that he would stand for a government of national unity, each party sharing the exercise of power. This step was essential as a two-third majority for the ANC would have meant to unilaterally re-write the constitution, which would have caused great fear especially amongst all *whites* in the country. But as already said not the *white* was the enemy for South Africa's freedom fighters, it was not the multiracial society nor the fact that there are many different races living together in South Africa, the Apartheid system was the enemy that had to be vanished and this was finally achieved after 46 years.

### 3.5 Summary

South African cities and Cape Town in particular are burdened by two major issues that built a pattern of inequality amongst South Africa's *black* and *white* population. The first burden is reasoned in the construction of the Apartheid city, which was planted in the social, political, economical and spatial *soil* of the country and simply was carried out on the expense of the *blacks* to favour *whites*. The second reason from an outside perspective is a rapid growth in the global economy that has created many benefits, which are not spread evenly amongst the *black* and *white* population.

It is the first named aspect that Tomlinson (1990:5) refers to when he says that in this *soil* the current and future South African governments have to sink their foundations. He, Tomlinson (1990:13) goes on further that the political system of Apartheid cannot be reformed but has to be eliminated, which "...does not necessarily require the destruction of a society. It is an illusion that an alternative can only emerge from the ashes. If this were so, it would hardly be worth the price".

The above means that the current and future democratic South African governments that operate on a national, provincial and local Cape Town level undertake genuine reforms. It

seems to be evident that the approaches have to use a *bottom-up* in contrast to the former *top-bottom* developmental approach.

What that *theoretically* means in particular and if this claim is met by the *built reality* on the ground in the DPP in Nyanga and Philippi in regard to the IDP principles is the central focus of the discourse in the following chapter.



## **4 After 1994, during democracy– Integrated development transforming Apartheid- City Cape Town**

### **4.1 Mandela’s Rainbow Nation – A place of great promise**

Mandela’s presidential inauguration took place on the 10<sup>th</sup> of May 1994 at the Union Buildings in Pretoria and was attended by the largest gathering of international leaders ever been in South Africa, as well as many South African people. The ceremony was broadcasted internationally. In his inaugural speech Mandela called for a *time of healing* and stated that his government would fight against discrimination of any kind. He pledged to enter into a covenant to build a society in which all South Africans, *black* and *white*, could walk tall without fear, assured of their rights to human dignity a rainbow nation at peace with itself and the world. Furthermore, he stated that the heroes’ and heroines’ dreams had become reality and freedom was their reward. An abridgement of Mandela’s inauguration speech on the 10<sup>th</sup> of May 1994 addressed issues and major concerns of South African society and provided hope for the people of South Africa no matter of any race or colour (Mandela, 1994):

...“We understand it still that there is no easy road to freedom. We know it well that none of us acting alone can achieve success. We must therefore act together as a united people, for national reconciliation, formation building, for the birth of a new world.

Let there be justice for all. Let there be peace for all. Let there be work, bread, water and salt for all. Let each know that for each the body, the mind and the soul have been freed to fulfil themselves.

Never, never and never again shall it be that this beautiful land will again experience the oppression of one by another and suffer the indignity of being the skunk of the world. Let freedom reign. The sun shall never set on so glorious a human achievement! God bless Africa!”

Mandela spoke to the inner soul of many and touched especially the ones that were negatively affected by the former doctrine; he raised hopes and dreams for a better world and decelerated South Africa as a leading example for a peaceful transformation into democracy. He spoke of “our Rainbow Nation” because of the great diversity amongst South Africa’s people. People, dusty brown, coffee brown, creamy brown, pale white, ivory white, rose white, blue black, umber black, Xhosa and Zulu, Pedi and Tswana, English and Afrikaans (Cowen, 2003:71). South Africa’s people shared that hope that was

watched by the rest of the world and it has become a much better place than it was before 1994.

In Mandela's State-of-the-Nation speech in parliament on 24 May 1994, he introduced the government's 1994/95 Reconstruction and Development Programme (RDP) and its budget. What followed was his intensive international and national political career.

Nevertheless, Mandela retired from active political life in June 1999 after one term of presidency. His successor is the actual president Thabo Mbeki who was elected as ANC president in 1997. However, Mandela continues playing an active role in mediating conflicts throughout the world. He is the founder of the Nelson Mandela Foundation and the Nelson Mandela Children's fund and is an active member for globally operating Aids organisations.

On 15 May 2004 he was in Zurich, Switzerland when South Africa was awarded the right to host the 2010 FIFA soccer showpiece, which Nelson Mandela had lobbied so intensively. On 1<sup>st</sup> of June 2004 Mandela announced that he was retiring from public with the famous sentence: "Don't call me, I'll call you."

## **4.2 Post-Apartheid urbanization**

Figure (26) indicates that 75 percent of South Africa's population is *black* and has the highest population growth rate. The urbanization level of *black* South Africans is well below the ones of Asians, coloureds and *whites*. Tomlinson (1990: 3) refers to housing shortages of South Africa's *black* population that is more than six times higher than the one of Asians, *whites* and *coloureds*. This indicates that the *black* population is not only the less urbanized but also the most poverty stricken and in development terms the most disadvantaged majority amongst South Africa's population. The same counts for the income of each particular race group. *White* South Africans are earning a vast salary compared to Asians, *coloureds* and *blacks*. *Black* South Africans are significantly leading the group with the lowest income compared to the other race groups. Their environment mainly consists of squatter camps and it is a daily challenge for the majority of them to access urban economic opportunities to earn money to survive.



|  | Asian | Black | Coloured | White | Total |
|--|-------|-------|----------|-------|-------|
| <b>Population total and exponential growth rate</b>  |       |       |          |       |       |
| 1990 36,481,000                                      | 1.58  | 2.59  | 1.86     | 1.53  | 2.32  |
| 2010 54,230,000                                      | 1.02  | 2.00  | 1.22     | 1.11  | 1.80  |
| <b>Proportion of total population</b>                |       |       |          |       |       |
| 1990   | 2.6   | 74.8  | 8.5      | 14.3  |       |
| 2010   | 2.2   | 77.8  | 7.6      | 12.4  |       |
| Urbanization level, 1990                             | 90.6  | 50.0? | 80.6     | 89.4  |       |
| <b>Income group per month before tax in 1985 (R)</b> |       |       |          |       |       |
| 1- 99  | 0.3   | 22.5  | 7.2      | 0.2   |       |
| 100- 199   | 2.5   | 16.8  | 13.4     | 1.1   |       |
| 200- 299   | 5.4   | 17.1  | 10.5     | 1.1   |       |
| 300- 399   | 6.4   | 10.2  | 7.9      | 1.6   |       |
| 400- 499   | 7.8   | 9.6   | 7.9      | 2.2   |       |
| 500- 599   | 8.0   | 7.3   | 7.1      | 2.4   |       |
| 600- 699   | 6.7   | 4.8   | 6.5      | 2.1   |       |
| 700- 799   | 7.3   | 3.7   | 7.1      | 2.8   |       |
| 800- 899   | 6.9   | 2.2   | 6.6      | 3.4   |       |
| 900- 999   | 5.5   | 1.6   | 4.8      | 3.1   |       |
| 1,000-1,999  | 31.1  | 3.5   | 17.9     | 37.0  |       |
| 2,000+   | 11.9  | 0.7   | 3.1      | 43.0  |       |

Figure (26), Source: Tomlinson (1990: 4). Table, calculated from Johnson and Campbell (1982), Simkins (1983) and De Vos (1987).

### 4.3 South Africa's government

As integrated development planning (IDP) is a legislative requirement in the local development sector for South Africa's Cape Town municipality, the application of its integrated approach is dependent on, and enrooted within various governmental structures. It is not intended to explain the South African government in detail but it is seen as essential by the author to break down each single governmental layer of the structural and legislative context in where the thinking and applied integrated development approach of Cape Town's local government in accordance to the DPP in Nyanga and Philippi Township operates.

### **4.3.1 Governmental structure**

The governmental structure of South Africa operates on three distinctive levels (Figure 27). These are the national, provincial and local level. They are represented by three different institutions and are interrelated and dependent on each other. This study introduces the national, provincial and local Cape Town level; the major focus lies on Cape Town's local government level. Still, the national and the provincial level are introduced in brief in the following paragraphs.

#### **National government**

The national government level consists of judicial authorities and courts. It aims to represent and meet the interests on the provincial level. South Africa has a bicameral Parliament that is supported by a joint administration. The National Assembly is the House directly elected by the voters, while the National Council of Provinces is elected by the provinces and represents them to ensure that provincial interests are taken into account in the national sphere of government (Parliament of the Republic of South Africa, 2007).

After the first democratic elections on 27 April 1994 in South Africa, the National Assembly and the Senate, the public representatives, formed the Constitutional Assembly to write the new Constitution. In 1996, after two years of public consultation the new Constitution was finally adopted. It is the foundation of an open society based on democratic values, social justice and fundamental human rights. South Africa's constitution is worldwide known as being very progressive. In other words, the Constitution is the supreme law of the country and every South African must act according to its provisions and principles, even Parliament.

The Constitution law is agreed by the people's representatives and sets out of how the state will be constituted and run, according to the rights and responsibilities of its citizens and the creation of particular institutions to support and safeguard South Africa's democracy. It contains the fundamental democratic principle, which is the separation of powers. The power of the state is divided between three different but interdependent components or arms, namely the executive, represented by the President and the Cabinet, the legislature, embodied by Parliament, and the judiciary, which are the courts of law.

In brief, any democratic system requires the adoption of political rights but also in the same time distributes responsibilities amongst the people. South Africa's former Apartheid system denied equal political rights and the equal share of responsibilities for many

people. To prevent this from ever happening again, its constitution contains a Bill of Rights, which can only be changed if two thirds of the members of the National Assembly and six of the nine provinces in the National Council of Provinces agree to such change.

Some of the privileges enshrined in the Bill of Rights, the cornerstone of South Africa's democracy, are the right to life, equality, human dignity, freedom of expression, freedom of religion, freedom of association, political rights and the right to peaceful assembly and demonstration. The Bill of Rights also contains socio-economic and consequently spatial and urban rights. In South Africa, where a large part of the struggle for freedom was about improving the lives of people, these rights are important for this particular research. They place a duty on the government to address the problems that people experience when it comes to education, health services, water and housing supply and spatial urban development. The last group of rights within the Bill of Rights is the protection of the environment for future generations, the right information access and the right to fair administrative action. The citizens of South Africa are also guaranteed the right to an efficient administration.

South Africa's constitution adopts several independent bodies to support and safeguard its young democracy. These bodies consist of the Human Rights Commission, the Commission for Gender Equality, the Auditor General, the Public Protector and the Electoral Commission. These are accountable to the National Assembly and have to report on their activities and the performance of their functions annually.

The vision is to build an effective people's Parliament that is responsive to the socio-economic and spatial needs of the people and that is driven by the ideal of realising a better quality of life for all the people of South Africa. A people's Parliament (Parliament of the Republic of South Africa, 2007):

- Transforms an entire society by establishing a society based on democratic values, social justice and fundamental human rights
- Freely elects representatives, building on the foundation of a democratic and open society based on the will of the people, their participation and access to Parliament
- Provides a national forum for the public consideration of issues, which includes educating, informing and involving the people of South Africa in its processes and acting as a *voice* of the people
- Co-operates with the other spheres of government as it deepens and entrenches the country's democratic values

- Works with continental and international bodies to create a new democratic and participatory world order
- Passes good laws, while scrutinising and overseeing the executive
- Improves the quality of life of the people of South Africa
- Builds a united and democratic South Africa

Many of these aspects, e.g. community participation and quality of life improvement, are particularly important in order to give answer to the study's hypotheses.

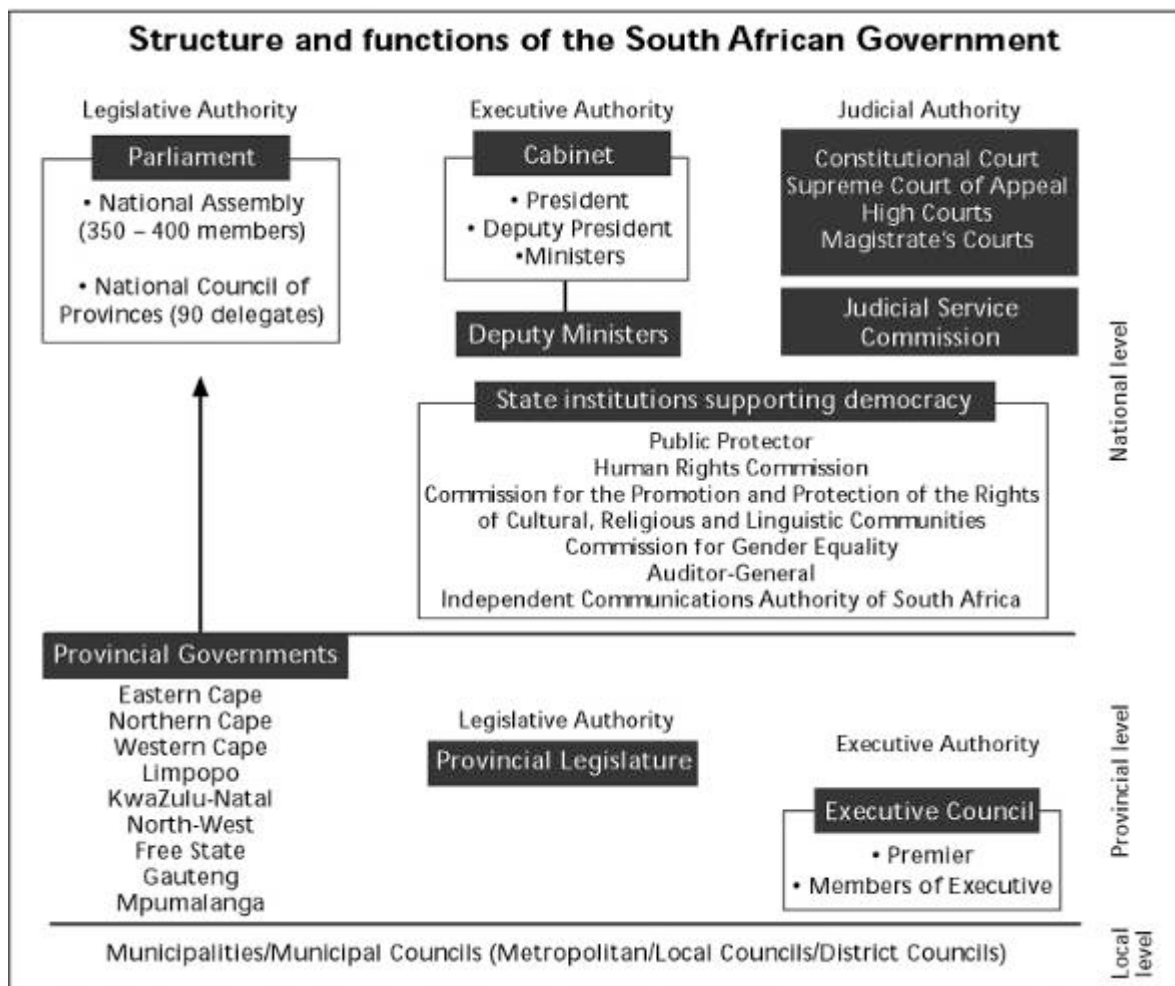


Figure (27), Source: South African Government Information, 2007. Structure and functions of the South African Government. [online] Available: <http://www.info.gov.za/structure/diagram.htm>.

The government at all three spheres has to put its greatest effort to comply with the Constitution, the supreme law of the land. Section 1 of the Constitution defines the Republic of South Africa as a sovereign state, based on the following democratic values:

- The achievement of human dignity through equality and the advancement of human rights and freedoms
- Non-racialism and non-sexism

- Supremacy of the constitution and the rule of law
- Universal adult suffrage, a national common voters roll, regular elections and a multi-party system of democratic government, to ensure accountability, responsiveness and openness

### Provincial government

The provincial government holds legislative and executive power. Its aspects of responsibility are education as well as social and physical environmental affairs. The provincial government is the legislative *interface* between the national and the local government. Its provincial legislature (Chapter 6 on South Africa's provinces section 114) identifies the nine provinces of South Africa (Figure 28) it is responsible for (South African Government Information, 2007):

- Eastern Cape
- Free State
- Gauteng
- KwaZulu-Natal
- Mpumalanga
- Northern Cape
- Limpopo
- North West
- Western Cape



Figure (28), Source: Graphic by author. The nine provinces of the Republic of South Africa.

This study is concerned with the province of the Western Cape. Amongst other things, and most important for this research the provincial government is responsible for the consideration, passing, emendation and rejection of any legislative statement. Furthermore, and explained later in this study it is legally obligated to write bills for local government's legislation. Any legislative change has to be submitted to the national government for approval.

The provincial executives are legislatively obligated to intervene in local government affairs and report back to the national government, if any executive obligation cannot be fulfilled. The provincial executives have to instruct the municipality on the claim of the constitutional obligations and have to provide information of the extent of the failure that was caused by local government and investigate the reasons for not having fulfilled the

obligations. In this case it would be the provincial government of the Western Cape that instructs the municipalities of Cape Town that is administered by its local government. Responsibility has to be assumed by provincial government to meet national or at least the minimum established standards (Chapter 6 on South Africa's provinces No. 139).

### **Local government**

Sections 151 to 154 consider the local government and its allegation role within the legislative framework of the Constitution of the Republic of South Africa, which took effect on 4 February 1997 (South African Government Information, 2007). There are more sections allocated to local government legislation but the following four are particularly relevant for this research.

Section 151 elaborates on the status of local government that:

- Consists of municipalities, which are established for the whole territory of the Republic.
- The executive and legislative authority of a municipality is embedded in its Municipal Council.
- A municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation, as provided for in the Constitution.
- The national or a provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

Section 152 is concerned with the objectives of the local government that are predefined by the Constitution:

- Provision of a democratic and accountable government for local communities
- Insurance for the provision of services to communities in a sustainable manner
- Promotion of social and economic development
- Promotion of a safe and healthy environment
- Encouragement of the involvement of communities and community organisations in the matters of local government.
- The municipality has to operate within its financial and administrative capacity, to achieve the objects set out in subsection 1.

Section 153 is concerned with developmental duties of municipalities, whereby a municipality must:

- Structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and promote the social and economic development of the community
- Participate in national and provincial development programmes

Finally, Section 154 legislates municipalities for a co-operative government, which means:

- The national government and provincial governments, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions
- Draft national or provincial legislation that affects the status, institutions, powers or functions of local government must be published for public comment before it is introduced in Parliament or a provincial legislature, in a manner that allows organised local government, municipalities and other interested persons an opportunity to make representations with regard to the draft legislation

#### **4.3.2 Government's political, socio-economic and spatial responsibility**

The government of South Africa is responsible for socio-economic development and many other relations on the international, national and local level; its political, socio-economic and spatial dimension in terms of its responsibilities on the national and local Cape Town level are illuminated in-debt as these three dimensions are particularly relevant for this research investigation.

Governmental responsibilities are either formulated in Bills or Acts, which apply either nationwide or for a particular area only. The local plans for any implementation have to manoeuvre within the national government's legislative framework. Local plans have to be based on the urban needs analysis by local government. Therefore the institutions on a national and local level are interrelated and dependent on each other.

This study introduces two instruments for spatial planning on the national level that are embedded in the constitutional law. Moreover, the IDP of Cape Town from 2001/2002 to 2006/2007 is reviewed with focus on aspects that are relevant for spatial planning on the Cape Flats. The political, socio-economic and spatial context in where local spatial instruments are embedded is part of the review.

#### **Political and institutional responsibility – Political dimension**

South Africa is a democratic but a one-party dominant state. The African National Congress ANC holds the power; other political parties e.g. the Pan African Congress PAC and the South African Communist Party SACP, besides other ten political parties are legally accepted in general but are not to be considered as powerful.

Accompanied with the election of the ANC as the leading South African political party, with a majority of *black* people in parliament, the vision of future integrated development conventions was defined. Harber (1990), a well recognized South African architect and academic refers to the statement of the ANC Freedom Charter (1955:3): “Slums shall be demolished and new suburbs built where all shall have transport, roads, lighting, playing fields, crèches and social centres”. Housing needs have to address security and comfort; they have to be accompanied with equal rights for the people to live where they want to and to be supported to inhabit adequate housing in a snug and secure environment (Low, 1998:331). Therefore, the South African government designed a plan for integrated and participatory-based development to introduce and establish the IDP’s purpose throughout all governing institutions in the country (Houston, 2001:207).

The statement by Nelson Mandela at his speech on the 2<sup>nd</sup> of May 1994 in accordance to leadership as it is understood in terms of the Democratic Party ANC, he [Nelson Mandela] refers to equal rights and the delegation of power and participation of the community: “... it is not the individual that matters, but the collective...(1994:611)”. South Africa’s planning and the process of creating integrated cities should represent the democratic system and apply integrated and community participatory-based design principles. This study complies with Mandela’s argument for collective action in integrated development planning (IDP) matters as it assumes that the participation of the PDI is an essential aspect of integrated development thinking and practice in South Africa.

### **Policy and legislative responsibility – Socio-economic dimension**

Since the political change in South Africa in 1994, the delegation of power and the application of genuine integrated development in collaboration with the community in spatial planning seemed to become an essential requirement when working within previously disadvantaged *black* communities. This process started before 1994, which lead to the formation of policies that are carried out on a national, regional and local level. There are two major policies found in South Africa, which are also illustrated in figure (29).

The first one is the RDP housing policy, introduced in 1994, named as a policy towards *grass-roots* structure, which also constituted for the members of the local community. RDP stands for the Reconstruction Development Programme. Its aim is to achieve empowerment of the *grass-roots* through participation, which means to arrive at a community driven process. In other words, the RDP plan aims to address the socio-economic and political issues that affected and still do affect communities; these [issues] are also reasoned in the former Apartheid ideology of race segregation (Lyons & Smuts *et*



*al.*, 2001:1239). They refer to six principles the development strategy of the ANC requires in terms of socio-economic and political development:

- Integration of the local government and the community
- People driven process being active and supportive in terms of community empowerment
- Reflection of gender and race, development approach based on equality
- Reconstruction linked to economic growth under the consideration of human and environmental resource management
- Active involvement of citizens in the decision-making process
- Communication of the process to other communities independent of their development stages

RDP housing types were developed and delivered by government. Based on the knowledge gathered out of the researcher's own experience in Nyanga Township, the price for a typical RDP governmentally subsidised house in these areas is 30.000 Rand, which complies with 3500 Euros (Kapkindergarten: 2003). Half of this money is substituted by local government whereby the other half has to be raised by the future owner of the house.

The second one, the Growth, Employment and Redistribution GEAR Figure (29), was introduced in 1996, named as community agency, and was designed for the restructuring of the economy and the employment in favour for the poor (Lyons, 2000: 5). Furthermore, the development of social services and the creation of a safe environment were additional requirements.

A major change occurred in 1997 when planning started to engage with the state bureaucracy. In the view of the author, integrated development planning (IDP) and its aspect of community participation is seen as an essential step towards a democratic *bottom-up* planning approach in contrast to the former Apartheid *top-down* one. Consequently, after Apartheid the power relations between participants and local authorities and their performance in South African city planning changed. Not only the major change from the former Apartheid regime to democracy indicates a different distribution of power, but also within democracy the distribution of power within planning changed from an *anarchic* nature towards a bureaucratic driven process. Lyons & Smuts *et al.* (2000:62) conclude that participatory development has become more and more limited and bureaucratized by local authorities because of them being in charge of funding and programmes.

## BACKGROUND

### Changing Development Policy

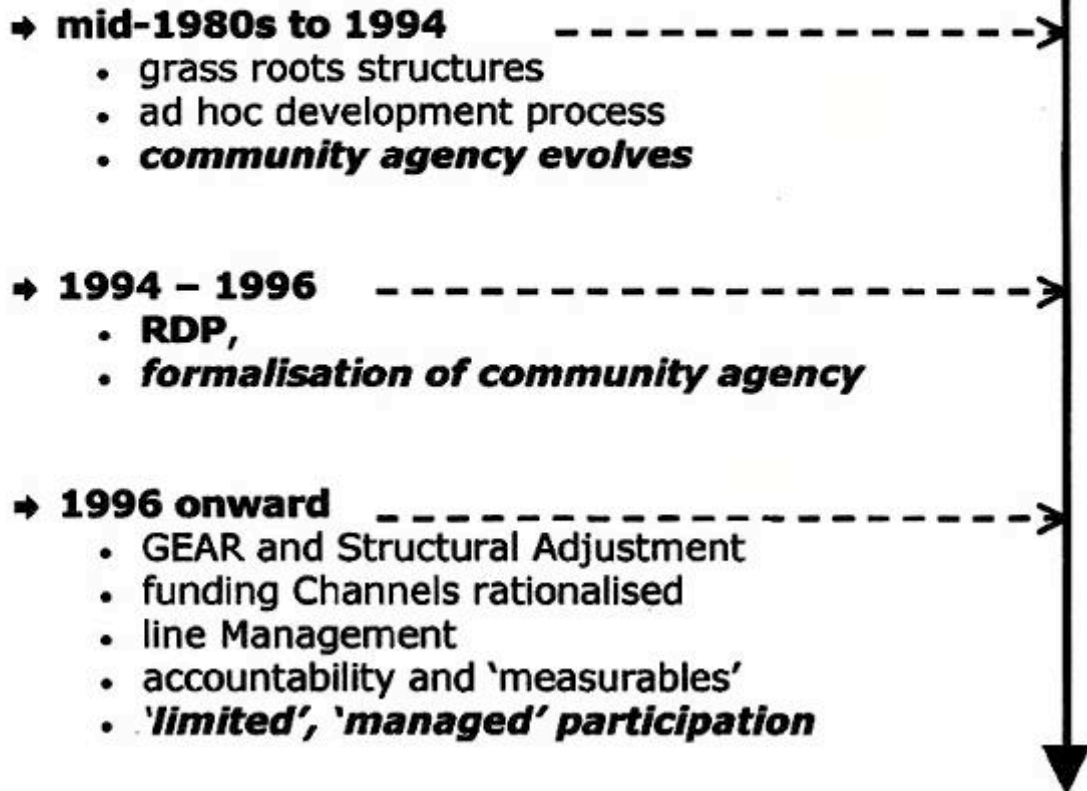


Figure (29), Source: Lyons, M. & Smuts, C. 2000. Seminar Sustaining development gains: The impact of South Africa's changing policy context (Extraction). (26<sup>th</sup> of May). Cape Town, South Africa.

Therefore local governments are required to encourage the community in the democratic process of involvement in development matters, especially in social low-income areas as South African Townships. Consequently, in contrast to the previous planning paradigm during the Apartheid era, IDPs were developed by local government organisations after the official introduction of democracy in 1994. Houston (2001:208) refers to Parnell and Pieterse (1999) who call for "...justice, participatory democracy and poverty alleviation, the physical development of underprivileged zones and racial redress..." and the emergence of the "...opportunity for integrated holistic planning..." in the new movement of local governments in democratic South Africa. Due to this, cooperation and the delegation of power, as originally defined by Deshler and Sock (1985), adopted by Sanhoff (2000: 8), is a necessary inquiry for South African development in poor areas.

To provide all the required services is a major challenge for Cape Town's local government. The projected population number in total amounts up to currently 3.27 million

people. Based on the *middle* migration rate this population number in Cape Town is expected to grow nearly of 17% over the 20-year projection period. In 2006 the population is growing at 1.61% per annum due to a natural increase rate, excess of births over death, of 0.86% pa and a migration rate of 0.75% pa.

The rapid population growth in the past has created a young age structure that provides a built-in momentum for future growth, especially for the potential labour force. The increase in work seekers, however, could lead to higher levels of unemployment, which will depend to a large extent on the levels of skills needed in every sector of the economy. Where rates of job creation are inadequate [*black* Township areas] the lower income groups will have less access to services such as education and health and, being generally less skilled, will suffer most from low wages and high levels of poverty.

There will be a wide range of needs from curative health measures, greater safety and security to a wide range of social services that need to be provided especially to the needs of the elderly, the ones above 65 years old (City of Cape Town, 2006).

As already mentioned, Cape Town, amongst many other South African core cities is facing a rapid urban growth. The developmental claims of the city in the 21<sup>st</sup> century will be dominated by different:

- Land development priorities, values and requirements
- Socio-economic and cultural conditions and characteristics
- Cultural and urban needs

### **Urban development responsibility - Spatial dimension**

As already stated, South African cities are affected by a high influx degree of working labourer that come from the northern parts of South Africa or its neighbouring countries. This happened also during South Africa's Apartheid system whereby the state tried to implement restrictions in terms of city access, inner-city movement and the *black* working labourer's duration of stay.

Today, the massive working labourer movement in South Africa, especially of mainly poorly skilled people (L'Atlas du monde diplomatique, 2003:54) puts an immense pressure on South African cities. The city image speaks for itself; the outskirts of nearly any South African city, independent of its scale, is surrounded by illegally occupied land through squatter camps. A common picture in Cape Town is that many of these squatters are living on the previously, during Apartheid, laid out buffer strips. In this regard Tomlinson

(1990:11) refers from the shift concerning the growth issue of South African cities. Instead of restricting South Africa's core city's growth he provokes a rather better management of the growth, and the author of this study adds a better management of its spatial pattern. Tomlinson goes on and points out that local government is a central urbanization problem in threshold countries as South Africa.

Furthermore, urbanization data by government has to be handled with care as former studies have shown that reasonable and exact demographic and urbanization data especially from *black* Townships are either not complete or simply not existent. Therefore, the author points out that the study will not be able to deliver exact population data and numbers of these areas; the data is mainly based on either governmental numbers or the author's own estimations, based on secondary data.

Cape Town's municipality is also mainly responsible for economic development and besides many other aspects in particular for social capital building and the provision of housing (Government Communications, 2004:341). The local government's intention of Cape Town is to create an open city in which the only acceptable form of local government is by full participation of all citizens irrespective of race, colour or belief.

The city of Cape Town spatial area is numbered at 2.461km<sup>2</sup>. The focus of this study is on development in areas that face the largest number of population per km<sup>2</sup>. These areas are located in the west and the south of the international airport and are indicated in red and blue, which means a population density of 6.918 to 46.510 people, which complies at 3.510 to 6917 per km<sup>2</sup> (Figure 30).

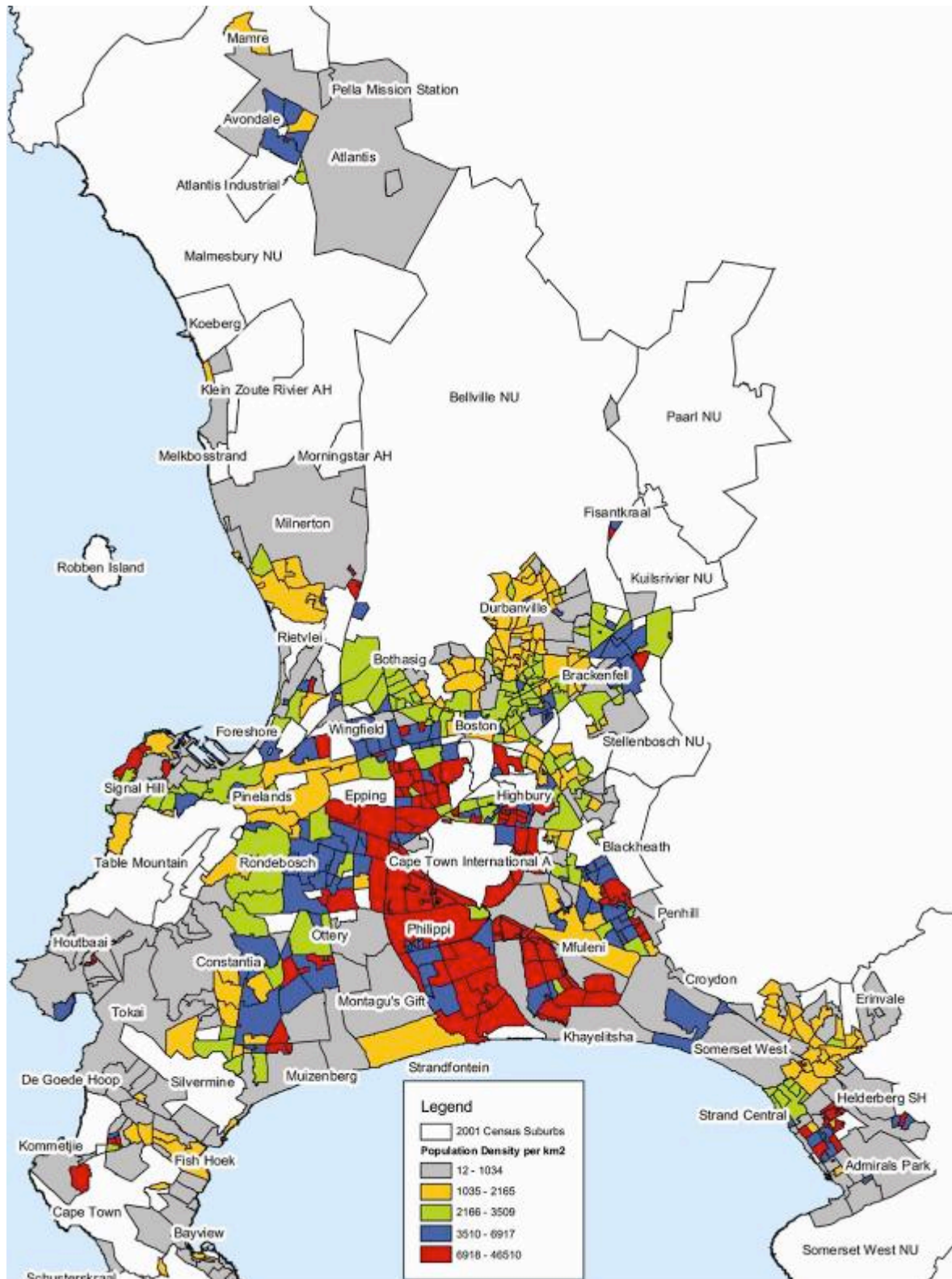


Figure (30), Source: City of Cape Town, 2006. Map of population density per km<sup>2</sup> by suburb; using the 2001 Census information. Strategic Information, Strategic Development Information and GIS.

#### **4.4 South Africa's socio- economic and spatial transformation theory**

The intention of the *young* democratic South African government after 1994 is evident: The *radical* spatial restructuring and reorganization of South African cities in order to achieve equality in terms of urban and socio- economic opportunities between different races is seen as a primary and essential step to democratise the country.

The intention of the author is to develop step by step the theoretical framework for this study. Thereby, particular sections of the laws, acts and papers that relate to integrated development planning by the South African and Cape Town government are identified, analysed, critiqued and represented in this study. These will be integrated in its theoretical framework, inform the interview questions and build the measures for the evaluation of the application of the Dignified Place Programme in Nyanga and Philippi Township. There has also been a great danger to be drawn in the vortex of tangled mass of legislative information on the subject. This should not sound depreciatively but it seems that there is a lot of confusion within the highly complex planning nature and the interfaces of different government levels, planning strategies and instruments. All the more this study is so essential to differentiate and clarify what aspects are relevant for spatial planning within the DPP in five selected cases along the Ingulube Drive in Nyanga and Philippi Township.

From an urban perception in accordance to politically governed spatial planning instruments, the introduction of the Development Facilitation Act no. 67 of 1995 and the Municipal Systems Act no. 32 of 2000 on the national level are relevant for this investigation. The White Paper, on the national level on environmental management and development (1998) is relevant and reviewed. The announced Acts and the paper are embedded in the South African constitution. The Metropolitan Spatial Development Framework MSDF 1996 on the provincial level is reviewed. Cape Town's local IDPs (2001/2002) to (2006/2007) are part of the analysis as well as the case study for spatial development in Cape Town, the MUNI-SDF 1999/2000 by Dewar in corporation with the local government of the city of Cape Town (1999) are reviewed and critiqued.

The following chapter introduces the principles and norms of the Development Facilitation Act, DFA no. 67 of 1995, and the Municipal Systems Act, MSDF no. 32 of 2000, and their relation to each other and to the South African constitution. Additionally, it locates these two in relation to the norms that are relevant for Cape Town's IDP based integrated development in the DPP in Nyanga and Philippi Township.

#### **4.4.1 The Development Facilitation Act 'DFA' no. 67 of 1995 – national level**

The Development Facilitation Act (Act 67 of 1995), DFA, was established in 1995 and is concerned with the introduction of extraordinary measures to facilitate and speed up the implementation of reconstruction and development programmes and projects in relation to land development (South African Government Information, 2007). It aims to:

- Lay down general principles that govern land development in South Africa
- Provision and establishment of a Development and Planning Commission DPC to advise government on land development policy and laws concerning on national and provincial levels
- Establishment of development tribunals which have the power to make decisions and resolve conflicts in respect of land development projects
- Facilitation, formulation and implementation of land development objectives; the establishment of measures to evaluate local government performance
- Provision for nationally uniform procedures for the subdivision and development of land in urban and rural areas
- Promotion of security of tenure in relation to financial issues during the land development process

This study's major focus is on the first chapter of the principles that refer to the ones of land development and conflict resolution. At this particular chapter, the previously introduced DPC has published their interpretation of the DFA principles in order to describe the meaning and intentions behind them (DPC 27/99, 1999).

Dewar (2003:4), an academic at UCT and active member of the DPC at that time, refers to the ways in which the introduction of the principles changed the land planning system of South Africa. On the one hand this was the embrace of an urban, opposed to a suburban model of development and meant the reverse of modernist principles:

- Compaction opposed to urban sprawl
- Integration opposed to fragmentation and separation
- Equity opposed to increasing inequality
- Sustainability opposed to inefficiency and waste

On the other hand it [DFA] introduced norms and values that were primary for the planning system. A set of values was defined against which all land-based decisions should be measured. The DFA principles relate to (DPC, 1999):

- Spatial development
- Public participation
- Capacity building
- Facilitation of developer interaction with government
- Speeding up development
- Administrative fairness
- Security of tenure
- Promotion of competition
- Conflict resolution
- Sustainable development practices

The major focus of this study is on issues on the first two aspects of the principles, spatial development through public participation in order to spatially reflect and sustain *black* people's cultural identity. The contribution by the two academics Dewar and Uytendogaardt (1991; 1995) is a major one in this regard. They informed the principles by their research on urban planning issues in the development of the South African cities (Dewar, 2003:5). The general principles (set out in section 3; attached in Appendix 2) apply for any land development throughout the Republic of South Africa, to the actions of the State and the local government (DPC, 1999:6). Moreover, they serve to guide the administration of any physical plan, transport plan, guide plan, structure plan, zoning scheme or any other development plan administered by any competent authority in terms of the law. Finally, they serve as guidelines by reference to which any competent authority exercises any discretion or take any decision in terms of this Act or any other law dealing with land development.

The principles focus on policy issues in terms of land development. First, they require a policy that provides for urban and rural land development and the facilitation of formal and informal existing, and new settlements. Second, they aim for the legislated discouragement of illegal occupation of land with the recognition of informal land management processes. Third, they intend for the promotion of efficient and integrated land development. This means in particular the:

- Integration of the social, institutional and physical aspects of land development
- Promotion of development in rural and urban areas in support of each other



- Availability of residential and employment opportunities in close proximity to, or integrated with each other
- Optimisation of the use of existing resources of agriculture, land minerals, bulk infrastructure, road transportation and social facilities
- Promotion of a diverse combination of land uses; individual sizes or subdivisions of land
- Discouragement of the phenomenon of urban sprawl in urban areas and the contribution towards the development of more compact towns and cities
- Contribution of the correction of historically distorted spatial patterns of settlement in the Republic and to the optimisation of the use of the existing infrastructure in favour of current needs
- Encouragement of environmentally sustainable land development practices and processes

#### **4.4.2 The Municipal Systems Act no. 32 of 2000 – national level**

The Municipal Systems Act no.32 of 2000 aims to provide the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards (Municipal Systems Act, 2000:1):

- The social and economic upliftment of local communities
- Certification of universal access to essential services
- Definition of the partnership between the municipality and the local community
- Provision of municipal powers and functions to perform and provide for community participation
- Framework establishment for the processes of planning, performance management, resource mobilisation and organisational change within the local government
- Framework provision for local public administration and human resources
- Empowerment of the poor and the provision of services, service delivery agreements and municipal service districts
- Provision of credit control and debt collection
- Establishment of a framework to support, monitor and set standards by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment

However, the last mentioned aspect is the focus of this study. The Municipal Systems Act legislates that all municipalities have to design a five-year strategic plan named the IDP for socio-economic development (IDP Nerve Centre, 2007). The IDP is the legislative framework for local development and is accompanied by an annual financial strategy. The intention of the Municipal Systems Act (2000:20) is to create the legislative framework for the IDP and its financial strategy for spatial development also.

There are five major aspects that are relevant for this study, which are elaborated in chapter 5 of the Municipal Systems Act (2000), and for the design of an IDP by Cape Town's local government. The author selected the sections of the principles that are relevant for this study only. The legislation around the key issues of the principles is added in Appendix 2 as well as the general sections 23, 25, 26, 34, 35 and their principles. The intention is to illustrate the policy context of the Municipal Systems Act, its relation to the South African Constitution, the Development Facilitation Act DFA and the IDP.

Section 23 of the Municipal Systems Act no. 32 of 2000 refers to the responsibility of municipalities in terms of planning. First, municipal planning has to be developmentally oriented and has to strive to achieve the objects of local government set out in section 152 of South Africa's Constitution (1996), study relevant sections added in Appendix 2, which refer to the objectives of local government:

- Provision of a democratic and accountable government for local communities
- Guarantee of the provision of services to communities in a sustainable manner
- Promotion of social and economic development and the achievement of a safe and healthy environment
- Encouragement of the involvement of communities and community organisations in the matters of local government

Second, municipality planning has to address its developmental tasks to section 153 of South Africa's constitution, which are again:

- Structuring and management of its administration and budgeting and planning processes to give priority to the basic needs of the community
- Promotion of the social and economic development of the community
- Participation in national and provincial development programmes

Third, together with other organs of the state the municipality has to contribute to the progressive realisation of the fundamental rights contained in sections 24, 25, 26, 27 and

29 of the Constitution, which refer to environment, property, housing, health, care, food, water, social security and education. Finally, this general subsection 23 goes hand in hand with the principles of the Development Facilitation Act, 1995 (Act No. 67 of 1995).

Section 25 requires of the Cape Town council to embrace an IDP. Each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality, which first has to link, integrate and co-ordinate plans and takes into account proposals. Second, it must align the resources and capacity with the implementation of the plan. Third, it is the council's duty to form the policy framework on which annual budgets must be based on. Fourth, it is obliged to be compatible with national and provincial development plans and legislative requirements.

Section 26 refers to the core principles of IDPs, which have to reflect the following in terms of development. Those are:

- The municipal council's vision for the long-term development with special emphasis on the municipality's most critical development and internal transformation needs.
- An assessment of the existing level of development in the municipality that must include the identification of communities who don't have access to basic municipal services.
- A spatial development framework, which must include the provision of basic guidelines for a land, use management system for the municipality.
- The council's operational strategies.

Section 34 demands the annual review and amendment of the IDP. The municipal council must review its IDP annually in accordance with an assessment of its performance measurements that are predefined. The intention is to keep a certain amount of flexibility within the plans in case of changing circumstances and/ or demands and may require the modification of integrated development planning (IDP).

Section 35 explains the status of the IDP that is adopted by the council of a municipality. The IDP is the principal strategic planning instrument, which guides and informs all planning, development, and all decisions in the municipality.

In summary, Cape Town's socio-economic and spatial transformation theory is formed by a vast amount of legislative body, represented by the constitution that had to be rewritten in terms of human rights since the introduction of democracy to South Africa, which impacts on spatial planning as the principles of the DFA no. 65 and the ones of the

Municipal Systems Act no. 32. The forthcoming introduced instrument IDP operates on the local Cape Town level and is embedded in the socio-economic and spatial legislative context of national instruments.

#### **4.5 Cape Town's local socio-economic and spatial transformation theory**

The IDP is treated by the author as the interface between the theoretical body on socio-economic and spatial transformation theory on the national and local level. The last step is the translation of its principles into spatial plans and their implementation on the ground on the Cape Flats.

##### **4.5.1 The Integrated Development Plan IDP – local level**

This primary planning instrument is agreed between the local government and residents of the city. It is a plan for the entire City and not just for specific areas only. The priorities for residents are - jobs, housing, safety and security. In urban planning terms the IDP is important for this study as it outlines key areas where spatial planning must take place under the consideration of the available resources in order to achieve a more equitable spatial pattern that supports socio-economic growth. The IDP is a plan of how the city spends its budget for a five-year period; on what issues and in which areas. It is a plan that sets Cape Town's budget priorities.

For this particular research investigation the role of the local government is the major focus, being a governing institution for integrated development planning (IDP) also in spatial practice. Cape Town's IDP is designed as a five year strategic plan for any nature of development at the local Cape Town level. Local government holds the dynamic role of being agent in the development sector and is supposed to be specifically responsible to solve poverty issues.

The provision of services to communities in a sustainable manner, the promotion of social and economic development and a safe and healthy environment and the involvement of communities and community organisations in integrated development matters is statutory given in Act No. 108 of 1996 and is accompanied with another regulation, RSA, 1998b, Section B, named as the *White Paper*, which commits local governments to work with the community and determine fair sustainable, social, economical and material standards for it (Houston, 2001:207). In terms of development Mazaza (2000:51) adds the promotion of safe and healthy environments to the determined aspects by Houston. The last mentioned

points out that those defined standards are not enough to meet the community's realities; therefore further four developmental responsibilities are required to become fulfilled by Cape Town's local government:

- The provision of household, infrastructure and services
- The creation of liveable, integrated cities, towns and rural areas
- Local economic development
- Community empowerment and redistribution

Moreover, the local government deals with two major issues around integrated development planning (IDP). These are on the one hand the planning, implementing and monitoring of local authorities [Township internal organizations responsible for development] and on the other hand obligating them to consult residents, communities and stakeholders (Houston, 2001:211). This is expressed through regulations found in the objectives of the *White Paper* published in 1998, which addresses the ANC's interest to local authorities in terms of integrated development principles in environmental issues in South Africa and therefore in areas as Cape Town's Townships in particular. Solomon (2000:40) refers to six major aspects found in the *White Paper* regulations:

- Maximising the municipal impact on socio-economic development
- Coordination and integration of public and private investment
- Democratising, including the provision of democratic governmental services for community based development
- Building of social capital
- Responsibility of local government for the integration of national programmes
- Achievement of social justice and equitable metropolitan governance

Yet, for this study the author selected two fundamental principles for environmental management that guide the local government in achieving the vision and the overarching goal of sustainable development. In other words the author agrees with aspects of responsibility by local government and the objectives set out in the *White Paper*. It is stated in the *White Paper* that environmental sustainability is the key to attain the IDP's visions and goals. These principles are the fundamental premises government will use to apply, develop and test its developmental policy and subsequent actions including decision making, legislation, regulation and enforcement (Environmental Management Policy White Paper, 1998:1).

For the theoretical framework of this study the aspect on integration and participation of the PDI are of particular importance. First, integrative priority areas for environmental governance include:

- Integration of environmental, social and economic considerations into development and land use planning processes and structures, which require the assessment of environmental impacts at policy, planning, programme and project levels
- An integrated approach to environmental management addressing, all environmental media and all social, cultural and natural resources
- Pollution control and waste management
- An integrated approach to government's environmental functions including organisational and institutional arrangements, legislation and all policies in any sphere of government

Second, participatory-based development must be encouraged by the government, which means the inclusion of all interested and affected parties in environmental planning with the aim of achieving equitable and effective participation.

As the IDP is the primary planning principle in South Africa responsible for local municipality developmental issues, it must take into consideration all the above, started with the Development Facilitation Act (1995), over the Constitution (1996), the ANC's *White Paper* (1998) on Environmental Management and Development and the Municipal Systems Act (2000). There are also spatial plans that must be based on and that translate the specific demands of development priorities, identified and set out by local government of Cape Town in a participatory manner cooperating with the affected community on the Cape Flats. This political interface is extremely complex and needs to be investigated accurately.

However, the development of the IDP over the last six years from 2001/2002 to 2006/2007 is crucial in order to identify the paradigm shifts by Cape Town's local government in terms of development priorities on the Cape Flats and in Nyanga and Philippi in particular. Interesting in this regard is the statement by the current executive councillor in power Mrs. Zille: "The IDP can sometimes be so broad that it becomes meaningless (IDP, 2007)". This is exactly what has been felt when conducting this research. It was seen essential to set priorities in order to avoid confusion within the development process of the study's own theoretical framework. This has been the crucial point of the

conceptual basis for evaluating of how policies and regulations were translated and transformed into spatial plans within the DPP in Nyanga and Philippi Township.

Nevertheless, the coming paragraphs are concerned with the review of the IDPs and their policy relevant for the spatial implementation on the Cape Flats. Furthermore, the IDP includes the local annual budget for spatial implementation. Therefore, these coherences have needed to be analysed and set into relation with planning intentions as well. According to Dewar (2006), the IDP of Cape Town can be seen as a budget that becomes allocated to developmental issues of the Cape metropolitan area.

However, the so called *UniCity* merged of six antonymous local councils, Cape Town, Blaauwberg, Helderberg, South Peninsula, Tygerberg and Oostenberg in the year 2000. The *UniCity* transformed its budgets of the previously six local councils named above into one budget for the whole Cape metropolitan area.

The sum of the income and the expenditure is named as the operating budget. The expenditure of the budgets is allocated to the development priorities that are identified by the City of Cape Town. In this review the income of the IDP are not considered in detail. Generally, the income is generated by sales, property rates, tariffs, charges and grants in aid and other income sources.

However, the strategy to identify development priorities by analysing the budget has been followed in order to identify the issues of the city in terms of spatial planning. Thereby a selection of the aspects that relate to spatial planning only was necessary to undertake. The first IDP in action (2001/2002) allocated its overall budget to the following developmental aspects as electricity, community services, roads and infrastructure, water and sanitation, support services, sewerage, refusal management, traffic and law enforcement, health and emergency services, housing, planning and development, economic development, property valuation, markets and abattoirs.

So, the IDP is responsible for a lot of developmental issues and therefore it is necessary to concentrate on the ones particularly concerned with spatial planning. Thereby the author refers to the expression *public structure* (see Definition of key words). Since the official introduction of the IDP in 2001, several spatial restructuring activities of either large or small scale have taken place under its framework conditions in regard to its allocated budgets. These interventions create new spatial public structures and consist of the

planning of green space, public transport systems, public institutions, urban space, emergency- and utility facilities.

The selected elements that are addressed within the IDP and are concerned with the creation of public structure are:

- Roads and Infrastructure
- Water and Sanitation
- Health
- Emergency Services
- Housing
- Planning and Development

#### **4.5.2 Focussed review of the IDPs 2001/2002 to 2006/2007**

The study aims to investigate of how integrated development planning was understood in five selected pilot projects along the Ingulube Drive in Nyanga and Philippi Township and of how the IDP's vision developed from this spatial experience. Nyanga and Philippi Township have been one of the first interventions and were identified as being mandatory in its developmental needs as one third of the city's population is living under devastating conditions. These two Townships were one of the first designated areas of developmental nodes. In the point of view of the local government of the city of Cape Town, these areas have benefited since then of investment by the development of central business districts and the expanding of the DPP. After these interventions took place the IDP developed in a certain theoretical direction, which was not based on a serious evaluation of the DPP projects. To avoid that the IDP becomes a *white elephant* in terms of its vision that is only partly based on the experiences that were made in the early spatial interventions of the DPP in Nyanga and Philippi Township along the Ingulube Drive, this study seems to be indispensable in this regard.

This review is based on the IDP's (IDP, 2001/2002 to 2006/2007) published by the local government of the city of Cape Town. The Cape Metropolitan council initiated its first attempt to integrated development planning through the preparation of an IDP in December 1997 (Watson, 2002:156). Phase 1 of the IDP process included a comprehensive city analysis and one of the council administrations to identify challenges within these two. In October 2001 the analysis report was conducted and reviewed by the public. Phase 2 included the design of strategies for city development. Based on the public participation within workshops the urban needs and priorities were set. Phase 3 meant drafting business plans in alignment with the budget, available for the city's



development. Phase 4 was underway at that time and consisted of public hearings on the budgeting issues and the design of the IDP.

Since Cape Town's IDP emergence this principal planning instrument has seen three legislative periods of political control. The first legislative period in relation to the embarkment of the first IDP in 2001 under the executive mayor ship of Mr. Alderman changed in November 2002, when Mrs. Mfeketo came into power. In 2005 Mrs. Zille has been elected and is currently the executive major of the city of Cape Town.

The IDP (2003/2004) defined the vision, mission, values and strategies for Cape Town. It is the continuation and elaboration of the ones set out in the IDP 2002/2003. The objectives were that the seven municipalities have to be brought together to achieve sophisticated leadership and a clear direction for the development of Cape Town. The city's IDP emphasize was on the integration of communities in the shaping of the city's future. The city council of Cape Town defined its vision, its mission (14<sup>th</sup> of January 2001), values and strategic pledges in a participatory manner (IDP, 2002/2003).

There have been significant shifts recorded between the IDP 2004/2005 and the one of 2005/2006. These are the promotion of the making of integrated human settlements (IDP, 2005/2006:9), incorporating the 'shifting growth to the urban core' and 'improving existing settlements', taken out of the themes of the IDP 2004/2005. The 'Strong communities' theme aims to focus on cohesion, capacity building and self-reliance within previous disadvantaged communities. Another theme is the one on access and mobility of transport within the city.

The IDP of 2005/2006 is shifting its emphasis away from the strategy development to the implementation, which means to covert what was statically planned and visioned spatially on the ground. Furthermore, the IDP 2005/2006 sets out key performance indicators. This provides the local government with goals and targets to meet, and the public with measures to evaluate the city's spatial planning strategy. Finally, the IDP 2005/2006 has, from now on, to reflect compliance with the Municipal Finance Management Act MFMA, which took effect on the 1<sup>st</sup> of July 2004. The annual budget for spatial implementation must therefore be mutually consistent (IDP 2005/2006:10).

The IDP of 2006/2007 adopted the same visionary aspects as the one of 2004/2005 and elaborated these slightly; its changes are implemented in the following section. The basic values of the coalition are non-racialism, non-sexism, fair representation, and the

promotion of institutional stability and a spirit of consensus. The governing coalition of the Western Cape undertook a ten-point strategy to grasp and solve the problems of the city in terms of its socio-economic and spatial development:

- “- Poverty reduction
- Economic development, tourism promotion, physical/ infrastructure development
- Employment creation
- Land release and improvement of service delivery
- Good governance
- Improving health, safety and security
- Financial sustainability
- Partnerships
- Human resource development, care for the disabled with special needs
- Communication”

**VISION:** *“Taking into the account the current reality of deepening negative city indicators in areas such as HIV/ Aids, TB, infant mortality, crime, homelessness, unemployment and education levels whilst recognising the overwhelming positive attributes of our City, the vision of council is to establish Cape Town as:*

- *A sustainable city- a city that offers a future to our children and their children*
- *A dignified city – a tolerant, non-racist, non-sexist city*
- *An accessible city –a city that extends the benefits of urban society to all and builds the capacity of its people*
- *A credible city –a well governed city trusted by its people*
- *A competent city –a city with skills, capabilities and a competitive edge*
- *A safe and caring city that cares for its citizens and values the safety and security of all who live, work and play in it*
- *A prosperous city known for its ability to compete in the world of the 21st century and its commitment to the challenges facing South Africa, the Southern African Development Region and the African continent*
- *A city known for its leadership in Africa and the developing world”*

**MISSION:** *“It is the Mission of this City Council to offer the people of Cape Town:*

- *Responsible decision-making*
- *Viable, affordable and sustainable city services*
- *Dignity and meaningful engagement with City structures*
- *Fair access to the benefits of urban society and capacity building opportunities*
- *Trustworthy, accountable, efficient and transparent city government*

- *The ability to contribute to global, regional, national, provincial and local economic growth and development, and*
- *The opportunity to be part of shaping the future of the city*
- *The opportunity to benefit from national and provincial partnerships”*

**VALUES:** *“This Council and its Administration will be driven by:*

- *A clear sense of direction and purpose*
- *Partnerships at all levels of city life*
- *Openness, accountability and transparency*
- *A belief that city government needs to be close to the people*
- *Decisions and actions that will take the needs and abilities of future generations into account*
- *Efficiency, effectiveness and responsiveness*
- *The promotion of multi-lingualism and cultural diversity”*

#### **4.5.3 Socio-economic and demographic aspects of the IDPs**

These are aspects that are not changing over time. They may change in their formulation but their content and meaning stays more or less the same. In general, these aspects set the inquiry for spatial planning on the Cape Flats. It is self-evident that the author did cross-check the other IDPs for change in this *static* data. If there were any identified, these are indicated and implemented in the critical review. In other words, the following *static* aspects are based on the analytical analysis undertaken by the city council within the IDP of 2002/2003 but were aligned with the data of the following IDPs.

The external environment of the city of Cape Town is subdivided in population numbers, economy that is naturally not always *static* and includes therefore trends and estimations of the IDP 2002/2003, health, crime, unemployment and poverty. This information aims to give a more sufficient insight and also justifies the selection of the specific area and the case study by underpinning the spatial with socio-economic aspects. Moreover, as this study is an interdisciplinary approach, it is argued that it is not possible to tear out the spatial aspects away from the IDP's socio-political, demographic, institutional and economical context. This would not give adequate considerations to the holistic planning approach of the IDP. Nevertheless, the focus of this study is of spatial nature and therefore the overall issues are illuminated from a spatial perspective within their overall contextual setting.

## Population

| Coloured | African | White  | Asian | Total   |
|----------|---------|--------|-------|---------|
| 1454346  | 984452  | 668188 | 47252 | 3154238 |
| 46,1%    | 31,2%   | 21,2%  | 1,5%  | 100%    |

Figure (31), Source: Table by author. Original sources: IDP 2002/2003. 'Projection of the population of the Cape Metropolitan Area 1996-2031' by Professor R.E. Dorrington, January 2000.

According to a projection of population growth by Dorrington (2000), 3.154238 people are living in the Cape Metropolitan area (Figure 31). Amongst these overall population number, 46, 1% are *coloureds*, followed by 31, 2 % of *blacks*, 21, 2% of *whites* and 1, 5% Asians. The growth rate per annum in the Cape metropolitan area is estimated at 3, 5% per annum. The higher population growth number is concerning mainly the poorer population of Cape Town. The number of population growth is estimated to decrease to 1,2 % per year as a result of lower influx rates and the impact of the HIV-Aids epidemic. 28,2% of Cape Town's population is 0 to 14 years old, followed by 65, 7 % of 15 to 64 years old and 6,1% who are over 65 years old.

## Economy

Relevant for this study is particularly the aspect of the formal and informal economy. The formal sector employment declined from 77% to 64% between 1991 and 2001. Despite of that the informal sector, mainly found on the Cape Flats, has grown significantly and contributes 12% to the economic output and makes up 18% of the city's labour force (IDP, 2001/2002).

One major issue is that the poor have to travel long distances because of living on the outskirts of the city as a result of previous Apartheid urban segregation policy. Most of their income the poor generate in the CBD is invested in transportation between their homes and the place they work at. However, economic growth in Cape Town is projected to grow of 2% per year.

## Budget allocation

The IDP indicates a priority shift within the city's strategic integrated development planning approach between 2001/2002 and 2005/2006. The data was extracted of the officially adopted IDPs and their information of the expenditure of the operating annual budget. Still there is no guarantee that the data above is consistent in its numbers as the available one of the operational budget was partly incomplete.

A significant shift is visible in the provision of housing and of water and sanitation supply. This is an indication that the city of Cape Town tried to react to the vast housing backlog and the one according to its sanitary services in the disadvantaged areas of Cape Town.

### Health

The city's population is affected by two dominating epidemics. It is the Tuberculosis and HIV/ Aids pandemic. Most tuberculosis cases are found on the Cape Flats. In Kayelithsha and Nyanga 921 to 963 of 100.000 people were recorded in the year 2000. The recorded HIV/ Aids rate was distributed to a percentage of 8, 7% in 2001. This data should be treated with care, as these are estimations only; there may be a vast *dark figure* that might be significantly different. The author does not eliminate that some of the data could even be manipulated as well, e.g. for the attraction of funds. In this regard a personal experience was made when the author went for an HIV-Aids test at the health unit of the University of Cape Town for his study application. During this time the nurse that conducted the test told him that certain HIV-Aids figures amongst students were adjusted upwards to attract more governmental funds for the unit. However, there is a major distinction with international, national and local records on the HIV/ Aids issue in South Africa. The atlas of globalisation (L'Atlas du monde diplomatique, 2003:188) refers to South Africa's as the country with worldwide having the highest number of HIV positive cases. The estimations within this source of December 2002 amount up to 5 million people affected by the HIV virus in the country.

The vast spread of the disease is also reasoned in certain cultural practices. There are rumours amongst the *black* African population, propagated by tribal leaders or any other traditional *healers* that the disease can be fought when a HIV positive person has sexual intercourse with a virgin. This might sound abstruse for a European with an ordinary general knowledge background. But people that are in the role to listen to their leaders and who have no adequate education are endangered to believe in the said above. In the year 2000, Thabo Mbeki publicly questioned the scientific link between the HIV virus and the Aids disease. This was a major issue not only for the international reputation of the county and its president but it may have been even worse for the mainly uneducated and unskilled poor. Cultural sexual practices as *dry-sex* [sexual intercourse that mainly serves the male to feel more masculine because of the absence of either natural or artificial lubrication] also contribute to the vast spread of the disease. However, currently the local government of Cape Town is active in raising educational campaigns and facilities for the affected.

Health is also endangered by the fact that many urban poor do not have access to clean drinking water and sanitation. This does negatively impact on the health of these communities in particular. The public listening campaign (2003) identified that the poor people need the access to clinics, especially for HIV/ Aids treatment and other diseases found in these areas.

### **Crime**

The city and particularly the areas of the Cape Flats, Nyanga, Philippi, Kayelithsha and Mitchells Plain are affected by a high crime rate against the human body. This was recorded by the murder rates; up to 8 to 25 murderers were recorded in the year 1999 per 10.000 people in these areas. Nevertheless, there are many areas in Cape Town, which are relatively safe. Otherwise, the highest crime rates related to property is found in areas as the city bowl, Camps Bay, Sea Point and Fresneye, which are areas that are extremely wealthy.

### **Unemployment**

In Cape Town approximately 45% of its population is economically active. 64% are having an education level that is less than Matric [A-level degree]. The unemployment rate amongst *blacks* is of 30%, whereby the rate of *black* woman is even at 59%, which is also mainly culturally reasoned and also has to do with the limited rights that woman have in the African culture from a Western point of view. The latter has to be explained in more detail. In the previous study by Ullmann (2005) the author aimed to illuminate the role of the woman in the African context, especially in participatory matters and its difference in regard to a Western point of view. African woman in from the Western point of view have only limited or no rights to participate in the public decision making process. This is not entirely true as the interview with Mr. Masepe (Interview: 28/01/2005), a *black* high school teacher from Langa, indicated. He pointed out that the voice of the women has always been heard. The difference is that the women's voice in the African culture is considered on an individual basis rather than in form of negotiations within public meetings. In the Western point of view this difference is often misunderstood and seen, as the women's voice is not equally considered. Smuts (Interview: 03/02/2005), an *white* architect applying community participation stated in this contrast to Mr. Masepe that the role of the women was always undermined in all project cases that have been investigated by Ullmann (2005). Further, it was intended to empower the women in the projects.

## Poverty

The IDP (2002/2003) defines the phenomenon of poverty, which is a major issue in the development of the DPP in Cape Town. Poverty is caused by a combination of social, economic, spatial and political factors. It is the condition when an individual or a household's access to income, economic opportunities or adequate infrastructure is significantly lacking or simply not existent. Poverty in socio-economic terms also manifests itself spatially. The majority of Cape Town's poor have to carry additional costs as a result of their spatial dislocation due to past and current spatial policies. The city of Cape Town identified six strategies to reduce poverty:

- Establishment of a social safety net as subsidies, welfare and indigence policies to prevent absolute impoverishment
- Social infrastructure, schools, clinics, training facilities
- Physical infrastructure, housing, electricity, water and sewerage
- Spatial support, the creation of employment opportunities and the upgrade of the poor's degraded environment
- Creation of employment opportunities, formal and informal jobs through economic development and the stimulation of the local economy
- Livelihood strategies, support of the social and cultural responses through which the poor help themselves and support associational/network activities

### 4.5.4 Spatial initiatives within the IDPs

These aspects of the IDPs are affected by constant change. This is not necessarily the case within any aspect but the author has committed himself to determine commonalities and distinctions amongst the IDP data during the years 2001/2002 to 2006/2007.

The internal environment of Cape Town is characterised by its municipal councils and its administration members. A number of 27.201 staff members are responsible for more than 3,1 million people living in the Cape Metropolitan area. The internal administration structures are not part of this investigation. The IDP, its socio-economic and spatial planning responsibility and its annual budgeting requires a large administrative body that organizes, structures and monitors the IDP's strategies and develops instruments and methods for its implementation.

One major responsibility of the *UniCity* is to address and to reduce poverty issues. Further responsibilities are an integrated development approach that combines economic growth, social equity and environmental sustainability (Rasool, 2000:48). Those issues are large.

One million people in the metropolitan area are affected by poverty and another million are living on its border (Solomon, 2000:40).

### **Physical environment**

The city is facing a weekly growth of 1000 people that reasons the rapid urban population enlargement by mainly working labourer in the search of work. Current realities are the enormous urban needs by self-formed communities. As the sections before have related to the overall city statistics, the author now concentrates on the spatial needs and inquiries of the areas of investigation. Another aspect has been striking when reviewing the IDPs. Since the review of the IDP 2002/2003 many times the urban renewal strategy for Kayelithsha and Mitchells Plain has been mentioned as being mandatory for integrated development on the Cape Flats. In behalf of this, the realities of these areas were identified within the IDP (2003/2004). Therefore, this study gathers further value as it reviews the pilot projects of the DPP in Nyanga and Philippi.

Local government in collaboration generated this IDP with the local communities. The listening campaign initiated by the local government called for public participation in terms of a socio-economic and spatial needs analysis. Workshops in the poorer areas of the city were held. The outcome of this campaign whereby about 10.000 submissions and comments were captured is incorporated in the following aspects of the IDP that relate to the making of space.

Before elaborating these, a phenomenon has to be explained when it comes to the formation of settlements in South Africa. As in many developing countries worldwide, South African cities have a vast amount of informal dwellings. Their upgrade or planning treatment is not the major focus of this study but it has to be clarified that these accompany and interfere with the making of settlements significantly. Informal settlements are an indicator of poverty and have to be taken seriously by planners; a short excursion into this phenomenon has to be made.

Informal dwellings are characterised by the non-consideration of meeting basic human needs, which is in some way or another some form of shelter. City of Cape Town's Sustainability Report (2005) defines an informal dwelling as a wood and iron structure, which does not meet basic safety building standards. In Cape Town by today, more than 104.000 informal structures have been counted on the basis of aerial photographs.



Informal settlements are known to be at greater risk by the effects of disasters, as extreme weather conditions such as strong winds, freezing temperatures and flooding. Often these are built on inappropriate sites such as refusal dumps or wetlands. Fires are of great risk to informal dwellings, as the high level of densification and inflammable building materials contribute to the spread of fires; a fire on the 16<sup>th</sup> of January 2005 destroyed 1500 to 2000 *shacks* [informal structures] and made 15.000 of Langa's residents of the informal settlement named Joe Slovo homeless (Cape Argus: 16/01/2005). These disasters often lead to the loss of life, homes and possessions amongst the poor.

Informal settlements are mainly located far away from commercial and residential centres (Figure 32). Therefore, its residents are affected by a vast socio-economic disadvantage being far away of any economic opportunity and being without, or simply are too poor to afford any kind of transportation. These kind of settlements often do have a negative impact on the environment, e.g. wastewater *etc.* The environmental degrade worsens the living circumstances of its people. Its inhabitants are also more susceptible to diseases and epidemics. In informal settlements usually the highest number of less or unskilled people lives.

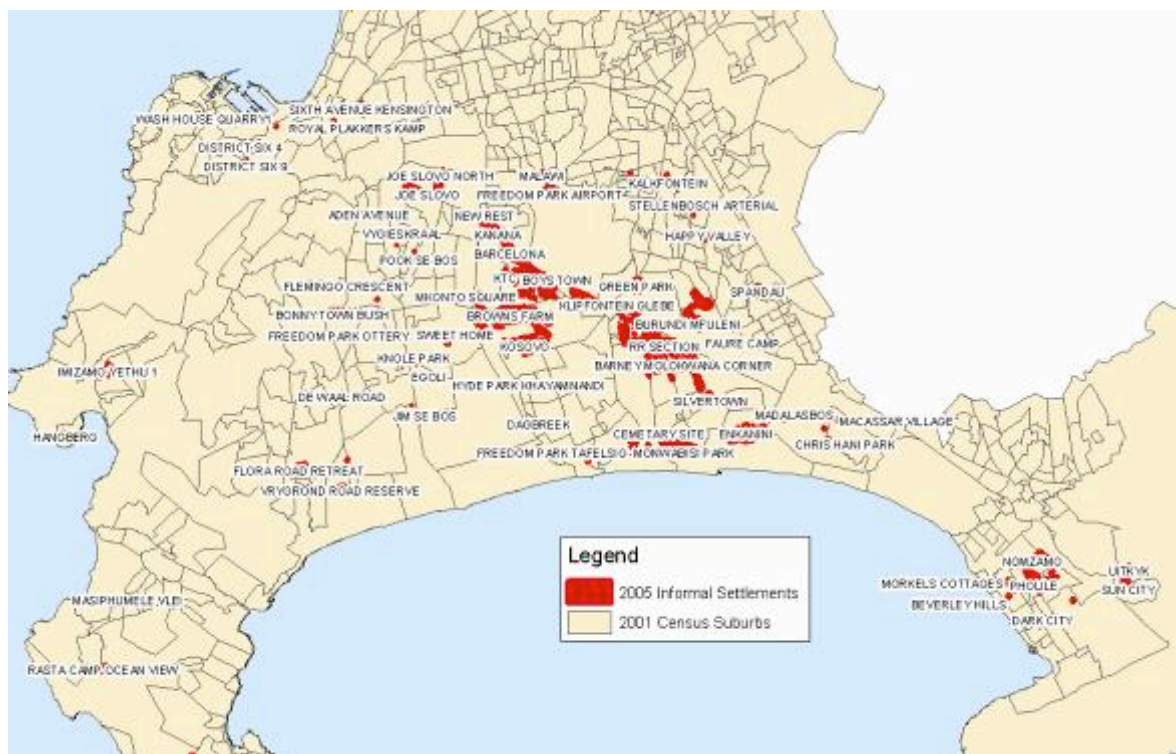


Figure (32), Source: City of Cape Town, 2007. Informal settlements June 2006; Date extracted from 2006 aerial photograph. Strategic Information, Strategic Development Information and GIS.

### **Spatial analysis: Patterns and trends**

The IDP (2003/2004) refers to a significant negative impact of the socio-economic situation by the current spatial patterns. Fragmented, low-density sprawl destroys valuable natural and rural resources. Development mainly takes place on the edges of the city, which reinforces its old pattern that was developed during Apartheid. The current spatial pattern makes the poorest to travel the longest distances to their places of economic opportunities.

The public transport system is inadequate. An adequate, safe and efficient public transport system is seen as a major opportunity to dissolve the insufficiencies and inequalities that result from the existing spatial patterns. The issue is that local government was not involved in public transport planning to date (2003/2004). According to the public listening campaign (2003), convenience, comfort safety and affordability are missing aspects within the existing public transport system.

These issues explain the urgent need for a spatial development framework for the city that restructures the existing spatial patterns and aims for more urban equality, especially for the most disadvantaged PDI and the urban poor of Cape Town.

### **Spatial community service**

In the IDP (2003/2004) the aspect of community service is also concerned with the provision of city emergency services, health services, community facilities and the making of open spaces. This aspect is a major part of the spatial public structure. In Nyanga and Kayelithsha, a major backlog of clinics was identified. Furthermore, in Nyanga, Philippi, Kayelithsha and Mitchells Plain the upgrading of the urban nodes have been identified as a major problem that aimed to be addressed through the Urban Renewal Programme URP. Within these, a lack of early child facilities and services has been identified. The provision of emergency services is seen as crucial as there are a vast number of informal settlements that are extremely vulnerable to fire.

### **Spatial development services**

Public housing, transport, road planning and its construction are also part of the aspect of development services that create public structure. There is a housing backlog of about 230.000 units in the Cape Metropolitan area. 38% of the households are below the poverty line, meaning they earn less than 1600 Rand a month [equivalent to 165 Euros] and 22% of the households are without electricity, access to safe drinking water or

sanitation. 10.000 housing units were delivered in the year 2000. Certain housing types, RDP housing, emerged and were built in a low-density manner on the landscape. This approach is highly open to discussion for reasons that are elaborated later in this chapter. Also the public listening campaign (2003) identified that the poor housing quality and supply by local government was a major issue.

On the Cape Flats there is a backlog of 1000 km of concrete roads that causes an unpleasant condition for neighbourhoods and environments. Road maintenance has been mentioned in the public listening campaign as being essential in these areas. In Kayelithsha in particular there has been a large lack of community-based facilities recorded.

#### **4.6 Cape Town's spatial instruments**

For Cape Town a spatial plan has been urgently needed in order to achieve equitable access to social and economic opportunities for any race and class of its population. The claims for a spatial plan are large in Cape Town, also because of its former segregative planning policy during Apartheid. Spatial issues are defined in the technical report of the section 3 of the 1995 version of the MSDF (Watson, 2002:103). The categories are poverty and unemployment, rapid population growth, inadequate social facilities, poor management of economic growth, housing inadequacies, lack of infrastructural services, health problems, and a poor public transport system. A spatial planning instrument has to accomplish all these demands. Furthermore, there is one aspect as well that has not been adequately illuminated yet, which is the aspect of culture. The question is of how the urban cultures of the inhabitants in Nyanga and Philippi have been considered within the five selected project cases along the Ingulube Drive. The major question would be here to ask, has anyone made the effort to ask the people of their urban needs that are rooted in their culture and history and how do they feel when they arrive in Cape Town, in a devastating and depriving, by poverty stricken Township environment. If this study aims to serve one purpose then it is this particular one, to give these displaced people on the Cape Flats a *voice* and to ask them of what their urban needs are; if they feel a sense of belonging and relate to their urban environment through the pilot projects that were implemented in Nyanga and Philippi Township. In the author's view this is the first step towards the improvement of the community's living conditions and towards sustainable urban environments.

However, the author continues to review the spatial instruments, concepts and the driving ideas behind them in order to illustrate that a lot of effort has been made to improve the city's situation. But the focus mentioned above will stay at the *grass-roots* level and will become the leading direction of this study. The intention is to start from the bottom and develop an argument for the global society of planners and not the other way around as other researchers have done it from UCT, who started from the global to arrive at the *grass-roots* level.

#### **4.6.1 The Metropolitan Spatial Development Framework MSDF 1996**

The reader may feel why the author of this study goes back to 1996 even if the IDPs of 2001/2002 to 2006/2007 have been discussed already. It has to be pointed out that there was the intention to record all the events in terms of policy making in a chronological order. But on the other side it seemed more logical to talk about the socio-economic coherences of Cape Town's city development at first before introducing the spatial ones. Therefore, the step to go back in time is one that was taken consciously and not by mistake.

In 1995 a draft of the Metropolitan Spatial Development Framework was circulated to other governmental bodies for comment. In 1996 the MSDF was launched publicly. Between 1997 and 1998 the MSDF was circulated amongst all the Cape municipalities and to the public for comment with the intention to statutorize the plan, turning it into a legally recognized structure plan (Watson, 2002:156). In 1999 the draft of the MSDF was submitted to the provincial minister for approval in terms of the Land Use Planning Ordinance. In September the MSDF co-ordinating group reported that only the goals and principles of the MSDF would be submitted for statutorization. The plan has been of modernist and heroic nature, which is not uncommon for spatial planning in South African or any other cities worldwide.

Watson (2002:99) compares South African city planning with the one at European post-war cities, which focussed on a brand new and better society that has to be constructed from the ashes of the old. The ideal theoretical image of the Post-Apartheid city has been implemented in this Metropolitan plan and enhanced to be democratic, non-racial and sustainable with a major focus on the urban poor. Therefore, the MSDF 1996 aimed to be aligned and reflect the spirit of the time of the RDP principles (1994). It seems that there has been a vast amount of international precedent studies applied for the planning of Cape Town's spatial plan.

Figure (33) illustrates the kind of areas that are characterised as the ones of opportunities and the ones that lack opportunities. In this regard Watson (2002:105) refers to Marcuse (1989:698) who describes the South African city as a 'two city' situation rather than a 'dual city'. The danger of simplified dual city approaches is that these, according to Marcuse tend to produce simplified strategies that do not consider the great diversity of the one area [wealthy] or another [poor]. In other words, this means that the poorer areas become endangered to be planned in the same way as the wealthy ones. In the author's point of view the 'two city', as result of former Apartheid planning is a great opportunity to create a diverse city. Whereby in the wealthy and established part only alterations can be undertaken, the situation of the Cape Flats allows for the creation of *choice*, e.g. there is choice between a new city structure and/or building onto the outdated one *etc.* Being given this opportunity is often rare in inner-city development and has to be treated cautiously.

However, a major aspect is the one of culture. As already stated before, in the author's point of view the culture of the local people needs to be reflected in the making of the urban fabric. The neglect of this aspect would lead to a *pseudo* Post-Apartheid, European- or South American city located in South Africa. To the author this would be simply the *wrong* approach because of not being a reflection of South Africa's multi-diverse society and traditional culture. Nevertheless, the MSDP 1996 approach has to be reviewed further, also to strengthen and to reinforce the author's own argument. The aspect of integration is an important one but the conventional meaning of integration, as elaborated before, might not be suitable for South Africa's unique preconditions of city planning. One answer can be given already; integration within the context of South African cities must adopt the concept of dynamism as a major priority. For now, dynamism in South Africa must include the cultural context of the by integrated development planning (IDP) affected people.

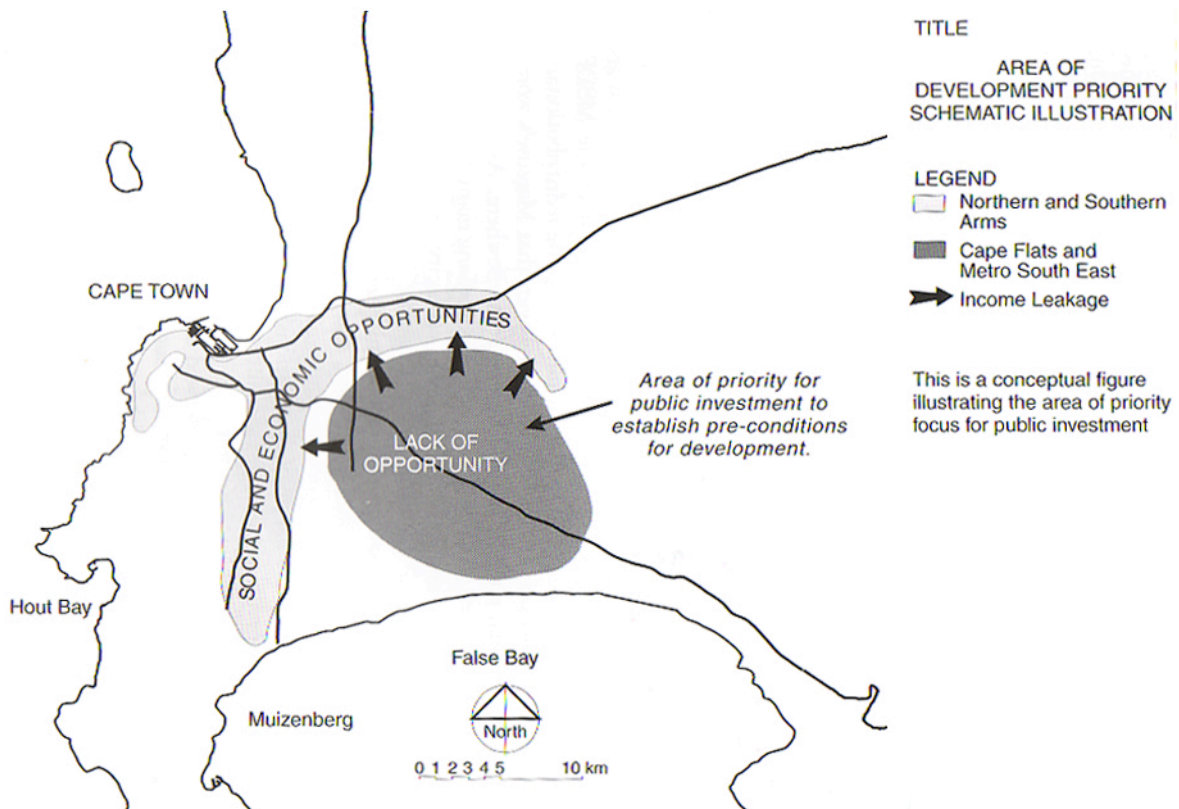


Figure (33), Source: MSDF Technical Report (1996) in Watson (2002, 106). The divided city: those areas with success to urban opportunities and those without.

However, the technical report of the MSDF 1996 did build spatial scenarios for future Cape Town (Figure 34). The MSDF applied three possible scenarios on the cases of Los Angeles in California, Sao Paulo and Curitiba in Brazil for Cape Town. First, Los Angeles was chosen as a warning example as its city development is characterised by the negative impact of its urban sprawl reasoned within its low-density residential development and urban sprawl. This causes vast air pollution because of the immense volume of individual traffic, a lack of public transport, very expensive road infrastructure, the loss of agricultural land and the lack of adequate and safe public spaces and nodes. These phenomena would be identified for Cape Town as well if it continued its low-density housing strategy (RDP housing) by legislatively reinforcing former segregative spatial patterns. Second, Sao Paulo was described as trying to become Los Angeles within a developing country context and was described as a *tidal wave* scenario by consultants because of not coping with the rapid urban growth and the vast amount of poverty. The tendency in Sao Paulo was the same as it is in Cape Town. Wealthy people are living in the inner city high-rise apartments, whereby the poor are living on the outskirts of the city. Third, Curitiba was chosen as a successful example of city planning, because of being compact, condensed, having corridors that are based on public transport and accommodating environmental management and a public open space system. Watson

(2002:110) determined in her interviews that planners stated that Curitiba was being a very good precedent for Cape Town. This argument was used in order to reinforce and *sell off* the spatial argument of the MSDF in front of other planners and of the minister on the provincial government level.

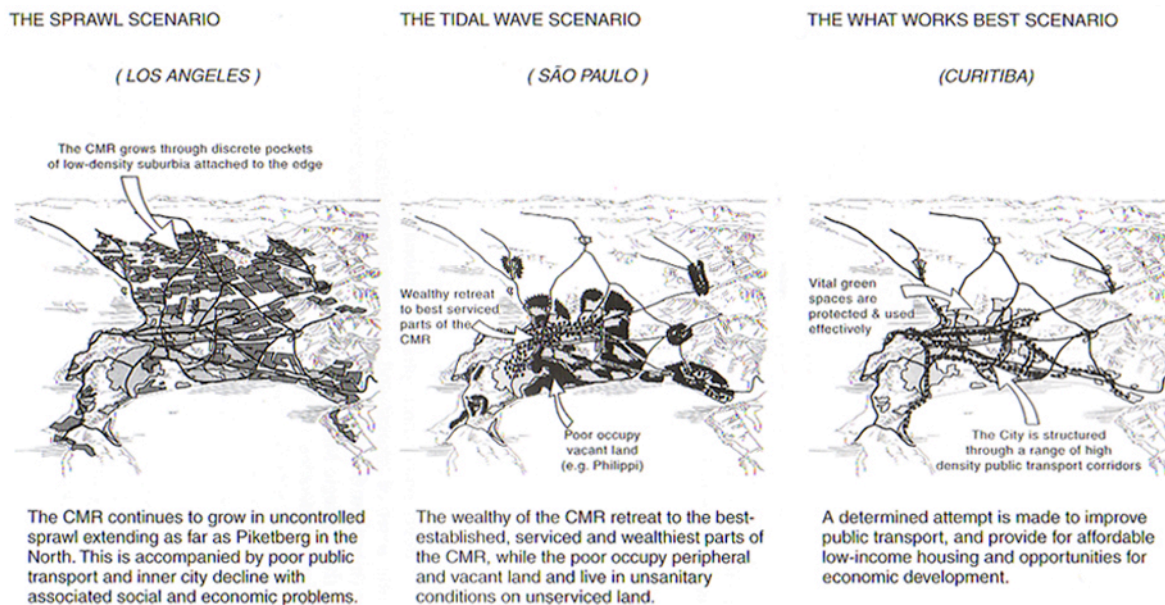


Figure (34), Source: MSDF Technical Report (1996) in Watson (2002:109). Three possible scenarios for Cape Town.

The analytical strategy on opportunities within the city (Figure 33) has been much more refined in spatial terms ten years later as figure (35) illustrates. The distinction between low, middle and high income was incorporated in the city's analysis of 2006. The Future Cape Town Document (City of Cape Town, 2006:41) refers to a limited expansion level to the west caused by the Atlantic Ocean and to the east because of Cape Town's aligning mountains. Further problems are an unmanaged urban growth with a large housing backlog. Social divisions rooted in the former Apartheid policy aim to continue today through gated communities and an extreme poverty and wealth decline. Further issues are limited space for social housing and sustainable urban growth. The lack of public transportation is a major serious concern. Finally, there is an uncertain figure of the population's urban growth found within Cape Town's population and the resulting demand for urbanity.

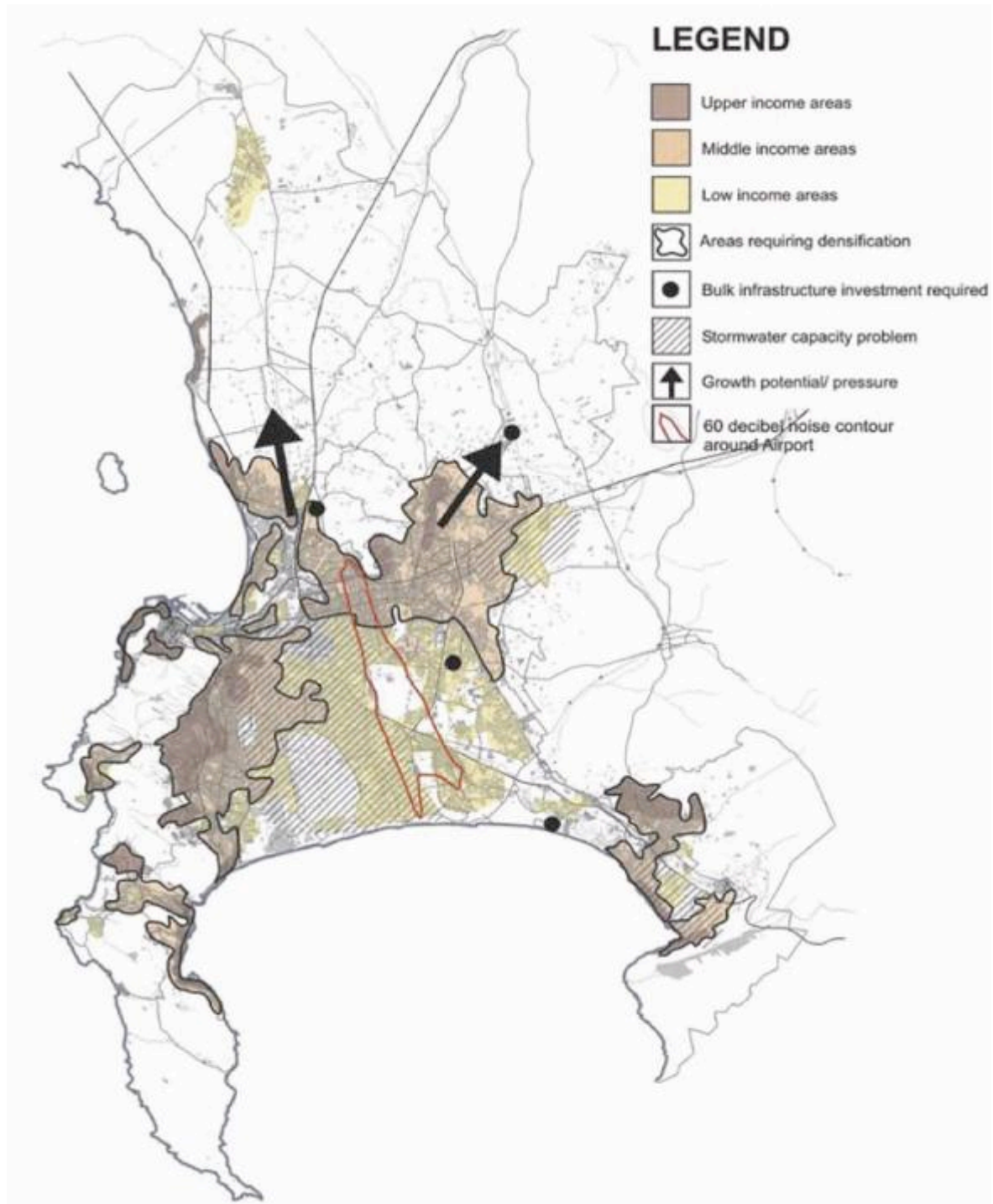


Figure (35), Source: City of Cape Town, 2006. Planning for future of Cape Town: An argument for the long- term spatial development of Cape Town.

The impact of these three images has been successful in the way that they have tried to *sell off* the MSDF and determine of what was and wasn't needed. In a way it has been a manipulative strategy that favoured the one possibility and disfavoured others in spatial planning terms for Cape Town. In the author's point of view there are two aspects that are important in this regard. The first is that plans of this nature endanger to blandish and cover the issues on the ground under a dulcet *blanket*. But they do not really confront the



issues on the ground. The second concern is the idea of a *Masterplan* for the city of Cape Town. Mandela refers to the rainbow nation, people of different offspring, colour, race and so forth. The question is hereby: do they [the different people] all have the same urban need and prevalence? According to the suggested model of the applied Curitiba model in Cape Town the question would need to be answered with yes, certainly they must have. But to be realistic, this is not the case and one plan cannot *master* all the different socio-economic, cultural and spatial needs of these people. Again, the approach [spatially apply Curitiba to Cape Town] seems to be extremely limited as it has forgotten to consider one important aspect, to ask Mandela's *rainbow-people* of Cape Town of what kind of planning they need and what underlying spatial logics are required to accommodate their traditional culture and urban needs adequately.

According to Watson (2002:112) Cape Town's city planners had applied strategies as the creation of urban edges, spaces, nodes and corridors, concepts that others did apply elsewhere in the world. The idea of urban spaces on the edges of the city within its green belts emerged already in the 1940's in London. In Copenhagen and Vienna, the corridor-idea materialized, whereby development occurred along linear axis. In Toronto municipal plans were adopted in 1989 to 1992 for the promotion of the intensified city. Therefore, it can be summarized that Cape Town's planners applied a mixture of international urban concepts on the urban fabric for the development of Cape Town, which in their point of view worked well elsewhere. But the author questions strongly that the implementation of the urban concepts of Abercrombie 1994, Calthorpe 1994, Madaniour 1996 *etc.* who mainly worked in an developed country context do fulfil the urban needs of Cape Town's multiracial and national citizens and particularly the ones in Nyanga and Philippi Township. The intention of the author is not to malign planning in Cape Town. It is rather the intention to show the limitations of having this *Masterplan*, where only the MSDF goals and objectives were statutorized on the 20<sup>th</sup> of September 2000, for the development of the divergent city of Cape Town reasoned with the political change in the city council.

There was one question open of how the structure of the *Masterplan* emerged and of how the urban nodes, edges and corridors found their *appropriate* places. This can be traced back to the University School of Architecture and Planning at UCT by the urban design school run by the academics Dewar and Uytendogaardt. Students were taught to design 'grid' systems to promote the spatial organization over the landscape. This *pragmatic* design approach was meant to promote equity, access and integration (Figure 36).

#### **4.6.2 A case study for Cape Town's spatial development - The MUNI-SDF**

As already said, the idea of a 'grid', an abstract geometrical construct was promoted to achieve the urban demands for all citizens of Cape Town and the urban poor in particular. In the process of stepping back from the task it appears logic that this approach has certain advantages in terms of structure but seems at this stage of the study quite pragmatic in solving the city's complex socio-economic, political and structural issues. Nevertheless, it needs to be critically reviewed, as its conception is an essential part of current city planning in Cape Town today. Again, to create spatial public structure, planning has to concern green space, public transport systems, public institutions, urban space, emergency- and utility facilities. The MUNI-SDF 1999 by the academic Dewar in collaboration with the city of Cape Town takes into account mainly the aspect of movement, which relates to public transportation.

##### **Socio-economic and spatial inquiries**

Restructuring in comparison to conventional design and spatial development methods, independent of its scale, has to manage a vast amount of social and economical barriers created in South Africa's history. Socio-human barriers such as race and class issues as well as the resistance amongst project participants in the developmental processes additionally contribute to the problems of the complex restructuring process in accordance to the IDP. This is because of the complexity of regulations and the different interpretations of spatial development guidelines by applying planners, government officials and community participants. The current claims and the immense racial, economical and social differences amongst participants in the restructuring process need to be understood by the skilled and unskilled participant. Last mentioned is mostly without adequate education and *issue specific* knowledge, and therefore easily manipulative by smartly coloured plans and well formulated ideas - also a result of unequal access of adequate education partly reasoned within the former Apartheid policy in terms of unequal education. Additionally, language barriers potentially complicate the adequate integration in the spatial planning processes.

##### **Paradigm and spatial principles**

Since the first approach to draw up an IDP in 1997, several spatial restructuring activities of either large or small scale have taken place under its framework conditions. The IDP has been informed by some strategic approaches as its vision indicates. One of these approaches of the MUNI-SDF has had its foundations in the 1980's and 1990's already.

One *trend setting key* study of spatial restructuring in the beginning of the IDP era in Cape Town is the development of the Municipal Spatial Development Framework MUNI-SDF. The connection of fragmented and isolated parts of the urban fabric in Cape Town is the work of the academic Dewar (1999-2000) in collaboration with the city of Cape Town. The MUNI-SDF aims to form a logical argument and therefore an urban spatial order and management strategy for broader Cape Town. The aim is to create dignified space of equality, sustainability and orientation under the consideration of the city's available resources. The MUNI-SDF's main focus has been to address inequity and disintegration in Cape Town through a realistic way of spatial planning. The spatial diagram (Figure 36) shows of how a network laid over the historically segregated and its different social-economic areas of Cape Town's urban structure aims to reconnect and re-integrate divided space in a diagrammatic holistic manner. The diagram forms traffic *knots* for public transport systems under consideration of the pedestrian perspective. Dewar justifies his spatial planning approach by saying:

“All South African cities, including Cape Town, are non-equitable, non-integrated and non-sustainable precisely because people do not have even remotely equitable access to the natural and urban opportunities which they offer. Equity does not mean that all parts should be the same. This is neither possible nor desirable, for choice is central. Equity does mean, however, that all people should have easy access to broadly similar opportunities, facilities, special places and events (2003:7)”.

Regarding to Dewar, the concept of broadly balanced access is central to making spatially equitable, integrated and sustainable cities. In order to achieve this, two challenges are coming up. First the accessibility of these opportunities for the majority of the city's inhabitants and second, the creation of agglomerated or clustered opportunities and special places within areas where the majority of people lives. In this regard it has to be stated that the majority of people is dependent of walking by foot, which is the daily reality for the most of Cape Town's people. The next step is that all these *walking people* have access to cheap, efficient, and viable transportation. As the majority of the *black* population is walking for the search of adequate public transportation, it is them [the *black* population] the author of this study gives attention to. Currently, the informal sector accomplishes a large number of their [*black* people] transportation, in colloquial language, through *black taxis* between the city centre and its outskirts.

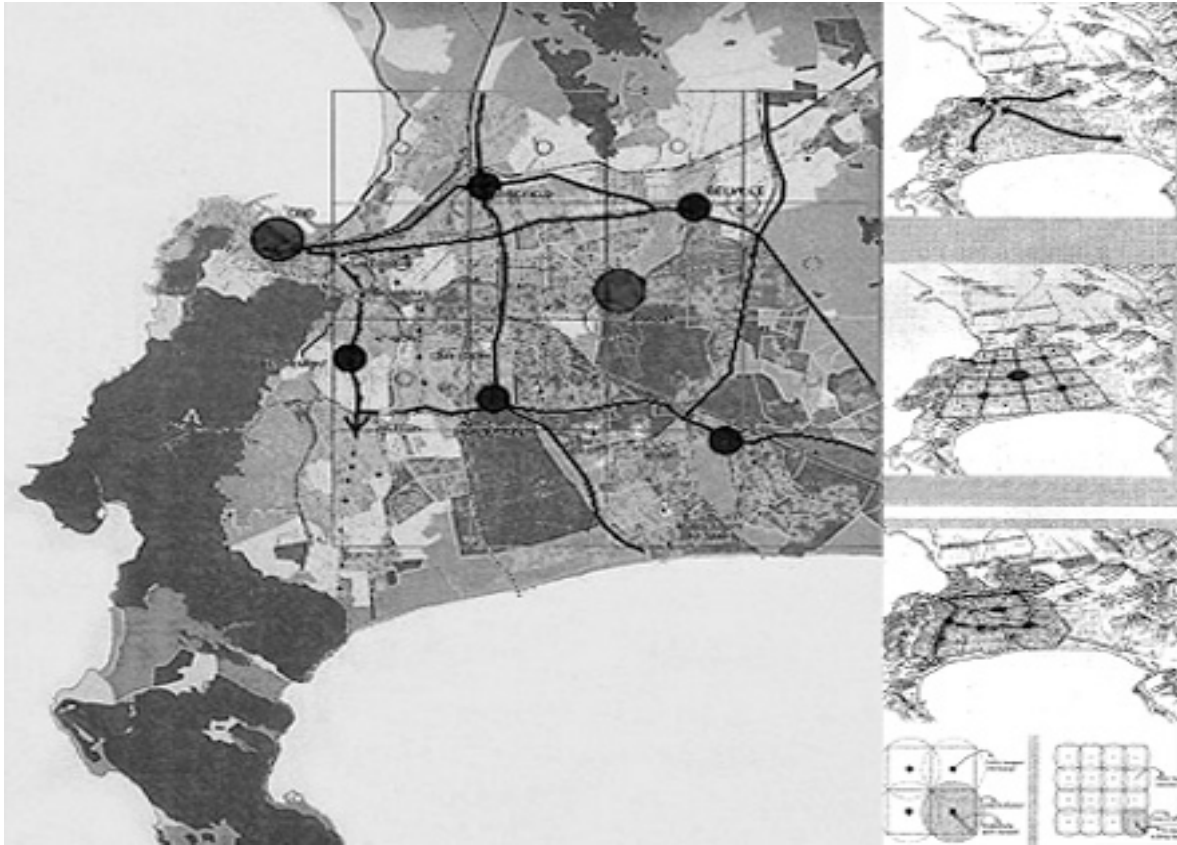


Figure (36) The MUNI-SDF annotated by author. Source: City of Cape Town. Dewar & City of Cape Town (1999-2000). The citizen's vision of the Municipal Spatial Development Framework.

The creation of high quality public space has been one strategy that was seen as central to achieving the MUNI-SDF framework's aims. According to Dewar (2003) the argument moved from the recognition that people that are affected by poverty spend a large amount of their time in public space because their private shacks mostly accommodate a bed and a little kitchen only. Consequently, urban public spaces as streets, squares, promenades and the city's green spaces have to be seen as a representation of the social infrastructure of Nyanga and Philippi Township. In the case that the public areas are properly defined, enclosed, protected, humanly scaled, surveilled and landscaped they promote human dignity: "everyone is the same within them and poverty does not become a badge (Dewar, 2003)". They also represent the lowest entry cost form of economic infrastructure, particularly for informal trading. In contrast, "when public space is unscaled, undefined and hostile, they degrade the entire environment and the human spirit, despite the amount of finance invested in individual buildings".

Furthermore, Dewar (2003) mentioned an important programme that has been initially named as the 'People's Places Programme' and that was later termed as the 'Dignified Places Programme' DPP. Upfront of the programmes implementation, "highly accessible and structurally significant places were identified for public investment, to create special

places which would become community foci in the lowest income areas and which hopefully would, over time, attract private investment to them". This spatial initiative is accepted by the author for exemplifying an integrated development approach by the local government of the city of Cape Town. The DPP is the core theme of the analysis in the following chapter but primary the core concept of the MUNI-SDF requires some attention to be understood.

First, the creation of a hierarchical system is suggested. Thereby two conflicting determinates have been identified, the achievement of convenience and the maximisation of the need for public resources. In the case of Cape Town, a notional three-tiered hierarchical grid of higher access points was established across the city (Figure 36).

Second, it has been determined that most equitable systems are the ones where people can switch direction, as well as modes of movement, as quickly and as easily as possible. Therefore, the notional system of access points is now conceptualised as a system of transportation interchange points. Public transportation in Cape Town is characterised by different combinations, taxis, taxi/bus, taxi/train, taxi/bus/train. These notional points of access have been adjusted while maintaining the original logic of the hierarchical relationships to accommodate the realities of the existing movement system; these were places that connect major road routes and rail-based systems (Figure 37).

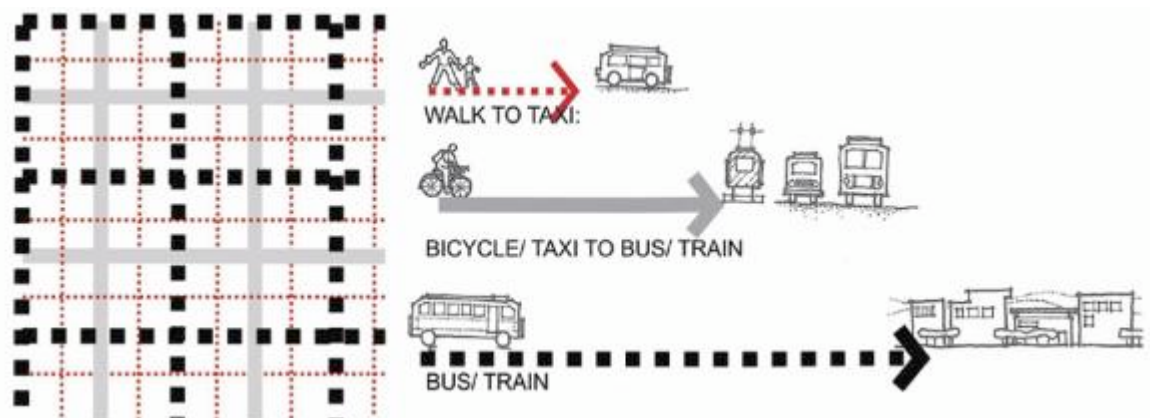


Figure (37), Source: City of Cape Town, 2006. Planning for future of Cape Town: An argument for the long- term spatial development of Cape Town. Movement patterns within the city.

Third, as transportation interchange points usually generate and attract a large number of people, these are conceptualised to include public space that accommodates a market for informal or formal traders. This concept is named as the citywide 'peoples places and markets programme' (Figure 38). In positive environments, public space is the primary form of social infrastructure. This leads to the question if public space in an African

context is the same as in a Western or European socio-economic, political and spatial context?

Fourth, the markets and special places increase the attraction of the place. These are designed and laid out in that way that they are highly accessible and form *ideal* places for government and service providers. Therefore, it is suggested that clusters of social facilities are resided at these interchange points (Figure 39). This seems to be essential as these [interchange points] facilitate multi-purpose use, promote the sharing of facilities that increases the levels of utilization and thus sustainability and significantly improves the operational efficiency by balancing the operational and capital costs.

Fifth, the activities around the original interchange points offer opportunities for the people to generate an income by retailing and other commercial activities. High-density housing reinforces the 'high activity' urban centre.

Sixth, the housing areas around these centres should become the focus of urban renewal programmes, by increasing the 'special place' quality of the area to the benefit of all.

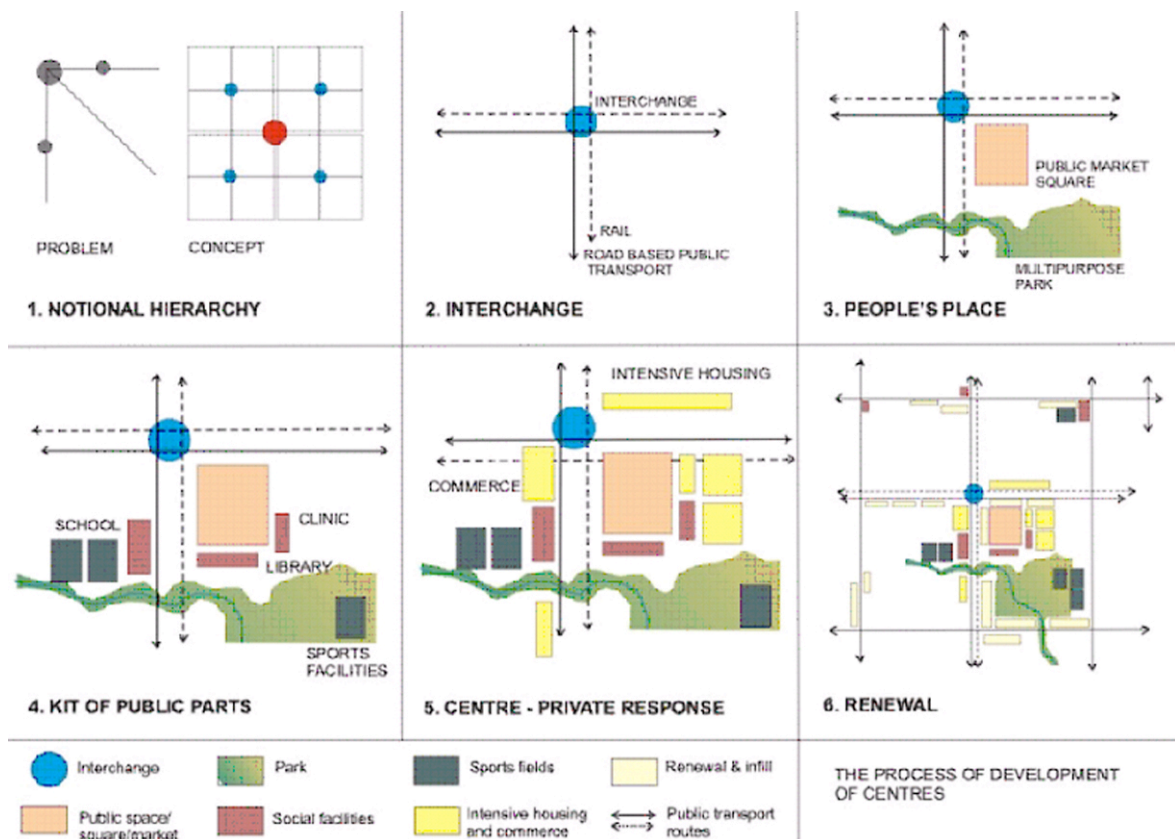


Figure (38) Source: City of Cape Town. Dewar & City of Cape Town (1999-2000). The process of development of centres.

Seventh, it is important to provide access to nature. Natural assets fixed in space should be conserved. Other opportunities, however, can and should be created, whereby equality requires that all people should have broadly equivalent access to a hierarchical range of man made created green space types. Three levels have been proposed that combine large multi-purpose regional parks accommodating activities, such as formal sport facilities, places for passive recreation, nurseries and places for cultural ceremonies.

Eighth, transport routes that connect a number of local areas, particularly those which carry public transportation represent important energy flows in cities. The plan encourages more intensive activities as service provision by the local public in order to increase convenience, efficiency and sustainability (Figure 40). These routes are viewed as frameworks of interlinked and continuously intensifying activity systems or urban corridors.

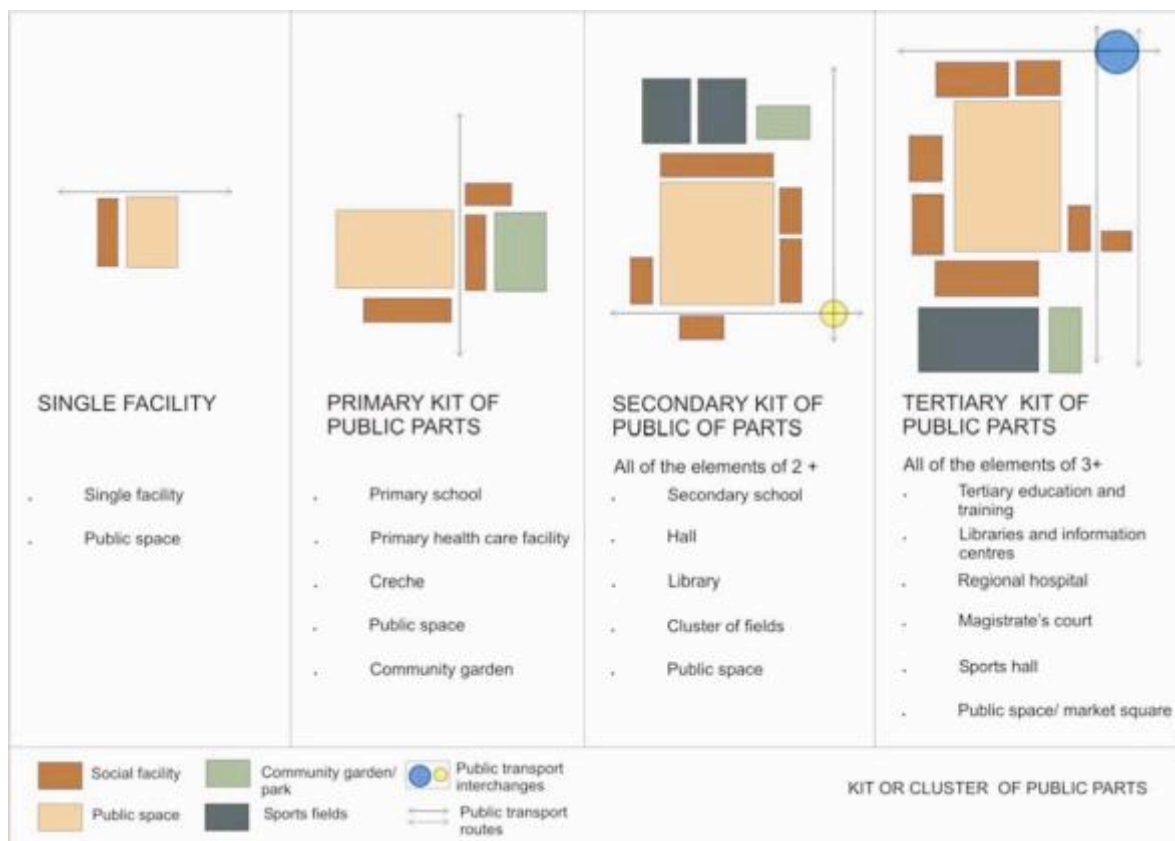


Figure (39) Source: City of Cape Town. Dewar & City of Cape Town (1999-2000). Kit or cluster of public parts.

Through this argument, developed by Dewar in connection with the city of Cape Town it is hoped that this hierarchal structured system of nodes, urban centres and parks, and interconnected network of linear elements, green space and activity corridors, will systematically evolve over time (Figure 41). Furthermore, it is hoped that this approach leads to the generation of integration, equity and sustainability. Also, it aims for greater

convenience, choice and a far wider range of opportunities for historically disadvantaged individuals and communities.



Figure (40) Source: City of Cape Town. Dewar & City of Cape Town (1999-2000). Movement system encouraging service.



Figure (41), Source: City of Cape Town, 2006. Planning for future of Cape Town: An argument for the long-term spatial development of Cape Town. The people's places from a bird's eye view.

The positive aspect of this plan is that concepts of integration, equity and sustainability are thought through from a large scale to a detailed one and therefore have operated and gone through different scales within this case study. It is easy to be drawn into this smart concept as well but the reality on the ground tells a different story as the following chapter on the study cases along the Ingulube Drive in Nyanga and Philippi Township indicates.



#### 4.7 Imaginary image of Post-Apartheid Cape Town

Nevertheless, South Africa's present situation offers the opportunity to experience and apply new economical, ecological, imaginative and innovative urban solutions. Therefore, the application of genuine integrated development (IDP) can contribute enormously to the discourse around that topic in South Africa and internationally. The study also aims to investigate if the international body of knowledge and proposed working methods contribute to represent South Africa's young democratic system through integrative planning and design processes and products.

Moreover, there seems to be reasonable international experience in urban related issues that concern South African city's issues today. The author of this study is strongly convinced that the issues of South Africa's urban planning are so unique that they can only be partly covered by lessons learnt from other city-cases. This thesis does not intend to do patchwork as others before have provoked it. Neither, the intention is to criticize or offend these [planners and academics] and their theoretical position. In this regard Ngugi (1981:17) refers to the effects of colonialism on the childhood. He refers to children that were exposed exclusively to a culture outside of a product of an external world [mainly Western culture]. The sentence and title of a book on racism, class, sex and politics in children's literature by Bob Dixon, 'Catching them young' is particularly true of what happened in Cape Town and what was communicated to the students that became now planners for Cape Town local government. They [students] were influenced by individuals in power that consciously or subconsciously made them to view themselves from an external perspective [westernized city planning ideas] rather than from an internal [African ideas] one. These westernized and particularly pseudo neo-African ideas were implanted in the students and later in the planning mind. Therefore, the educational sector at university level has a major responsibility on the future of city's growth in South Africa and Cape Town in particular.

However, the approach of this study is different inasmuch as it intends to operate from the detail to the large [local to global] and not in the other way around as it has been and still is done [global to local] by other planners and academics in Cape Town before. The author assumes that there are still a large number of South African academics and planners that think consulting the poorest of the poor directly does not seem suitable for them. In a way this is comprehensible because for someone who has been emotionally involved and directly affected by the former Apartheid ideology it is not easy to step aside of the own subjectiveness deriving from direct involvement in the former political system. Any South African member of society must still be *brainwashed* and therefore influenced

by the former political oppressive system. In the author's point of view, South Africa's population has arrived utmost at the level where consciousness about what has really happened during the *dark* days of Apartheid slowly emerges. The direct confrontation with the fact and the acceptance of what has happened, may lead to a certain distance and to some kind of objectiveness for the one or another in terms of South Africa's urban transformation needs. It is this outsider's perspective, where the author sees his advantage compared to directly affected South Africans, no matter of their ethnic race or class. Because of the reasons that have already been mentioned in the research methodology, the author can emotionally trace the segregation that affected the South African population groups but still can hold a higher objective position than many others can, because of never being directly involved and affected by South Africa's former Apartheid system.

It is time to raise another major question of this research. What is a Post-Apartheid city and what has to be fulfilled? The intention of Cape Town's local government is clearly laid out in the IDP (2003/2004) and the spatial development framework (City of Cape Town, 2006) that illustrates and describes a vision for the development of Cape Town until 2030. The focus lies hereby on the spatial goals in particular under consideration of the socio-economic aspects of the citywide success in accordance to the IDP (2003/2004). Thereby, not only the spatial, *hard* performance indicators but also the socio-economic, *soft* performance indicators are considered:

Amongst other socio-economic aspects, a **sustainable city** can be achieved by setting up monitoring systems for environmental impact of planning, by the introduction of policies in favour for the poor. A **dignified city** provides adequate access to public services, public facilities and public information, meaningfully engages with the citizens through public participation, performs decentralization in a well planned fashion, builds partnerships at all levels, embarks on a planned and structured programme of land release and informal settlement upgrade, builds and maintains liveable and dignified communities by establishing integrated urban developments, open spaces, places of worship, places of gathering, social expression and recreation on the Cape Flats, demonstrates care for the needs of the youth, work with communities and key city role players to turn Cape Town into a tolerant, non-racial, non-sexist city, known for its cultural diversity. An **accessible city** establishes and promotes mobility and movement for those dependent on public transport, targets high impact transport links and critical infrastructure requirements. A **credible city** introduces good governance practices by bringing city government close to the people, by empowering communities and fighting corruption or mal-administration,

builds partners with key stakeholders of civil society and the business and academic communities, promotes a culture of pride, loyalty and personal responsibility. A **competent city** educates, trains and develops the city's youth, student population and various work forces, launches partnerships and initiatives, aims at establishing Cape Town as a city known for its competence at all levels of city life. A **safe** and **caring city** builds on initiatives for safety and security of all who live, work and play in it. A **prosperous city** establishes a clear sense of Cape Town's place in the world of the 21st century in the hearts and minds of the local, provincial, national and international community, launches through the City Development Partnership a Growth and Development Strategy, builds city partnerships, teams and connections required to compete in the global market. A **leadership city** establishes Cape Town as a leading city in Africa and the developing world, develops the city's leadership potential through partnerships.

As already said spatial tendency is mainly based on international precedents of other cities in the developed and developing world. The image [overall city plan] below demonstrates on different scale the theoretical outcome; the imaginary version of the city would be (City of Cape Town, 2006:40).

Figure (42) by the City of Cape Town (2006:40) illustrates the vision of Cape Town's local government to successfully accommodate the city's growing population and increased demand for residential space and economic development. An integrated and more equitable settlement pattern, guided by the concept of defined and co-ordinated growth are needed. This plan has to be flexible as there is changing need that has to be proactively directed to urban growth within a range of unpredictable future scenarios.

The plan above of the city's image contains and directs integrated growth around development axes, considers Townships and suburb estates, locates areas of urban renewal within the existing city's foot print, aims for the establishment of liveable new communities in new development areas, promotes greenery, co-ordinates infrastructure investment with settlement phasing, release key sites for integrated development coordinates infrastructure investment towards development focus areas.

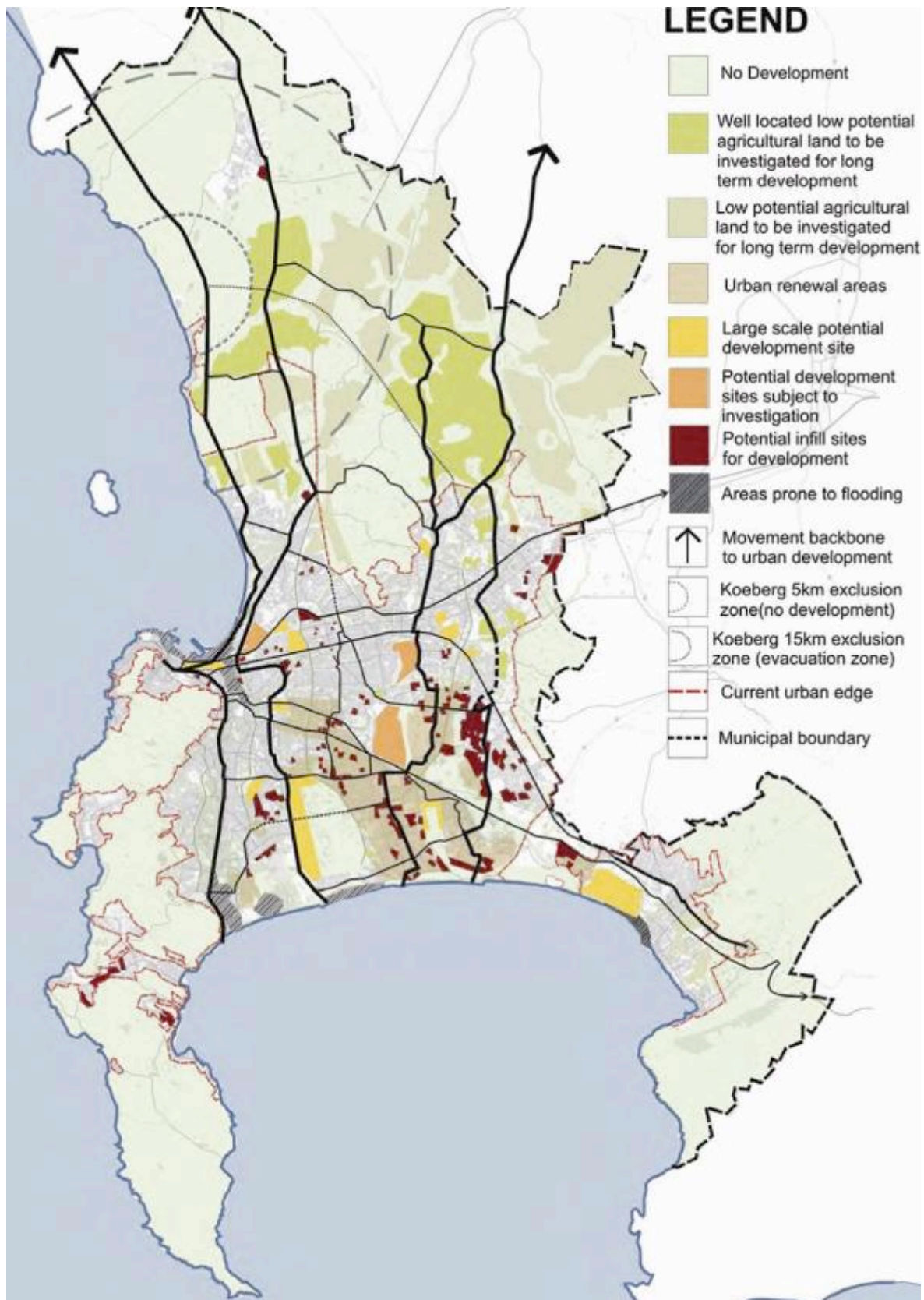


Figure (42), Source: City of Cape Town, 2006. Planning for future of Cape Town: An argument for the long- term spatial development of Cape Town.

### **The author's critical position**

This study would be meaningless if it bought into the above uncritically and questioned not seriously of what has been planned for Cape Town's urban poor environments. Moreover, it would be unsatisfactory if it did not aim for the improvement of what has been set out for Cape Town's impoverished urban areas. Any concept or any method cannot be too vague or too abstract at this stage. The author is in the search of arguments that do enforce his own theoretical position, because the planner's argument is strongly developed and needs sufficient ideas to be challenged, especially in the aspects of urban culture, participation and the long-term sustainability of an integrated development project. Self-evidently there is a lot of good within the plans but there are aspects that seem to be so important for the successful transformation of the South African cities and Cape Town in particular that the time and the opportunity within this study have come to seriously reflect on five pilot integrated development projects along the Ingulube Drive in Nyanga and Philippi Township. Another major question is raised of how the local government of Cape Town can integrate black Township residents and how urban planning can be used to reflect black culture through built form.

### **4.8 Summary**

It seems that individuals that operate on different educational and institutional levels accommodate an enormous impact on the minds they educate and consult. The intention is not to name these individuals personally, but it seems to be evident that the above strategy and future plans are not the product of the majority [impoverished *black* communities and PDIs] of the people in Cape Town. The author is not willing to agree to the integrated development planning (IDP) of the City of Cape Town without being critical. Rather, in order to promote the idea of collective and not individual planning, as already required by Mandela (1994) the author will besides critically reviewing the planned, develop his own argument on genuine integrated development planning. Mandela's idea of collectiveness provokes the discursive thought in a democratic society and not the one of the individual only.



## **5. Integrated development planning– Case evaluation of Cape Town's DPP**

### **5.1 Evaluation criteria of genuine integrated development planning (IDP)**

The success of applied integrated development planning (IDP) varies in several projects undertaken by Cape Town's local government. All the more it is essential for the identification of issues and opportunities of the local government's integrated development approach to define what the criteria are to become genuine.

The question to be asked hereby is again, on what different levels integration has to take place. In this regard the theory by Iyengar (2005), an Indian intellectual, was identified as being helpful to understand genuine integration that affects the humankind. Iyengar's theory was translated and applied to the environment of the Cape Flats by the researcher.

Genuine integration means to satisfy basic human needs regarding the making of their physical environment. These needs are at first not related to space only. Human needs are physical health, food, clothing housing, physical and financial security, understanding and wisdom, peace and freedom. Translated into a spatial environment, these needs relate to a healthy and safe environment, which is rich in economic opportunities and that is not related to one particular race only as during the former Apartheid era. Understanding and wisdom means the urban infrastructure that relates to adequate educational and religious community facilities. Peace and freedom in urban terms relates to environments that are socially and physically secure and that enable the freedom of choice in terms of work opportunities, transportation and cultural practices.

However, genuine integrated development planning (IDP) has to satisfy all the human needs in terms of their spatial environment in a comprehensive, seamless whole. Genuine integrated development planning (IDP) has to attain the integrity of the by spatial planning affected individual, regardless of race, social and economic class or culture.

Moreover, genuine integrated development planning (IDP) should have the following socio-physical and cultural effects on various levels. It should percolate from the physical urban environmental aspects into the, by planning affected *black* human's socio-political and cultural believes and context. Further, the integrated development approach has to deal with psychological and intellectual aspects that finally lead to dignity of the PDI in accordance to its integrated urban environment. The misalignment of the above mentioned different levels was cautiously planned and conducted by the informal and

formal segregation before and during Apartheid, which lead to the miscommunication, alienation and fragmentation between these different levels and races. Therefore, alignment between these different levels by genuine integrated development planning (IDP) should make the fragmentation disappear and should lead to integration and unity. In summary, there is no progress to genuine integration without transformation on these various levels. The key in spatial terms, according to the author these different levels can only be transformed through a positive, dignified and integrative planning approach of the urban environments on the Cape Flats. Therefore, far more than technical proficiency is required. Genuine integrated development planning (IDP) has not merely to be seen as a spatial exercise only; it rather has to be understood as the integration of space within the socio-political and cultural urban needs of the *black* people on the Cape Flats. For this study the physical integrated development of the Cape Flats is a laboratory of life, a field of experimentation and perpetual research.

In order to define what success means for this study; three dimensions are considered as being mandatory for this investigation when it comes to genuine integrated development planning (IDP) along the Ingulube Drive of the DPP in Cape Town. These are the socio-economic, political and spatial ones, which build the measures for this study. The political and the spatial dimension have informed the questionnaire that generates quantitative data, relying on the information given by not-directly involved observers, the users and recipients of the local government's approach. The informants were selected by randomness of the immediate neighbourhood of the five selected project cases in Nyanga and Philippi Township. The illustrative project letter as well as the questionnaire translated in Xhosa is attached in Appendix 1. The interview questions that generate qualitative data are addressed to the directly involved participants and cover the study's socio-economic dimension.



### 5.1.1 Political dimension

This section indicates the different evolvement stages of the local government's responsibility with regard to the political dimension of integrated development planning (IDP). The outcome is based on the author's investigation of the policy that is relevant for the local government's integrated approach and its development along the Ingulube Drive. These policies and their relation to each other have been explained in the previous chapter. The following aspects are based on the theory of the international, national, provincial and the local legislative body of knowledge on genuine integrated development planning with particular focus on Cape Town's local government approach (IDP) in Nyanga and Philippi. Finally, this section serves the quantitative part of the study.

|               |         |                   |                |               |
|---------------|---------|-------------------|----------------|---------------|
| fully applies | applies | sometimes applies | hardly applies | never applies |
|---------------|---------|-------------------|----------------|---------------|

| <b>Soft performance indicators for Nyanga and Philippi. Cape Town's local government does:</b> |  |                          |                          |                          |                          |                          |
|--|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 1  | Monitor the environmental impact of policies and its development approach along the Ingulube Drive (IDP)   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 2  | Provide adequate shelter for the local community   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 3  | Improve human settlement management  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 4  | Provide environmental infrastructure such as water, sanitation, drainage and waste management  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 5  | Advance sustainable energy and transportation systems  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 6  | Promote sustainable construction industry activities   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 7  | Develop human resources and builds capacity  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 8  | Review economic, sectoral and environmental policies, strategies and plans   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 9  | Strengthen the institutional structures to allow all levels for decision-making  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 10   | Consider the local community's values, traditional knowledge and practices   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 11   | Recognize the study area as generator of economic development, social, cultural and spiritual advancement  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 12   | Make use of local talents and skills   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 13   | Train councillors, traditional leaders and members of the community with capacity building interventions   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 14   | Monitor the participation methods with respect to the medium, choice of language and its technical terms   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 15   | Ensure the participation by local communities in all phases of the project cycle process   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 16   | Establish representative structures during the formulation process of the IDP for interaction between government, private sector and civil society | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

**Continuation: Non-spatial theory – soft performance indicators for Nyanga and Philippi**

|               |         |                   |                |               |
|---------------|---------|-------------------|----------------|---------------|
| fully applies | applies | sometimes applies | hardly applies | never applies |
|---------------|---------|-------------------|----------------|---------------|

|  |  |                          |                          |                          |                          |                          |
|--|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 17   | Clarify the powers and responsibilities within the participatory process   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 18   | Align provincial and local priorities and budgets  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 19   | Ensure that people take on responsibility and ownership for what has been planned  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 20   | Encouragement of inter-governmental interaction and promotion of good governance   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 21   | Set development priorities for the development of the metropolitan area of Cape Town to achieve more equity              | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 22   | Promote non-racialism and non-sexism in the integrated development process (IDP)   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <b>Hard performance indicators for Nyanga and Philippi. Cape Town's local government does:</b> |  |                          |                          |                          |                          |                          |
| 23   | Adopt human settlement policies and prepares spatial plans   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 24   | Spatially support the creation of employment opportunities and the improvement of the poor's degraded environment        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 25   | Address poverty, homelessness, unemployment, lack of basic services and the exclusion of women and marginalized groups   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 26   | Adopt policies for squatter settlements upgrade  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 27   | Promote sustainable building materials for the construction of adequate low-cost housing                                 | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 28   | Invest in public facilities rather than in individual housing  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 29   | Create focal points for the formal and informal market for income generation   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 30   | Provide adequate open spaces for recreational purposes   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 31   | Accept that normative planning approaches are not suitable for the high demands of integrated development planning (IDP) | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 32   | Provide adequate public facility for health and education  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 33   | Integrate the social, institutional and physical aspects within integrated development planning (IDP)                    | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 34   | Create employment opportunities in close proximity   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 35   | Optimise the use of existing resources, infrastructure, road transportation and social facilities                        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Continuation: *Hard* performance indicators for Nyanga and Philippi. Cape Town's local government does:

|               |         |                   |                |               |
|---------------|---------|-------------------|----------------|---------------|
| fully applies | applies | sometimes applies | hardly applies | never applies |
|---------------|---------|-------------------|----------------|---------------|

| Integrated development planning (IDP) by local government in Nyanga and Philippi does: |   |
|--|---|
| 36   | Reflect the municipal council's vision of the most critical development and internal transformation needs |
| 37   | Identify the communities which do not have adequate access to basic municipal services                    |
| 38   | Provide a spatial development framework for the city's impoverished areas                                 |
| 39   | Review its IDP annually and assesses its predefined performance measurements                              |
| 40   | Promote openness, accountability and transparency within the integrated development process (IDP)         |
| 41   | Follow a clear direction and purpose within integrated development planning (IDP)                         |
| 42   | Support the poor's informal social and cultural responses to help themselves                              |

|                          |                          |                          |                          |                          |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
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| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

### 5.1.2 Spatial dimension

This section indicates the different evolvement stages of the local government's responsibility with regard to the spatial dimension of integrated development planning (IDP). The adducted theoretical body complies with the one that was applied at the political dimension. This section as the one before serves the quantitative part of the study.

|  |
|--|
| truly applies<br>applies<br>sometimes applies<br>hardly applies<br>never applies |
|--|

| <b>Soft performance indicators for Nyanga and Philippi. Cape Town's local government does:</b> |  |
|--|--|
| 1  | Create a place of dignity that is honoured and appreciated by the local community  |
| 2  | Provide public facilities that are accepted, well maintained and looked after by the community   |
| 3  | Provide sustainable transport that is accessible, including people with disabilities   |
| 4  | Provide community facilities that offer training and educational programmes  |
| 5  | Establish integrated development projects that reflect the spiritual, historical, material, intellectual and cultural characteristics of the community |
| 6  | Apply the same policies for communities with different cultural characteristics, urban needs and cultural tradition                                    |
| 7  | Strengthen the existing places that are already established  |
| 8  | Believe that integrated development planning improves the social infrastructure through job creation and income generation                             |
| 9  | Provide projects that are the product of the majority of the people  |
| 10   | Plan in a holistic manner  |
| 11   | Encourage social contact amongst the community of Nyanga and Philippi  |
| 12   | Endorse opportunities for small business creation  |
| <b>Hard performance indicators for Nyanga and Philippi. Cape Town's local government does:</b> |  |
| 13   | Spatially discourage unsustainable urban sprawl  |
| 14   | Spatially integrate the former Apartheid 'buffer zones'  |
| 15   | Provide efficient and viable public transport systems  |
| 16   | Enrich the quality of the spatial environment through a maintenance programme after completion   |

|                          |                          |                          |                          |                          |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
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| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

**Continuation: Spatial theory – *hard* performance indicators for Nyanga and Philippi**

|               |         |                   |                |               |
|---------------|---------|-------------------|----------------|---------------|
| fully applies | applies | sometimes applies | hardly applies | never applies |
|---------------|---------|-------------------|----------------|---------------|

|   |   |                          |                          |                          |                          |                          |
|---|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 17  | Provide facilities for AIDS orphans, livestock and cultural practices as initiation sites                                     | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 18  | Promote equity opposed to increasing inequality   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 19  | Operate urban planning in a sustainable manner  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 20  | Endorse emergency and utility services  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| <b>Integrated development planning (IDP) by local government in Nyanga and Philippi does:</b> |   |                          |                          |                          |                          |                          |
| 21  | Provide fair access to the benefits of urban society and capacity building programmes (IDP)                                   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 22  | Account the urban needs and abilities of future generations   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 23  | Promote urban development that reflects the cultural diversity of the community of Nyanga and Philippi                        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 24  | Support the growth of the informal sector by implementing programmes  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 25  | Manage the urban population growth and the enormous urban needs of self-formed communities adequately                         | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 26  | Endorse early child facilities  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 27  | Establish mechanisms to prevent the vulnerability of informal settlements to fire   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 28  | Provide adequate road infrastructure and its maintenance  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 29  | Plan public transport on the basic principles of the applied MUNI-SDF   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 30  | Apply a notional system of transportation interchange points  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 31  | Consider public space as the generator for the creation of positive environments  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 32  | Believe that the clustering of facilities increases the level of utilization  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 33  | Provide trading facilities around interchange points to generate income opportunities for the community                       | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 34  | Provide housing for the areas around urban nodes by urban renewal programmes  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 35  | Endorse the creation of green space in form of multi-purpose parks, formal sport activities and places of cultural ceremonies | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

### 5.1.3 Socio-economic dimension

This section serves the qualitative part of the study investigation as it consists of semi-structured interviews that ask questions on the local culture, the conceptual and applied community participatory approach and the long-term sustainability of the project along the Ingulube Drive in Nyanga and Philippi. The following aspects are based on the theory of international, national, provincial and the local legislative body on genuine integrated development planning and focus on the approach (IDP) of Cape Town's local government for Township Nyanga and Philippi.

| <b>Culture – local practices</b>  |  |   |
|---|--|---|
| <b>Cultural identity creation</b><br>In your opinion/ from your experience: |  | <b>Rationale</b>  |
| 1   | Has enough time been considered to identify the cultural urban needs of the community? Please explain  | Testing if as many Xhosa community members as possible have been asked of their cultural urban needs            |
| 2   | Does the project benefit the local cultural practices of the local community? Please explain   | Testing if the project does contribute and address local cultural practices                                     |
| 3   | Have traditional urban settlement structures of the Xhosa community been considered in the planning of the project? How?                                   | Testing if it has been investigated in traditional urban settlement structures of the Xhosa community           |
| 4   | Has the history of the Xhosa community been taken into account in the planning of the project? Please elaborate  | Exploring if the history of the Xhosa community has been considered in the planning of the project              |
| 5   | Has a solid local cultural identity amongst the Xhosa been existent? Please elaborate  | Testing if the local government has recognized an existing cultural identity amongst Xhosas                     |
| 6   | Has the participating community member been respectfully treated within the process? Please explain  | Testing if the community has been treated respectfully by other participants within the process                 |
| 7   | Has the community been aware of the historical, cultural, social, physical and economical environment? How has awareness been created by local government? | Testing if historical, physical, social, cultural and economical awareness has been created by local government |
| 8   | Is there evidence of the local culture in the IDP?   | Testing if the local culture was acknowledged in the design of the IDP  |

| <b>Community participation within the physical creation of space</b> |   |   |
|--|---|---|
| <b>Community building</b><br>In your opinion/ from your experience:  |   | <b>Rationale</b>  |
| 9  | Has enough time been considered to involve as many participants as possible? Please describe                                  | Testing if the timeframe has allowed for asking as many community members as possible to participate    |
| 10   | Have enough participants attended public meetings? Please explain   | Exploring the degree of attendance of public meetings   |
| 11   | Have the viewpoints of participants led to debate? Have these been considered?  | Testing if public debate has been raised in the project's process                                       |
| 12   | Have especially women been encouraged to participate in the process? Please explain   | Testing the encouragement and empowerment of women to participate                                       |
| 13   | What methods have been used to create trust amongst participants? Please explain  | Exploring if local government has created trust amongst participants with different race                |
| 14   | Have community participants trusted each other? Please describe   | Testing if community participants have trusted each other in the process                                |
| 15   | Has the degree of contact and acceptance between <i>blacks</i> and <i>whites</i> been improved by the process? Please explain | Testing if the approach has encouraged the contact between participants of different race               |
| 16   | Has the relation between <i>black</i> and <i>white</i> participants been equal? Please explain                                | Exploring if equality has existed amongst participants of different race                                |
| 17   | Are there formal and informal grass-roots structures existent and can you announce these? Please explain                      | Exploring if local government has identified and considered local grass-roots structures in the process |
| 18   | What impact had the internal community structure on the process? Please explain   | Testing the internal dynamic of the community structure on the process                                  |
| <b>Responsibility for participation</b>                              |   |   |
| 19   | For what aspects of participation has the community taken on responsibility? Please explain                                   | Exploring the degree of community's aspects of responsibility   |
| 20   | Is the increased control of community development projects by local government beneficial? Please explain                     | Testing the impact of local governmental involvement on community development projects                  |
| 21   | Have you received any support by any other governmental or non-governmental organization? How?                                | Testing if there has been support by any other governmental and non-governmental organization           |
| 22   | Has the community been participating in the making of the urban development policy and its implementation? How?               | Testing if the community has been participating in policy making and its implementation                 |
| <b>Goals and objectives</b>  |   |   |
| 23   | Have goals and objectives been clearly pointed out and have they been achieved? Please explain                                | Exploring if the goals and objectives of the project have been defined and achieved                     |
| 24   | Has the project improved the social, economical and spatial situation of its neighborhood? Please explain                     | Testing the impact of the project on the social, economical and spatial context                         |
| <b>Strategic planning process</b>                                    |   |   |
| 25   | Have human and environmental resources been adequately managed? Please explain  | Testing if human and environmental resources have been identified and managed                           |
| 26   | Has the process been communicated to other communities, independent of their development stages? Please explain               | Exploring if transfer of experience and knowledge amongst different communities has been provided       |

| <b>Decision making</b>  |   | <b>Rationale</b>  |
|---|---|---|
| <b>In your opinion/ from your experience:</b>                             |   |   |
| 27  | To what extent has the community individual been free to express personal urban needs? How?                               | Exploring the interactive dialogue amongst participants   |
| 28  | Has the process been community driven and has the community been empowered in the decision making process? Please explain | Testing if the community has driven the process and has been empowered within it                    |
| 29  | Have community participants gained skills and confidence out of the process? Please explain                               | Exploring if community participants have gained confidence out of the process                       |
| 30  | Has the Xhosa language been used during meetings? Please explain  | Exploring if Xhosa has been used to ensure that everything could be understood by the community     |
| 31  | Have participants done sketches, drawings and working models? How?  | Exploring if the community has been empowered in the design process                                 |
| <b>Conflict resolution</b>  |   |   |
| 32  | Has conflict emerged and has it been resolved in a constructive way? How?   | Exploring if conflict has emerged and how it has been resolved                                      |
| <b>Communication, consensus building and appropriate method selection</b> |   |   |
| 33  | Has the process been clearly communicated to participants? Please explain   | Testing the pre-conditions for common ground of knowledge amongst participants                      |
| 34  | Has the process encouraged for teamwork? Please explain   | Testing the degree of collective action of the process  |
| 35  | Has consensus been achieved because of power rather than effective argumentation? Please explain                          | Testing the impact of power on the decision-making process  |
| 36  | Is there any relation between the applied participatory approach and the degree of use of the project? Please explain     | Testing if non-genuine community participation impacts on the use of the project                    |
| 37  | In what aspects could the participatory process be improved? How?   | Testing the reflection of the interviewee on the participation process method                       |
| <b>Long- term sustainability – capacity of usage</b>                      |   |   |
| <b>Budget allocation</b>  |   | <b>Rationale</b>  |
| <b>In your opinion/ from your experience:</b>                             |   |   |
| 38  | Has adequate budget been allocated for the planning and the implementation of the project? Please explain                 | Exploring the degree of the allocated budget for the planning and the implementation of the project |
| 39  | Has adequate budget been allocated for the maintenance of the project? Please explain                                     | Exploring the allocated budget for the maintenance of the project                                   |
| 40  | Has the budget been aligned with the priorities that had been set? Please explain   | Testing if the budget has been spent on the priorities that had been set                            |
| 41  | Has the financial long-term sustainability of the project been considered? How?   | Exploring if budget has been allocated for long-term sustainability of the project after completion |
| <b>Site management</b>  |   |   |
| 42  | Has enough time been considered for analysing the project's site? How much?   | Testing the given timeframe for the site analysis of the project                                    |
| 43  | Have participants been committed to manage the project site?  | Exploring if participants have been committed to manage the project site                            |
| <b>Project construction</b>   |   |   |
| 44  | Have local skills, crafts and materials been used within the project? Please explain                                      | Testing if local human and material resources have been used in the construction of the project     |
| 45  | Has training in the construction process been provided for the community? Please explain                                  | Testing if training of construction techniques has been provided to the community                   |
| 46  | Has the construction process been monitored by the local government? Please explain                                       | Testing if the construction process has been monitored by local government                          |



| <b>Long-term sustainability</b><br>In your opinion/ from your experience: |   | <b>Rationale</b>   |
|---|---|--|
| <b>Implementation</b>   |   |  |
| 47  | Have effective programmes been designed to fulfil the local urban needs of the community? Please explain                              | Testing if programmes according to the local urban needs of the community have been provided   |
| 48  | Has the process and end- product inspired for any integrated development projects in other Cape Townships?                            | Exploring the influence of the project in similar socio-economic and cultural environments as the Cape Flats   |
| <b>Postoccupancy evaluation</b>   |   |  |
| 49  | Has the process and the end-product been evaluated by local government? In what aspects?  | Testing the evaluation process of the project by the local government  |
| 50  | Have any employment opportunities been created through the project? Please explain  | Exploring if the project has created any employment opportunities for the community  |
| 51  | Have any employment opportunities for <i>black</i> women derived out of the project? Please explain                                   | Exploring if the project has created any employment for <i>black</i> women   |
| 52  | Is there an adequate number of HIV-Aids facilities for counselling and treatment in place? Please explain                             | Testing if adequate HIV-Aids treatment facilities have been considered and implemented   |
| 53  | Is the project honoured, appreciated and accepted by the local community? Please explain?   | Exploring if the project is accepted by the local community  |
| 54  | Has a place of belonging been achieved for the local community? How?  | Testing if the community identifies itself within the project  |
| 55  | Has the project improved the security situation of the community? Please explain  | Testing if the project has contributed to improve the health and security situation of the community   |
| 56  | Does the approach reflect the community's ethnical, moral and aesthetical values? Please explain                                      | Testing if the community's ethnical, moral and aesthetical values are reflected through the project  |
| 57  | Does the project reflect the cultural value systems of the community? Please explain the role of community involvement in this regard | Testing if community participation adds value to the project and finally contributes to the creation of an urban cultural identity                   |
| 58  | Has the applied integrated development approach formed social capital within the community? How?                                      | Testing the social value of the approach for the community   |
| 59  | What strategies for the long-term sustainability of the project have been established? How?   | Exploring if strategies for the long-term sustainability of the projects have been established   |
| 60  | What have been the major political, social and spatial barriers of the integrated development approach? Please explain                | Exploring the reflective thought process of the interviewee on the social, political and spatial issues of the integrated development approach (IDP) |

## **5.2 Theoretical operationalization of integrated development planning (IDP)**

In retrospect it can be stated that Cape Town's transformation activity by local government is a mixture of policies, bills and statements by governmental bodies, non-governmental institutions, academics and other consultant bodies. The relations of these different policies, either directly or not directly related to the making of urban space have been explained in the previous chapter on integrated development planning (IDP) by the local government of the city of Cape Town. Furthermore, the criteria of the political, spatial and socio-economic dimensions, the criteria for the evaluation of the projects along the Ingulube Drive have been designed for this investigation. Therefore, the scope and the limitations of the study are reflected by the questionnaire's statements and the interview questions above.

The author will introduce the historical background, the geographical and environmental aspects, the socio-economic and cultural characteristics and the local integrated developmental policy's context in the following chapters.

### **5.2.1 Historical background, geographical settings & environmental characteristics**

Nyanga is a Xhosa name and means 'moon' and is one of the oldest *black* Townships in Cape Town. In the early fifties, 1946, *black* migrants had to settle in Nyanga as Langa, 'sun' [Xhosa] was overcrowded. There is little accurate demographic data of Nyanga existent. Its inhabitants are estimated to be more than 200.000 residents and its unemployment rate is estimated to be between 40% and 70%. HIV/AIDS is a vast community issue and the Township has been rated as the one with the highest crime rate in South Africa.

Nyanga was active in protesting the pass laws in the 1960's during Apartheid as well as in the student uprising initiative in 1976. The Township became known for its *black* against *black* party fighting that was supposedly perpetrated by police in the early eighties. Cultural differences were often used by the police to stir up violence.

The Township is located 26 kilometres outside of Cape Town's city centre along the N2 highway. It is located in the South of the Cape Town International Airport next to the Townships 'Gugulethu' and 'Crossroads'. Nyanga is made up by nine Townships named 'Lusaka', 'KTC', 'Old Location', 'Maumau', 'Zwelitsha', 'Maholweni Hostels', '*Black* City', '*White* City', 'Barcelona' and 'Europe'. In Nyanga different stages and developmental tasks are recorded. Informal settlement dwellings are numbered at 4.150 shacks in

Nyanga, compared to Philippi were 15.114 shacks were counted in 2005 (City of Cape Town, 2006:14). Philippi is therefore much less developed than Nyanga.

Philippi is a relatively new Township established in the early eighties during the power struggle in 'Crossroads' Township as a consequence of much violence between different groups living in this area. In order to escape the violence, people relocated to the area where Philippi is located today (Figure 43). Development by the local municipality started in the early nineties in the area. Philippi, also known under its old name 'Brown's Farm', was provided with basic services as water and sanitation. Its inhabitants are required to build their own shacks or houses. Under the RDP, the municipality moved faster in building the small RDP houses called 'Ovezinyawu', which means 'match box houses' [Xhosa] after 1998. The population number of Philippi is estimated to be approximately 500.000 people (Philippi Township, 2005).

### **5.2.2 Socio-economic and cultural characteristics**

Philippi Township uses music as a major source of entertainment and celebrates Township jazz festivals. African Jazz, 'Kwaito', and 'Umbhaqanga' are the music that is played by its people. African jazz music has its inspiration in the people's native history and is the most listened to.

Local art became very popular in Philippi early in the eighties and it has been used in different ways e.g. to improve socio-political awareness through educational graphics that are found on the walls of play grounds. Artists are selling their art at market places in downtown of Cape Town. This has an encouraging impact on the motivation to develop the people's local talents.

Local government initiated the creation of housing subsidies and the provision of basic services such as water and electricity supply and access. The RDP in South Africa has played a significant role in developing houses in this regard. Philippi has a very high influx number of people. There are estimates that its population number in the year 2002-2005 is going to reach more than 600,000 inhabitants (Philippi Township, 2005).

### **5.2.3 Metropolitan, Nyanga and Philippi integrated development (IDP) inquiries**

The current development characteristics and trends in Cape Town's marginalized areas are of major disadvantage for its *black* Township community inhabitants. In terms of the dignity and liveability within the broader city area, the local government of the city of Cape

Town identified four characteristics that describe the inequalities in the broader metropolitan area of Cape Town (City of Cape Town, 2003:4):

- Ongoing destruction of the natural environment of the city and its periphery and the monopolisation of the primary natural and open space assets (beaches, mountain) by the wealthy minority
- Extreme inequity in the city's access to natural and urban resources, accompanied by an ineffective public transport system which leads to the fragmentation of the city into isolated, functionally discreet and inwardly focused communities and traps these in cells of poverty and limited resources
- Community facilities and services are characterised by problems that result of budgetary constraints but are due to inappropriate or unsustainable locational design and operating decisions
- Public places were identified as of enormous civic/ community importance and are currently muddy, windswept, uncomfortable and degraded places that lack meaningful investment

It was determined that the planning process neglected the economic significance of public space in these areas. The previous planning for poor communities has usually not accommodated either private or public locations for commercial activities. Resultant was that trading typically occurs in unregulated conditions, causing major public health, public safety and public access problems. For the local authority, the potential public safety and liability risks associated with these circumstances were recorded as being serious, while for the traders these conditions were identified as limiting in terms of their long-term sustainability. The city of Cape Town's local government believes that unless these trends aren't reversed, it is seen as impossibility for Cape Town to meet the urban needs of its poor and to become a global competitive city.

Furthermore, particularly Nyanga and Philippi as indicated below (Figure 43) are characterised by five significant aspects that describe their poor environments. These were identified in the programme review by the City of Cape Town (2003:6):

- Fragmentation and the lack of integration of impoverished areas create a massive inconvenient situation for the poorest of the poor in terms of transportation and the access to economic opportunities
- Public buildings do not relate to the urban environment and often sit as *white elephants* in the landscape, are hardly ever used and are inaccessible because of being surrounded by fences
- Pedestrians are lacking care in terms of walkways and adequate transport

- Public environment is not designed, lacks trees, seating and proper lighting
- Meat trading is a major health concern for the community

Furthermore, most of the development in the areas of Nyanga and Philippi has taken place in an informal way. At the same time government national subsidy housing has been provided. This governmental investment was identified as the reason that public places were neglected in terms of investment. Based on this recognition the DPP, the focus of this investigation, was seen as an essential spatial initiative to upgrade negatively performing urban environments in impoverished Township areas across the Cape Metropolitan area.

However, 23 integrative development projects were initiated by the local government of the City of Cape Town under the umbrella of the DPP on the Cape Flats since 1999. Five projects were completed in 1999 making up a sum of 7.800.000 Rand (equivalent to 780.000 Euros). In the year 2000 and 2001 another nine integrative development projects were completed costing 14.888.180 Rand (equivalent of 1.488.818 Euros). Between the years 2001 and 2003 four projects were recorded as being on site, four were documented by the tender and one had still been waiting for funding. The funding partly was supplied by the National Housing Department's Human Settlement Redevelopment Fund (City of Cape Town, 2003:16). The overall sum for the projects between 2001 and 2003 was 10.300.000 Rand (equivalent of 1.300.000 Euros). The projects of figure (43) identify the ones that have been completed (red) and the ones that are still under construction (yellow) in relation to the rest of the city.

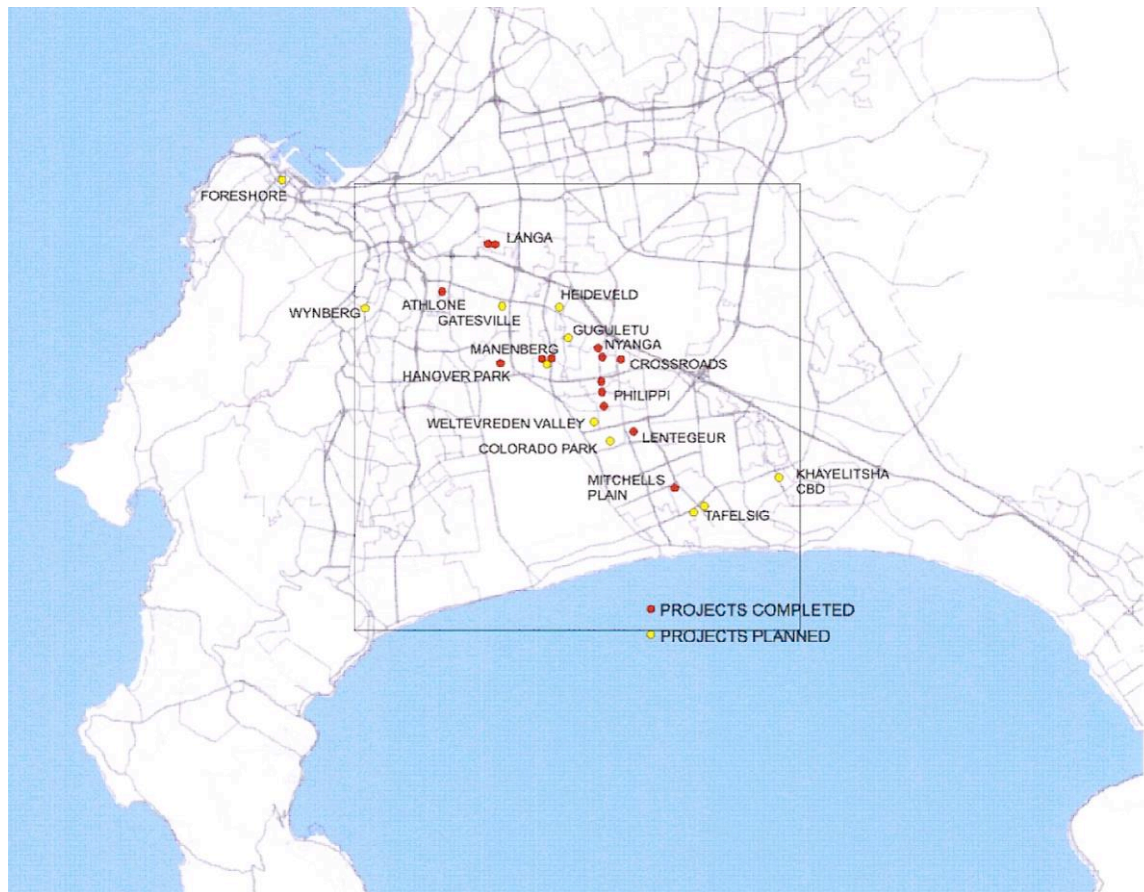


Figure (43) Source: City of Cape Town, 2003. The city of Cape Town's Uluntu Plaza – DPP 1999 – 2003. Programme review report.

However, the Ingulube Drive, indicated in abstract form as yellow line (Figure 44) is the major link between the Philippi station and the Nyanga CBD and connects therefore the two major public interchange knots in both Townships with each other. This road was identified as a primary project area for integrative development implementation in Cape Town's Spatial Development Framework. The aims of the city were to demonstrate the principles of integration and equity through projects that were implemented quickly and that were seen as high potential projects in terms of their impact on the uplifting of the impoverished environments of Nyanga and Philippi.

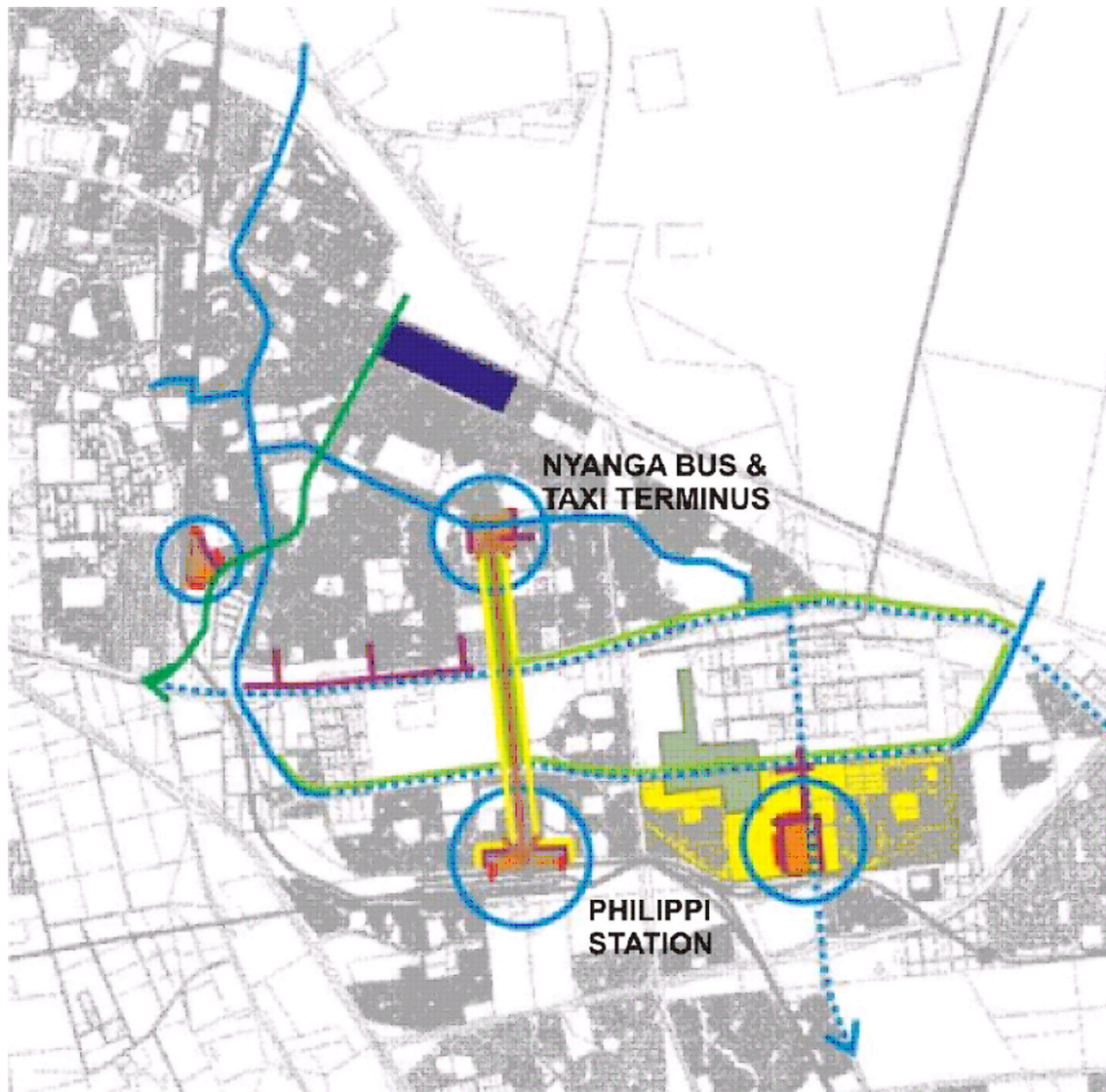


Figure (44) Source: City of Cape Town, 2003. The city of Cape Town's Uluntu Plaza – DPP 1999 – 2003. Programme review report.

#### 5.2.4 Policy and legislative context

In 1999 the Municipal Spatial Development Framework by Cape Town's local government was developed in corporation with Prof. Dewar (UCT). The aim was to manage the spatial structure of the city in order to achieve human dignity, equity, integration, sustainability and place, under the consideration of available human and physical resources.

The project summary report of the DPP by the City of Cape Town refers to the following focus areas to which the Municipal Spatial Development Framework is related to (2003:7):

- Focuses on public investment with an influence on private sector investment
- Addresses the 20% of the '80%:20%' strategy that is based on the principle saying that 80% of the benefits of the investment derives through the first 20% and tries to address the greatest number of people through 'pilot' projects

- Relates to the city's annual budgets, which are productive investment, remedial investment, basic needs investment and rapid response investment. The emphasis is on productive investment that makes the city a better place for present and future generations and on basic needs that aim to address the large extent of poverty
- Believes that positive change can only occur over time through the cumulative impact of many small scale projects
- Promotes reinforcement and clustering; development concentrates investment to make 'special collective places' that impact on the lives of many people

The above sets a special focus on the creation of public space. In this regard the city council represents the following five aspects that are expected by its integrated development approach. First, it is believed that urban public spaces as streets, squares, promenades and the city's green spaces are essential to build social infrastructure in these marginalized urban settlements. Second, these spaces are assumed to act as 'urban living rooms' for people who have to live in overcrowded and impoverished conditions in order to connect individuals and whole communities with each other. Third, public spaces are seen as particularly important for the poor to effectively extend the space of the house or *shack* for their social and economic activities. Fourth, these spaces are seen to accommodate events as informal theatre, courtship, economic production and trading *etc.* Fifth, the local government's main argument that was highly questioned by the author when the direct observations *in situ* were conducted: It is believed that ... "when the quality of public spaces is good, they improve the enjoyment of these activities and give confidence and a sense of permanence to the place. When the quality of the space is poor, the entire environment is sterile, regardless of the quality of individual buildings (City of Cape Town, 2003:8)".

However, Cape Town's local government justified the focus on public spaces and social facilities by the following three arguments:

- The provision of the spaces and social facilities falls under the roles and responsibilities of local authorities, including funding responsibility
- The planning, execution and management of these public spaces and social facilities is seen to provide an *ideal* opportunity for organisational and community learning and the growth of developmental urban management relations and practices
- Public space and social facility projects are seen as potentially less politicised as they serve the collective interest



The emergence of the city's DPP derived of two public space and places programmes that were introduced in Cape Town since 1999. The first intended to introduce a city-wide system of liveable public spaces and market squares that are interconnected with public transportation interchanges. These were meant to accommodate markets and the clustering of social facilities. The second initiative introduced the making of special places such as public walkways, public promenades and terraces. The aim of this programme was the improvement of existing places and the upgrading of key public routes and spaces. These two initiatives have grown into a larger Dignified Public Space and Markets Programme named the 'Uluntu Plaza Programme' or the DPP. 'Uluntu Plaza' is a combination of isiXhosa and local vernacular that means 'gathering places for all'.

Cape Town's local government believes that communities can be integrated by a solid functioning public transport system. To achieve this system takes time but to invest in dignified and safe public spaces at transportation interchanges is assumed to enhance the convenience and encourages for further investment. The creation of jobs particularly in the tourism industry in Nyanga and Philippi is strongly related to the making of safe public space by Cape Town's local government. Visitors are aimed to become attracted to explore the stories, histories, and creative initiatives of the *black* Township community.

### **5.3 Practical operationalization of integrated development planning (IDP) - Case analysis**

As already mentioned the study accepts the case descriptive requirements by Yin (1994) for the investigation of the five pilot project cases along the Ingulube Drive in Nyanga and Philippi Township. The type, scope and location of each case, the project size and number, the kind of participating companies, organisations and communities, the clients and users, the project objectives located within the socio-political and cultural context, the planning and construction period, the organisational structure of the project, the policy infrastructure being used and the communication facets are part of the project description and project analysis. Furthermore, this thesis considers Lefebvre's (1991:214) inarticulate or articulate nature of the traditional culture of the local community. This aspect was considered through direct contact and observation of this study. The intention of the author was that the interviewees, the 'observed' actively involved participants, evaluated their integrative planning approach by themselves as their statements are represented in a discursive way in this study. In order to prevent that the study became subjective, the findings were tested against the questionnaire outcome, the minutes of participatory meetings and the direct observations by the author.

## Interview partners

There has been a wide variety of interview partners consulted within this study with different levels of experience in terms of integrated development planning (IDP). The author distinguished between the categories the 'observed', the ones that have been directly involved in the project cases and the 'observers', the not directly involved discussants. Both categories of interview partners hold between two to over thirty years of experience according to development in Townships communities. The interviewees represent the integrated field-skilled informants, whereby the questionnaire represents the opinion of the perceiving local Township community. Listed are the interview partners who have been selected knowingly. In contrast the questionnaire informants have been selected at randomly and their information has been treated anonymously.

### Category 'observed', directly involved participants

| Interview  | Name           | Occupation                 | Philippi station                    | Philippi Parade          | Lansdowne Market                    | Zolani centre                       | Public Bathhouse                    |
|--|----------------|----------------------------|-------------------------------------|--------------------------|-------------------------------------|-------------------------------------|-------------------------------------|
| No. 1 (04/03/2008)<br><i>White</i> South African, male, 50-59 years, field experience > 10 years   | Mr. P. Louw    | Urban planner/ Architect   | <input type="checkbox"/>            | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| No. 2 (07/03/2008)<br><i>White</i> South African, female, 40-49 years, field experience 21 years   | Mrs. J. Perrin | Urban planner/ Architect   | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
| No. 3 (11/03/2008)<br><i>Coloured</i> South African, male, 40-49 years, field experience 5-9 years | Mr. C. Daniels | Urban planner/ Architect   | <input type="checkbox"/>            | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| No. 4 (12/03/2008)<br><i>Black</i> South African, male, 35-39 years, field experience 5-9 years    | Mr. C. Jacko   | Sub council manager Nyanga | <input type="checkbox"/>            | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |

**Continuation category 'observed', directly involved participants**

Philippi station

Philippi Parade

Lansdowne Market

Zolani centre

Public Bathhouse

| Interview           | Name   | Occupation                   | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
|---------------------|--|------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|
| No. 5 (12/03/2008)  | Mrs. B. Southworth   | Urban planning manager o.d.  | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
|                     | <i>White</i> South African, female, 40-49 years, field experience > 10 years |                              |                                     |                                     |                                     |                                     |                                     |
| No. 6 (12/03/2008)  | Mrs. M. Robertson  | Urban/ Landscape Architect   | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
|                     | <i>White</i> South African, female, 35-39 years, field experience 15 years   |                              |                                     |                                     |                                     |                                     |                                     |
| No. 7 (13/03/2008)  | Mr. C. Ralarala  | Sports & recreation director | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
|                     | <i>Black</i> South African, male, 50-59 years, field experience 32 years     |                              |                                     |                                     |                                     |                                     |                                     |
| No. 8 (14/03/2008)  | Mrs. C. Smuts  | Community architect          | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
|                     | <i>White</i> South African, female, 50-59 years, field experience 24 years   |                              |                                     |                                     |                                     |                                     |                                     |
| No. 9 (31/03/2008)  | Mr. D. Mykizi  | Councillor Nyanga            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
|                     | <i>Black</i> South African, male, 40-49 years, field experience > 10 years   |                              |                                     |                                     |                                     |                                     |                                     |
| No. 10 (02/04/2008) | Mr. Safodien   | City chief architect o.d.    | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
|                     | <i>Coloured</i> South African, male, > 60 years, field experience > 10 years |                              |                                     |                                     |                                     |                                     |                                     |
| No. 11 (02/04/2008) | Mr. Fakir  | Civil & transport engineer   | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            |
|                     | <i>Coloured</i> South African, male, 35-39 years, field experience 5-9 years |                              |                                     |                                     |                                     |                                     |                                     |
| No. 12 (08/04/2008) | Mr. D. Dewar   | Prof. Urban Planning UCT     | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            |
|                     | <i>White</i> South African, male, > 60 years, field experience > 10 years    |                              |                                     |                                     |                                     |                                     |                                     |

**Category 'observer', not directly involved discussants**

|                     |  |                              |                                     |                                     |                                     |                                     |                                     |
|---------------------|--|------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|
| No. 13 (25/03/2008) | Mr. L. Bobo  | Sub council manager Philippi | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
|                     | <i>Black</i> South African, male, 35-39 years, field experience < 2 years    |                              |                                     |                                     |                                     |                                     |                                     |
| No. 14 (25/03/2008) | Mr. I. Low   | Professor Architecture UCT   | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
|                     | <i>White</i> South African, male, 50-59 years, field experience 2-4 years    |                              |                                     |                                     |                                     |                                     |                                     |
| No. 15 (31/03/2008) | Mr. V. Magagula  | Social development Nyanga    | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
|                     | <i>Black</i> South African, male, 40-49 years, field experience > 10 years   |                              |                                     |                                     |                                     |                                     |                                     |
| No. 16 (01/04/2008) | Mrs. M. Komani,  | Health development Nyanga    | <input type="checkbox"/>            | <input type="checkbox"/>            | <input type="checkbox"/>            | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
|                     | <i>Black</i> South African, female, 40-49 years, field experience < 2 years  |                              |                                     |                                     |                                     |                                     |                                     |
| No. 17 (07/04/2008) | Mrs. M. Isaacs,  | IDP process manager          | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
|                     | <i>Coloured</i> South African, female, 35-39 years, field experience 7 years |                              |                                     |                                     |                                     |                                     |                                     |
| No. 18 (07/04/2008) | Mr. Mzwamadoda   | IDP Researcher               | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
|                     | <i>Black</i> South African, male, 40-49 years, field experience 5-9 years    |                              |                                     |                                     |                                     |                                     |                                     |



### 5.3.1 The Philippi Public Transport Interchange (1999-2001)

The following project description is based on the project outline, explanation, drawings and images of the firm Perrin Design Studio Cape Town cc. (2008).

|                                       |  |
|---------------------------------------|--|
| <b>Client:</b>                        | (former) Municipality of Cape Town and Cape Metropolitan Council. Municipal Departments Involved: Transportation, Economic Development and the Design Services Branch. |
| <b>Urban Design and Architecture:</b> | Du Toit and Perrin in Association  |
| <b>Engineering Consultant:</b>        | Ninham Shand Consulting Engineers  |
| <b>Community Representatives:</b>     | Community Liaison Officer, Enoch Mahlulu<br>Philippi Reconstruction and Development Forum<br>Local Trade Association<br>Local Taxi Association                         |
| <b>Contractor:</b>                    | Burger and Wallace Construction<br>Local sub-contractors and labour component  |
| <b>Project sum:</b>                   | R 5.045.873.00 (equivalent to 550.000 Euros)   |

#### Nature of the plan, aims and objectives

The Philippi Public Transport Interchange has been a public space initiative, by the City of Cape Town under the framework of the DPP in the years 1999-2001. The project started in November 1999 with the completion of the Interchange construction in 2001. The station area had previously undergone a construction exercise of a bridge that connects the community on the northern and southern sides. The bridge was completed at the end of 1999 (Figure 45). The project is located at the Philippi North Station, 20 kilometres from central Cape Town. The Philippi Public Transport Interchange is the third largest in Cape Town, with more than approximately 30,000 people traversing the site daily. This aspect gave idea to define a station forecourt through dense informal trading activities and a range of social spaces. Even if the area requires a vast amount of private housing, the community and traders had defined and reserved a 200-meter by 70-meter 'urban living room' – a place to sustain public life. The design aimed to reinforce the integrity of the urban space. This included the accommodation of public transportation, new informal market spaces and access to basic services. Perrin described the process of being participatory with the local community in the planning process beyond cursory consultation. Existing spatial and social rhythms were identified and mapped. The site accommodates a forecourt activated by a constant flow of people moving, watching, sitting and trading. Trading occurs on two corners concerned with food, outdoor restaurants and music that are associated with the

'shebeen', beer hall culture. Moreover, a line of trade units with a generous 'urban verandah' allows for the traders to spill out of their shop areas. It is defined by its robust columns and seats and has become an active social edge.



Figure (45) Source: Perrin, 1999. Aerial photograph of the Philippi Interchange. The Railway Bridge under construction (North), Station forecourt before the project's implementation (South). Trading facilities around the central space (North, West).

The project contained potentials associated with transport interchanges; the possibility of urban diversity encounters, a vibrant public realm and the opportunity for formal and informal trade (Figure 46). It was also intended that individuals could adapt their units over time, thereby individual expression flexibility has been considered into the scheme by the planners. The spatial intervention was driven by the idea that the urban space will be defined by social activity and expression over time. The challenge for the designers was to allow for flexibility and different interpretation within the spatial intervention. The intention was of 'co-authored' nature.



Figure (46) Source: Perrin, 2008. Du Toit & Perrin in Association. Aerial photograph of the Philippi interchange after completion. The Railway bridge (South), Station forecourt with the Taxi rank (middle) surrounded by the trading facilities (North, East).

The role of the professional in this regard was the responsibility of the urban development framework. The role of the community was the articulation of surfaces, the establishment of formal and informal activities and the individual expression of the community through flexibility within the design approach. The community's use through music concerts, evangelical meetings, community gatherings and other day-to-day happenings is seen by the professionals as testimony to the capacity of communities to actively use and inhabit their local place.

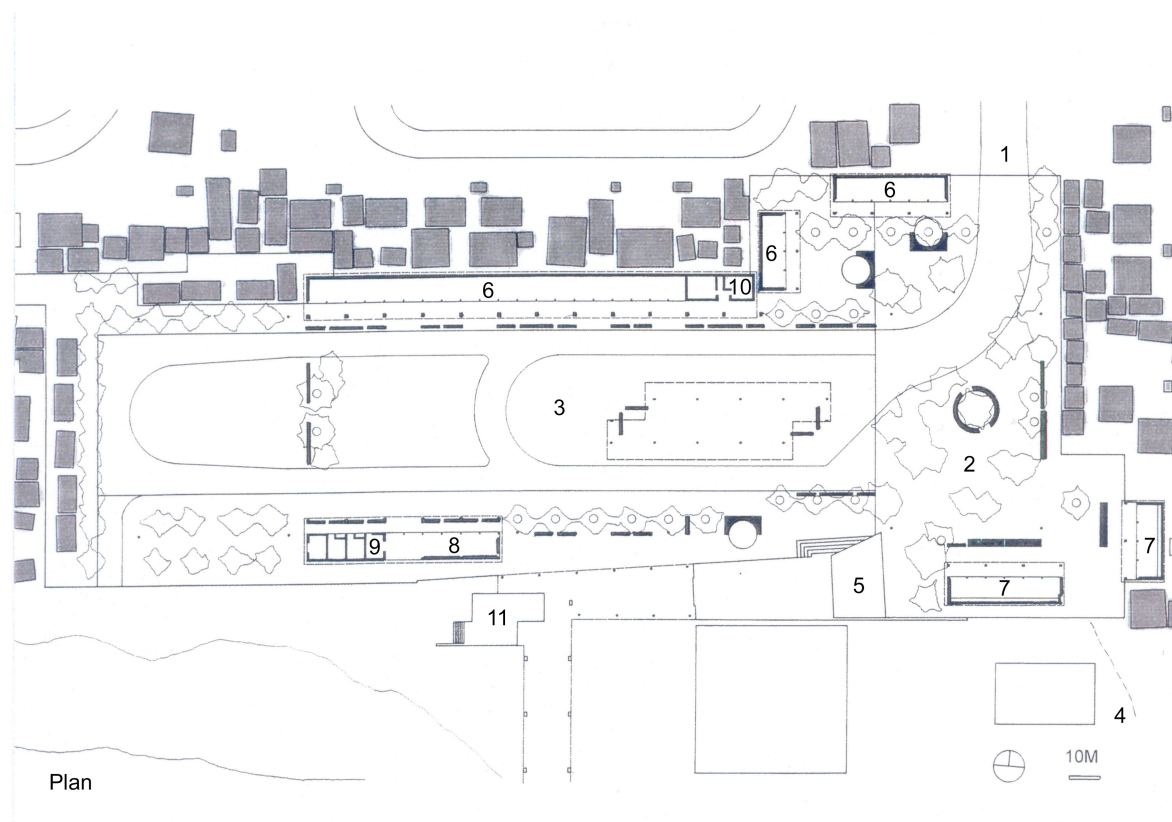


Figure (47) Source: Perrin, 2008. Du Toit & Perrin in Association. Internal report for publication. Urban design plan of the Station forecourt area. The Railway bridge (South), the Taxi rank (middle) surrounded by the trading facilities and existing shacks (North, East).

Figure (47) shows the annotated layout of the urban plan for the station area. The annotation (1) indicates the Ingulube Drive coming from the North and leading into the Station Forecourt (2). The central Interchange Square (3) where the taxis rank is located is situated to the left of the Philippi Public Transport Interchange (4). Followed by (5), which is the existing ramp to the railway 'skywalk' and to another future public space. (6) shows the plans of the trading stalls of an 3 x 4m module in the North of the site. At (7) the meat traders are located in the Southeast of the plan. (8) and (9) show the covered meeting and waiting area and the long-distance taxi facility. (10) is for public ablution and at (11) the management offices are located. Figure (48) shows a detail drawing of the trading structure to the forecourt, indicated in the urban design plan (6).





Figure (48) Source: Perrin, 2008. Du Toit & Perrin in Association. Internal report for publication. Detail elevation and section for trading structure to Forecourt.

In the middle of the urban area there is a taxi rank located that is covered by a steel roof structure. Taxis wait for people that come off the train station and drive them wherever they want to go. Figure (49) shows the roof structure in relation to the trading structure forecourt. The trading structure inhabits shops that can be closed off during night-time. These can be rented from the City of Cape Town. The trader community does use the space for different purposes. Figure (50) shows a little kiosk, selling sweets and other items.



Figure (49) Source: Photograph by author on the 2<sup>nd</sup> site visit 19.02.08. The image shows the taxi rank and the trading facility to the forecourt area in the back.



Figure (50) Source: Perrin, 2008. Du Toit & Perrin in Association. Internal report for publication. Detail image for a trading structure at the Station forecourt.

### **Project analysis**

Goals and aspirations of the project are elaborated in a discursive manner, expressed through the voices of the interviewees in this study. The author brought together the participating member's individual voices of the category of the 'observed', actively involved planning participants and the passively involved 'observers', the discussants of the local government's integrated development approach (IDP). The author went through the interview transcriptions and compared each statement of the category 'observed' and the 'observer' with each other. In the case someone of the interviewees of each category stated something special on the question that others didn't, this statement is accompanied with the name of the interviewee. Furthermore, it is pointed out how many interviewees replied in the same or in different ways. The analysis is structured that the actively involved participants 'observed' are recorded firstly and the 'observer' secondly. The complete information of the interviewees are listed in detail under the References at the end of this study.

However, involved observed interviewees in this project case have been Mrs. Perrin, Mrs. Southworth, Mrs. Robertson, Mr. Ralarala, Mr. Fakir, Mr. Mzwamadoda and Mr. Prof. Dewar. Observing discussants have been Mr. Bobo, Mr. Prof. Low, Mr. Magagula and Mrs. Isaacs.

## **I. Culture – local practices:**

### **Cultural identity creation**

Six of seven interviewees of the category the 'observed' stated that there has been enough time considered to identify the cultural urban needs of the community. People were interviewed and the planners mapped the existing urban elements. Southworth stated that there were many public meetings held in order to arrive at a common understanding of the purpose and the need for public facilities of that kind. Extensive engagement took place through RDP forums and representatives of women groups, youth groups, choirs associations and with the local ward councillor as an entry point for big public meetings. Mzwamadoda on the other hand stated that it is a total new concept for the people who come from the rural areas to be approached by the planner. The result is that these people see a beautiful design and accept it quickly; there occurs a vast degree of potential confusion when it comes to the real understanding of the project and its implementation on the site. In contrast to the above Dewar stated that he does not believe in this kind of approach. The plan has to be strong enough to give directions and allow people to express their own urban cultural needs. It is not the responsibility of the planner to spatially interpret the people's culture.

Two interviewees of the category 'observer' stated that enough time has been considered to identify the cultural urban needs of the community. Isaacs pointed out that the department of the spatial, social and economic development unit has consulted the community. In contrast Low explained that not enough time has been considered at all. The fundamental idea of integrated development planning was to correct a problem in urban terms under Apartheid. The measure was a Western city. What is visible in the IDP are normative urban interventions. There are very few cases that understand the differences within the practises of the local communities. The local authorities tend to normalize their planning interventions. It was stated that if the City of Cape Town would be serious about their interventions they would set up different forms of agencies. These would be constructed in the way that the authorities genuinely integrate the community from the bottom-up. The design approach was limited to be functional only as the involved departments remained working in their silos. If the approach would have been genuinely integrated, the project outcome would have created new typologies; knowledge would have been produced that would have derived out of the examinations of these projects. Bobo had no clear answer to this question. It was pointed out that many sectors felt that

they haven't been adequately involved in the decision making process concerning the development of the Philippi Station. It is only now that the city tries to consult as many community members as possible in order to find out the community's specific urban needs.

All seven interviewees stated that the project does benefit the local cultural practices of the community. Perrin pointed out that the Philippi Station project was rated as being successful in the aspect that it made an urban place for its local people. It added social value to the community as it created a meeting and a trading place. Ralarala stated that the community was involved from the initial stages and that the processes have been community driven at every level under the guidance of the local government. Fakir pointed out that the modernisation process in terms of hygienic and sanitary services collides with the community's former practices. Dewar on the other hand pointed out that the design supports the basic activity of the community, gives the freedom to express itself and supports the public environment in terms of health *etc.*

Two interviewees of the category 'observer' stated that the project does benefit the local cultural practices of the community to a certain degree. Low puts it this way that in the absence of nothing something always helps but the benefits have not occurred in the most effective way. Bobo pointed out that there is no clear answer to the question because Cape Town being a multi cultural place, which does not have one particular culture that, can be addressed only.

Five of seven interviewees stated that traditional urban settlement structures of the Xhosa community have been considered in the planning of the project. Perrin on the one hand expressed that the community always used the Philippi Station as a public area. Community activists and traders always used the edges of the place for trading purposes. The way the previous urban structure was made reinforced the new design to impose another urban condition to the project's site. The planners did not change the urban structures that already existed. Southworth on the other hand pointed out that aerial photographs have been looked at and therefore some of the projects can be seen as a retroerspective of the existing situation. Robertson stated that it was the aim at that time, to bring European and international precedence into the impoverished areas of Cape Town in terms of the making of public space. In terms of economic development it seemed obvious for the planner to focus on areas where quite naturally informal trading took place. Mzwamadoda raised the question if the people would be satisfied with the outcome and the degree of use of the formalised facilities. It was mentioned that the people are selling not from the formalised store but do so informally next to the formal

one. Furthermore, it was mentioned that the people need to understand the consequences of the formalisation process that the City of Cape Town provides for them. Trading is lacking consciousness in terms of the expectations by the local community and the intention of the formalisation process of the local government within these areas. In contrast, Ralarala and Dewar stated that urban settlement structures have not been considered in the planning of the project in Nyanga Township. According to Ralarala, the situation found was characterised by extremely impoverished and fragmented communities that squatted illegally on the land. Dewar described the station area being in a total messy situation before the implementation took place. Trading occurred in a very unhygienic manner. It was said that the informal trading had to be formalised sufficiently in order to improve the hygienic situation. Cleanable surfaces were introduced as well as water tabs etc. In the interviewee's opinion the market went too far with the actual stalls that have been provided. The local people should pay for these structures themselves and not the City of Cape Town.

Two observing interviewees stated that translations of the people's urban needs are not evidently visible in the integrated development approach. Magagula pointed out that traditional urban settlement structures of the Xhosa community have been considered in the planning of the project. Planners took into account the rapid urbanization in the urban planning exercise. There is a great urban need amongst the community and very little delivery by local government in terms of further integrated development projects. Isaacs mentioned that people had to pay for the formalised store and did not have to do so for the informal one. For that reason people are trading next to the formalised approach that has been provided by the city. It was pointed out that people have not been appropriately developed in terms of economic activities. There is a vast change amongst the community in terms of moving the people from A to B *etc.* The younger generations don't understand why the facility is there and for what purposes it is meant to serve. Many community forums have closed down and dissolved so the purpose and the initial ideas around a certain facility have been lost.

Four of seven interviewees stated that the history of the local Xhosa community has been taken into account in the planning of the project. Perrin stated that this aspect of integrated development has been considered but has not been consciously taken into account in the design of the project. There were cultural aspects that would have happened rather on an accidental basis than on a cautious one. For example local craftsmanship by residents was offered for the design of the project. Southworth disagrees with Perrin in this aspect and refers to the case of Langa Township, where historical events have been recorded during Apartheid and these were expressed through

mosaics along Washington drive. These historical events, for example, people have been stripped naked and were covered with lice powder in front of the public, were recorded and expressed through the local artwork. Not every project of the DPP does consider the local history of the community. In places of special events as the ones mentioned above, the programme tried to consider and express the aspect of the local history. In the Philippi project it was tried to give people an opportunity to trade in a formalised way that they can afford. It was pointed out that it was always tried to understand very hard the urban tradition of the people and the way they live in these areas. The history of the Philippi community was not taken into account in the planning of the project as opposed to Langa Township, where a long-term history has been existent. The intention was to offer spaces that were about everybody and not about a specific history. The only history that was recorded and relevant for the integrated approach in the Philippi area was the one of extreme violence amongst the community. The officials in the social housing department warned the local government planners that the project would not be successful. This particular department tried to implement social housing for the community and four to five people were killed during the time in the process. The interviewee stated that the Philippi Grand Parade project, explained later in this study, particularly has been accompanied by the understanding that its purpose was to serve the whole community and not the individual member only. This is a major difference to the social housing intervention programme. The social housing department was astonished that the project was planned and implemented peacefully. Dewar agrees with Southworth and adds that the memorialisation programme of the city of Cape Town does acknowledge specific spaces of struggle, which has not been the case in the development of the Philippi Station.

Three observing informants agreed that the history of the Xhosa community has been taken into account. Since 1994 the government introduced mechanisms that no planner should deliver any project without community consultation. In contrast Low stated that the history of the Xhosa community has not been a driving force for the design. There are memorial places elsewhere, especially where the pre-1994 history of the struggle has been recorded.

Four of seven interviewees stated that there is a strong cultural identity amongst the local community existent. Perrin pointed out that traders and their urban inquiries were identified upfront in the Philippi Station area. It was also said in terms of the development of the project that the professional has to be a guide of what is needed in terms of the functionality and the orientation of the design. Southworth stated that there has been no solid local cultural identity amongst the Xhosa people existent, because Philippi Township is a relatively new settlement. In Philippi Township the impermanent was expressed

through its buildings and shacks. Therefore a planning approach that reflected solidity and permanence was chosen and tried to achieve an image, lasting for a long period of time. In this regard, Fakir pointed out that there is almost a loss of cultural identity found amongst the Xhosa communities. The local culture changed but language, music and art are still the same. A lot more can be done to encourage the people to express their own urban culture.

All observing interviewees besides Low agreed that there has been a solid local cultural identity existent amongst the Xhosa community. Bobo identified that the common ground of a cultural identity amongst the Xhosa community is reduced to the aspect of finding work in Cape Town.

All interviewees stated that the participating community member has been respectfully treated within the process. In this regard Perrin felt that the City of Cape Town does not manage its public areas very well. It was seen as negligence that the project was not maintained by the city after its completion. It cannot be expected that an area that takes in many thousands of people every day can maintain itself for over eight years. Further, she pointed out that the use of the public area is good. Trading activity is suffering from insularity by the city with respect to payments for formal and informal trading activity. If the city would have clarified upfront what people had to pay for rent on a monthly basis, than the community could have reacted and either agreed or disagreed with the conditions. The design approach would have been very different and may have suffered because of this aspect. Ralarala added that the local government was not able to impose any planning approach on the community without their agreement. It was willing to work hand in hand with the community and allowed it to participate meaningfully in the process. Even the coordination of national government funds and the grants of foreign donators went to the project without any major problems.

Three of the interviewees of the observing group agreed that the participating community member has been respectfully treated within the process. Low stated that there is no direct answer to the question. Some of the leaders worked for the common good, others worked out of personal gains. Especially when people get into power they act extremely diverse. Isaacs pointed out that the aspect of communication was lacking and has been a critical factor to consider when it came to the consultation process between the community and the city officials.

Any interviewee agreed that the community has been very much aware of their social and spatial situation of the place. Perrin stated that the information flow within urban environments as Philippi is very fast and includes any member of the community from the

councillor to any other resident. Southworth adds that it was not necessary for the local government to create this awareness. Robertson stated that the local cultural identity remains not very obvious until today and it is not really graspable for the planner. Ralarala stated that the community informed the local government of what they expected and wanted. The responsibility of local government was to conventionalize the process and come up with the right strategy for the project's planning and implementation. Further, it was stated that the process was entirely community driven and the community's ideas were taken right through the project

All four observing interviewees emphasized that the community has been aware of its historical, cultural, social, physical and economical environment. Low in contrast to Southworth pointed out that awareness has been created amongst the community. The IDP treats this planning aspect as a secondary one and participants are informed through public meetings.

Ralarala stated that the current IDP does recognize the diversity of the local culture and tradition of the Nyanga and Philippi community. The goal of the IDP is the recognition of the diversity of the local culture of the communities on the Cape Flats. The other six interviewees stated that the IDP does not inherit the cultural and urban traditional aspects of the communities on the Cape Flats. Perrin assumed that the local culture of the community in Nyanga and Philippi was consulted before the design of the latest IDP. There is a level of conflict of what is considered as acceptable for the city and of what is considered as traditional for the community in terms of genuine integrated development planning. Southworth agrees with Perrin and describes the integrated planning approach as being aligned with the legislation of the national government. Priorities are very much number based and therefore do not consider the local history and culture at all. There was a level of insufficient knowledge recorded amongst two interviewees who have not been aware of the latest IDP. Robertson, even if working on a daily basis in areas as Nyanga and Philippi, also has not been aware of the local IDP for the different Townships on the Cape Flats. It was stated in this regard that the non-information and non-guidance in terms of integrated development planning is one of the biggest issues the interviewee has with the local authorities. The local government's inability to draw the information together as a framework for genuine integrated development planning is very unsatisfactory for the individual planner. Mzwamadoda describes the IDP as the principal instrument of development. It means to make communities to participate. In his point of view the IDP has to encourage communities to participate in the local development of the municipality. The plan requires consultation of the community and the participation of the people to an extent that they are empowered in the decision making process. The community has to



come to the point that they buy into the project and achieve ownership over it. When looking at the outcome of the projects, the major question was raised if people really understood the planning and the spatial consequences of the integrated project by local government. Dewar stated that the local culture is not high on the IDP's agenda. It was stated that the IDP should allow for the communities to express their own culture. Furthermore, it was said that one cannot design around culture as it is a very changing condition, especially because of the vast influx to the city of Cape Town into its impoverished areas. The people that come to the city bring significant rural traditions with them. These change very quickly e.g. initiation was mentioned in this regard. This traditional practice in the interviewee's point of view needs to be formalised and spatially supported by the City of Cape Town. A lot of the young boys die because of the unhygienic conditions they find on the initiation sites, places that are mostly the choice of their elders. The question was raised of how the city could support the management of traditional medicine.

All observing informants responded that the current IDP does not adequately acknowledge the multicultural context of Cape Town. Bobo described the IDP as rather being in the process of acknowledging this aspect. The fact that this aspect becomes more and more an integral aspect of planning is seen as a major step forward in contrast to the former Apartheid system, which considered racial discrimination in spatial planning terms only. Low points out that there is marginal evidence of the local culture in the IDP only. The aspect of culture is treated very much as a check list, e.g. initiation. The problem of organization is that it has to deal with huge numbers and therefore is a severe one. Magagula describes the local government's integrated development approach as lacking in its acknowledgement of the local culture of the Nyanga and Philippi community. The urban needs of the community are addressed through the making of a budget, the provision of housing and the access to sanitation and water supply only.

## **II. Community participation within the physical creation of space: Community building**

All seven interviewees agreed that enough time has been considered to involve as many participants as possible. Ralarala refers to capacity building programmes and various courses that were conducted to identify the urban needs of the community. These were taken into consideration. The people were taken to various courses to be trained in business management and to build up self-reliance.

All interviewees besides Low of the observing group agreed that enough time has been considered to involve as many participants as possible. Low stated the contrary; in his point of view open discussions should have been conducted in the beginning to

identify and frame the project. Once the IDP was in place planners went and started to consult communities. Participation could have been occurred through existing social networks. Isaacs agreed with Bobo and Magagula and described that participation occurred through representatives and ward forum systems. In her point of view the numbers of people that participate in the public meetings are not crucial to the project's outcome.

All seven interviewees shared the opinion that enough participants attended public meetings. Perrin stated in this regard that in the Philippi Station project there was a very good attendance of participants; these attended meetings regularly and consistently. The stakeholders and traders were participating in the meetings too. The transport department of the city provided engineers that dealt with the transport issues of the project. The taxi association was consulted in the meetings and any member of any sample group was informed of what was going on during the process and knew what the end-product would be. It was mentioned that sometimes over two hundred people attended the public participation meetings; these included the people of the broader community and involved leaders and stakeholders at all different levels. The process and the end-product were pointed out as being clearly understood and there was a high level of ownership amongst the community found in terms of the project. Ralarala goes on and states that the community was always present and has been informed of the process and of the meetings that were important for the development of the projects. Local government constantly reported back the development process of the project to the community. Mzwamadoda points out that relevant stakeholders were invited but if they all participated in the meetings wasn't answered in the question. Dewar agrees that enough participants have attended meetings and pointed out that the public participation process in general is often hijacked by particular leaders and by their respective agendas. The interviewee is arguing for pre-1994 traditions were the city had street and area committees. This would need a total different management structure in relation to capacity building in the City of Cape Town. This approach would become an instrument to run the city towards these kinds of structures and there would be no public meetings with the city and the community. The local government was described as being a total failure in this current stage of time. Participation is to allow people to make decisions. The city must allow for these but has to do fewer but much stronger decisions that relate to the making of public space. If there is a decision on the making of a single plot than the street or its relating street committee must decide on the specific design decisions.

Any observing interviewee agreed that enough participants have attended public meetings.

The whole number of interviewees agreed that the viewpoints of participants led to debate, as these were able to tell their inquiries in terms of the development of the station project. Fakir adds that on a physical urban architectural model the viewpoints of participants were debated. A professional facilitator was appointed at the meeting. Community representatives, ward councillors, the Nyanga Development Forum NDF and the informal traders were taking part in the development of the project.

Any observing interviewee besides Low agreed that the different viewpoints of participants led to debate. Low pointed out that the viewpoints of participants do not become assimilated within the formal planning process. There is a lot of mismatch of what people say in terms of culture and how bureaucrats and technicians interpret it.

The interviewees agreed that women have been encouraged to participate and voiced their urban needs very strongly in the participatory process of the station project. Robertson refers to the making of the mosaic work in this regard, whereby Ralarala described this aspect as a very important one of the integrated development approach in order to empower women in the development processes of the projects.

All observing interviewees agreed that especially women have been encouraged to participate in the process.

In terms of trust creation the interviewee's answers varied strongly. Perrin pointed out that in her experience there was always a good atmosphere to work within *black* communities. It was pointed out, as being important to clarify upfront where the planner's thought in terms of the project development is coming from and in what direction the project should head. In this regard it was mentioned that working in *white* communities is often much more difficult in terms of participation. This was explained through the undermining of professionals. *Black* communities have not gathered much support in terms of integrated development projects from the local government of Cape Town to date. There is much more appreciation found whereas in *white* or *coloured* communities there is a lot more suspicion towards governmental development. Southworth stated that there have been attempts to form public meetings with the community, which have been announced prior to the meeting itself. Similar as Southworth, Robertson added that there has been a strong community formation existent during the process. At the same time it is, however difficult for the planner to be aware of all the internal political dynamics within the group. Ralarala on the other hand referred to trust creation through RDP forums. Within the RDP process all political parties and civil structures had to be present in forums, where everyone had to participate. Fakir had the opinion that it was not necessary to create trust amongst participants, whereby Mzwamadoda mentioned the existence of different tensions, frictions and suspicions within the community that is driven by poverty. Finally,

Dewar stated that there were no methods used to create trust amongst participants. The interviewee stated that this aspect of planning is not a problem if the people can see the project in the light of their interest. The primary constituents in the Philippi case were traders and these were very satisfied with the way the project turned out.

The observing group of interviewees stated different things when it came to the creation of trust amongst participants. Bobo pointed out that no methods have been used to create trust amongst participants, whereas Low stated that trust was created by the fact that genuine feedback was given to the community. Furthermore, it also helped when people saw their ideas assimilated on the plan. Magagula said in this regard that issues are the *glue* that bring people together and that create trust amongst participants e.g. fight against crime and for better services e.g. electricity supply *etc.*

Five of seven planning interviewees stated that community participants did trust each other. The other two were not able to answer the question. Perrin pointed out that in *black* communities it was much easier to create a level of trust and the interviewee felt that there was a level of consensus in the Philippi Station project. Robertson mentioned that there always has been a very respectful treatment between the planner and the community existent. The community participants have trusted each other. Ralarala mentioned that the RDP recognized different political parties and organizations and that participants trusted each other.

The observing interviewees Magagula and Isaacs stated that community participants agreed with the informants above. Bobo on the other hand pointed out that there was an uncertainty if community participants trusted each other. The community is frustrated because their urban needs are hardly addressed by the local government. Low stated that community participants trusted each other partly only.

All involved participants agreed that the process has improved the degree of contact and acceptance between *blacks* and *whites*. Perrin mentioned that the degree of contact and acceptance between different races was not seen as an issue in the process. In this regard it was pointed out that it needs to be clarified upfront with the local community what the planner's intentions are; different race or colour is not seen as an issue in the planning of the project at all. Each individual's personal history counts in this regard. It was mentioned that there are people who are petrified to work with members of another race and for others it is not a problem at all. On the other hand Fakir stated that the degree of contact and acceptance between *blacks* and *whites* has been improved in a very limited way only. The Philippi Station project brought hardly any different race together.

The interviewee Bobo of the observing group stated that the degree of contact and acceptance between *blacks* and *whites* has been improved through the process. Low said that this occurred in a limited way only. *White* people are mainly consultants and are not living in the area. Therefore sophisticated contact between different races has been limited. Magagula pointed out that the *black* community is reaching out to the *white* community who hardly comes to community meetings. There are still vast economic and racial barriers amongst people existent. Isaacs questioned if *white* planners should come and plan for a *coloured* or a *black* community. The local government's approach was questioned in this regard.

Four of seven involved participants agreed with each other that the relation between *black* and *white* participants has been equal. Perrin pointed out that the different roles of the participants were respected and their contributions were acknowledged and taken into account. In contrast Ralarala stated that *white* planners have dominated the relationship between *black* and *white* participants. On the other hand when the officials dealt with the community directly there was no distinction of the planners and community participants recognizable, because the urban needs of the community were pushed and not the ones of the local government planners. The aspect of different racial offspring working together became a secondary aspect of the planning approach. Mzwamadoda described the relation between *black* and *white* participants as equal on the surface only, whereas Dewar felt it has been equal between members of different races since everyone who participated worked in the common interest of the project.

Three observing interviewees had no opinion regarding the question and Bobo stated that the *black* community often feels dominated by highly skilled *white* planners.

Perrin and all other interviewees agreed that in Philippi there were very strong grass-roots structures existent because of the Apartheid struggle history. The City of Cape Town has to identify and to work within these structures. Fakir referred to the existence of informal trader's organizations and Mzwamadoda to the Nyanga Development Forum NDF that exists for integrated development purposes. Dewar on the other hand pointed out that there were formal and informal grass-roots structures existent before 1994. SANCO was very significant in this regard and strongly supported the self-formation and the civic organization of the Township communities. The post-1994 government broke down these structures as the local government's way of control became to a higher degree centralised. These structures hardly exist anymore today because of this centralised way of decision making.

All observing interviewees agreed that there are formal and informal grass-roots structures existent. Bobo stated that the city of Cape Town has 23 subcouncils and 106 wards. These wards are clustered together and are related to specific subcouncils. Each single ward is having ward forums that are constituted by various sectors that exist in each different community. Political organizations are excluded in this regard. The sectors are related to health, youth, business and socio-economic development. The internal community structure is very beneficial in terms of a direct interaction between the sectors and the local government. Low stated that the self-organization of the community helps that the people represent themselves in a stronger and clearer way and support each other. These smaller groups approximate civil society and their voices are important. Isaacs mentioned the community organization named the NDF as being responsible for development in Nyanga Township.

All asked interviewees agreed that the impact of the internal community structure has been beneficial for the process. It was mentioned that the social structures of the community and the support that derives out of it, enables to plan and implement the project. Without the existence of any structure the project wouldn't perform in its implementation stage. There would be no local workers for the construction of the project and security issues would derive during the process. These structures are seen as very essential in terms of the project's protection as it is in the community's own interest. In a similar way Southworth argued that the integrated development approach has been recorded as being more successful if the ward councillor was strong and influential within the community. A weak ward councillor often rather tried to address his own individual needs. Robertson described the internal structure beneficial for organizational and self-formational matters of the community, whereas Ralarala referred to the benefits of the community's self-organization in various disciplines of the planning process e.g. in terms of health, security and management. Fakir stated that the people mostly have been already structured when the local government approached them and Mzwamadoda mentioned that particular issues and priorities e.g. trading facility have been clarified upfront, which made the process more efficient for the local government planners.

All observing interviewees agreed that the internal community structure had a positive impact on the development process. Magagula pointed out that the representatives became the voice of the broader community.

### **Responsibility for participation**

Perrin described as responsibility of the community that the people were involved in the planning process and were in control of it. Robertson went on and stated that the

community took on responsibility for design aspects of movement and function, trading and gathering spaces. Ralarala pointed out that the community has been responsible for any aspect of participation besides the one of management, which was taken on by local government. The local government monitored the process of the projects. The internal community structures helped to ensure the compliance of each participating member. Fakir's statement agrees with the one by Dewar that the community attended public meetings and came for the final acceptance of the proposals, which has been recorded at the meetings.

Two observing informants were not able to answer the question. Low stated that the community has taken on responsibility for informing and discussing the project prior its implementation. Magagula pointed out that the community has taken on responsibility for the conceptualisation of the planning proposal from the initiation to the implementation of the project. Afterwards the community took on ownership over the project.

Besides Perrin and Mzwamadoda all involved participants agreed that the increased control of community development projects by local government is beneficial for the integrated development approach. Perrin referred to the Philippi Station project, which was based on an enabling development framework by local government. However, there seems to be a great misunderstanding between the local government officials and the traders of the community. In this regard Perrin pointed out that someone of the community, if paying rental fees for trading, expects to get an entire shop and not a serviced and secure plot of land by local government only. It was not recognized by the city officials yet that the by poverty affected trader rather chooses the non-serviced plot next to the serviced one because of not having to pay rent for it. The involvement of the economy in between these two conditions that affect the traders in the Township was not considered or conventionalized by the local government to date. Therefore there is a vast gap between the informal development approach driven by poverty and the formal one by wealthier planning minds existent. Ralarala also described the increased control of community development projects by local government as beneficial; this helps to organize the process. The community is taking on a leading role in the process, whereby the local government inhabits a monitoring role. Hardly any friction emerged during the process. Mzwamadoda saw the increased control of community projects by local government only sometimes beneficial for the integrated development process. It was stated that in some cases the community feels dominated by local government because it holds the money for the implementation. Local government sees itself as a supporter of integrated development projects but not as the driving force. Communities should be driving the process by themselves. It was felt that the communities are not ready to take over to be

the single drivers of the process. If the people would be ready they could run the project by themselves. The increased control is not beneficial in this regard but it is seen as necessary because of the development stage the communities are currently in. Dewar agreed with Ralarala and pointed out that the projects have to become initiated from the top-down. There are many conflicts for specific areas and there are not always the same issues between the different areas. In this regard it was suggested by the author to have a local IDP for each particular area. The community should make the decisions for their own area and create their own development priorities for it.

All observing interviewees agreed that the increased control of community development projects by local government has been at least beneficial to a certain degree. Magagula reasoned this in the improvement of the skills found in the local government. Technicians of the local government do approach and explain the proposed plan to the community. The influence of the local community on the integrated planning approach is much higher than it used to be before the IDP came into place. Isaacs went on and stated that the local government had to take on control of the integrated development projects because some of the communities are not very active in terms of their own urban development. These have to arrive at a level where they become the drivers of the project.

Perrin stated that no support has been received by any other governmental or non-governmental organization. Southworth agreed with Perrin and pointed out that the roles and responsibilities for aspects of integrated development are not entirely clarified until today. Robertson agreed with this aspect, whereby Ralarala stated that the local government received support through grants that were given by other governmental organizations and foreign donors who invested in the development of the project. Fakir, similar as Ralarala stated that he has been supported by another governmental organization.

All observing interviewees agreed that support has been received by governmental and non-governmental organizations. Low stated in this regard that the City of Cape Town does use external participation management groups. These organizations have trained community participants and provided support. In other societies participation would be easier as people are trained, educated and the degree of issues is lower. A not adequately funded and understaffed local government can only be overwhelmed by the huge amount of problems of the Post-Apartheid society. There are very strong reasons of why the local authorities are not able to manage the implementation in the way they should. Magagula exemplified that the local government receives intellectual support by UCT.



Besides Dewar and Fakir, all other participants agreed that the community has been participating in the making of the urban development policy and its implementation. Perrin was not able to evaluate how effectively the community individual is able to contribute to the making of an urban policy. In this regard it was pointed out that this aspect was very much dependent on the local government's internal authority structure. Robertson and Ralarala had the opinion that the community had been participating in the making of the urban development policy. Ralarala stated that through subcouncil and ward councillors the community is able to forward their requests in terms of urban development. Therefore the community participant's approach starts from the bottom-up. Mzwamadoda stated that there is a street people policy, a gender policy, a community participation policy (not approved yet) *etc.* All the policies are drafted in consultation with the community. These form one part of the integrated development approach of the City of Cape Town. In contrast Dewar pointed out that the local government is not committing on decentralised decision making, which is the reason that the community cannot take on their own responsibility for their decisions made. Centralization in decision making by local and central government is making up the policy for any area in the city and does not allow for local communities to be empowered within the process.

Two of the observing interviewees stated that the community has not been participating in the making of the urban development policy and its implementation. On the other hand Magagula and Isaacs agreed that the community has been participating in the making of the urban development policy of the IDP. Through the ward councillors and through public meetings the community had been asked to make an input to the policy of the IDP. Isaacs stated that the approach is a bottom-up one. In some areas people do not understand what the IDP is. Certainly consciousness has to be raised amongst the people to explain the purpose of this instrument for integrated development on the Cape Flats.

### **Goals and objectives**

All interviewees agreed that the goals and objectives have been clearly pointed out. According to Perrin the initial objectives of the Philippi Station project were limited to transportation issues only. After the consultation of the community and the pressure of the city's urban design branch, the transportation engineers accepted Perrin's urban design proposal. The engineer's criteria included parking lots for private vehicles in an area that is completely impoverished and hardly inhabits private car owners. Robertson stated that the allocation of space for traders and their management has not been achieved. It was pointed out that a trader policy and an integrated management approach by the different departments of the local government are missing to date. Ralarala agreed with the first two interviewees and added that the local government's policies guided the drawing up of

business plans. For that reason any project participant knew in what direction the project went. All interviewees agreed that the goals and objectives were partly achieved only.

Two observing interviewees mentioned that goals and objectives have been clearly pointed out but were partly achieved only. The other two interviewees were not able to answer the question.

Besides Dewar any interviewee agreed that the station project did improve the social, economical and spatial situation of its neighborhood to a certain extent. Perrin on the other hand remarked that the station is totally dysfunctional as it is now. The largest station area of the city saw investment for the structural facilities e.g. bridge as opposed to further investment in the extension of the railway line. The second problem is the one of the imposed trading image by the City of Cape Town to formalize trading activity in the area. Southworth and Robertson agreed with Perrin on the improvement, whereby Ralarala stated that the number of neighboring inhabitants is currently rising in an alarming way. According to Fakir, Xhosa people live for today and therefore money is hardly spent on the upgrading of the urban environment. It was not answered what the priorities of the communities are. In Mzwamadoda's point of view the projects have added value in the way that there is something in place now where nothing has been before. Dewar has not been aware that the project has improved its immediate neighborhood. There is a lot of investment in transferable assets e.g. televisions. The community's capital is not invested in the super infrastructure or for public facilities.

All observing interviewees stated that the project improved the social, economical and spatial situation of its neighborhood. Magagula pointed out that the people were able to generate an income and did use it to upgrade their own homes. Isaacs on the other hand stated that the project benefit is limited.

### **Strategic planning process**

The interviewees had different viewpoints whether human and environmentally resources have been adequately managed. Three interviewees did not answer the question. Perrin on the one hand stated that community meetings were advertised via mouth to mouth or through formal advertising procedures. Community activists usually chaired the meetings. Robertson on the other hand pointed out that human and environmental resources have not been adequately managed. Ralarala had the same view as Perrin and pointed out that through the RDP and the current expanded public works programme, the City of Cape Town tried to improve the job situation for many people, especially for the ones of the impoverished areas. Mzwamadoda stated that these resources have only partly been managed.

All observing interviewees besides Low emphasized that the human and environmental resources have only been partly managed. Low stated that the project has been delivered physically but lacks in terms of enablement to become fully embedded in the practice of the local community. People have to be helped into the mainstream in a different way. The provision of a facility and the expectancy towards the people to pay rent for the use of it does not solve the problem. People have just moved from the formal into the informal activity again.

All involved participants besides Dewar stated that the process has been communicated to other communities. Perrin on the one hand pointed out that communication transfer occurred through activists who moved through different communities; this usually does not happen in a formalised way. Most of the grass-root structures are very firm because of South Africa's former Apartheid struggle. These structures support the communication between different communities. It is not difficult to identify key individuals and representatives within a certain community. In terms of management and implementation the community is very much aware of its own human capacity. Southworth shared the opinion with Perrin and added that the sub-councils currently acquire a large number of these kinds of projects in different Township areas of the Cape Flats. Anyone involved had a great learning curve of the project. Ralarala stated that other communities did use the station project as a model for development in their own area. Others wanted to repeat this model elsewhere and these pilot projects as the Philippi Station and the others investigated in this study, became an inspirational integrated development approach for the broader city area of Cape Town. In contrast Dewar pointed out that no real skill transfer has been taken place. The officials received no conscious transfer of knowledge and build on the experiences that derived of these pilot projects only.

All observing interviewees had the opinion that the process has been communicated to other communities independent of their development stages. Bobo referred to cases in Kayelithsha Township and Magagula pointed out that the social development department nowadays aims to leave a skilled labour force behind after the project's completion.

### **Decision making**

All involved interviewees agreed that the community individual has been free to express personal urban needs. Perrin pointed out that these inquiries were often not realistic to implement. In terms of representation, urban design models of the intervention were more successful than any other media. Still it was felt of being difficult for individuals to understand the end-product of the integrated development approach. Ralarala shared the

opinion of Southworth and Robertson and agreed with Perrin's statement. He added that the participatory decision making process nowadays starts at the grass-roots level through street communities up towards the subcouncil and from there up to the city council. Therefore, the community individual's voice is considered to a very high extent in the decision making process. Fakir and Mzwamadoda mentioned that the community individual has been free to express personal urban needs, especially in the beginning of the process.

Any observing interviewee besides Low shared the opinions of the above interviewees on the aspect. Magagula pointed out that through the councillors or the church or any other informal organizations the urban needs of the communities were expressed. The leaders of the organizations made an input to the subcouncil and these were tried to be considered. Low on the other hand stated that there has been not a very deep understanding of the community's urban needs on the professional side. The planners did listen but didn't assimilate the needs of the urban community.

The interviewees had different opinions whether the community has been empowered in the decision making process. Perrin on the one hand stated that only some members of the community have been empowered. In this regard it was pointed out that it is not possible to empower large groups of people. Robertson on the other hand described that the process has been driven by the planner but that the community has been empowered in the decision making process. However, Ralarala, Fakir and Mzwamadoda pointed out that the process and the empowerment in the decision making process has been community driven in a limited way. Dewar expressed that the approach has been a top-down consultation process, which he described as being not genuine participation. Local people have not made design or implementation decisions that affect them. Genuine community participation is not asking people of what they want. It starts through civic organizations and decentralization of the decision making process.

All observing interviewees stated that the process has been community driven and the community has been empowered in the decision-making process. Isaacs felt that the process has, to a limited extent, fulfilled this aspect of integrated development planning

All interviewees agreed that the community participants have gained skills and confidence out of the process. Perrin stated that in the Philippi area some of the community participants have been educated in terms of management and leadership. However, Robertson mentioned that nowadays, opposed to the previous times, communities are trained through the expended public works program EPW and therefore training occurs in a much more serious way.

Two observing interviewees had the opinion that the community participants have gained skills and confidence out of the process. The other two have not been able to answer the question.

All involved interviewees stated that the Xhosa language has been used during meetings. Ralarala pointed out that there have been translators appointed that prevented that language would be a barrier for the development process of the project.

Any observer agreed that the Xhosa language has been used during meetings.

All the interviewees pointed out that participants have not done sketches, drawings and working models. According to Perrin, during the planning and the construction process discussions were held and design decisions were confirmed with the community. To make people draw was not seen as an effective way of enhancing communication with the community. Professionally built options expressed through a working model were seen as the best way for unskilled or semi-skilled community participants to engage with the design. Ralarala agreed with Perrin on the media of communication and added that sketches and drawings were hardly understood. The advantage to use urban design and architectural models has been that the people were able to add-on or to make changes to them. Even if this process was time consuming the local government was very happy to do so. Dewar on the other hand pointed out that participants have commented on the design proposals of the professionals and have not done sketches, drawings and working models by themselves.

Any observing interviewee, besides one who was not able to answer the question, agreed that participants have not done sketches, drawings and working models. Low stated that there was no policy in place of how the professional should engage with the community. A lot of lessons could have been learned on behalf of these pilot projects if there would have been any serious evaluation. Magagula agreed and pointed out that the planners came with their approach and the community commented it.

### **Conflict resolution**

The interviewees had different viewpoints in terms of conflict management. Perrin stated that conflict has emerged and has been resolved in a constructive way. It was pointed out that the professional had to distinguish between substantial and non-substantial issues within the community. Design decisions that could affect on someone's personal level of poverty have been, and still are, crucial to be thought through and discussed with the community before implementation. In contrast to Perrin, Robertson, Dewar and Ralarala pointed out that no conflict has emerged and therefore it has not been necessary to

resolve it in the development of the projects. However, Mzwamadoda stated that there has been always conflict and it has been resolved in a constructive way.

Two observing interview partners were not able to answer the question. Low stated that conflict management varied from project to project, whereas Magagula said that conflict has emerged, has been resolved in a constructive way and been well managed. Limited resources were challenged against major needs and expectations.

### **Communication, consensus building & appropriate method selection**

All interviewees agreed that the process has been clearly communicated to participants through all stages of development, especially through working models in Southworth's point of view. Mzwamadoda pointed out that the aspect of clear communication and the consequences that derived out of the implementation of the project need much clearer understanding of the community. However, Dewar expressed that there were some meetings with selected stakeholders and some with community electives. A larger group revised general issues and specific issues; trading for example became discussed with one particular group of people only. Group specific meetings were held in the development of the Philippi Station.

Two observing interview partners were not able to answer the question. Low and Magagula agreed that the process has been clearly communicated to participants, especially in its initial stage. Low added that in the construction phase the communication lacked between the planners and the community.

Four interviewees had the opinion that the process has encouraged teamwork by bringing people together and the formation of collaborative work opportunities. Ralarala pointed out that this gave reason for the initiation of more and more integrated development projects. Dewar on the other hand stated that the process has not encouraged for teamwork, as there have been no civic organizations in place. The communities started to act as individuals only.

Only one observing interviewee pointed out that the process has encouraged for teamwork. The others were not able to answer the question clearly.

All interviewees stated that consensus amongst participants has been achieved because of effective argumentation. Perrin pointed out that there has been no power struggle within the process. Robertson described that consensus has been built on regular participation meetings between the community and the local authority through agreement on the design approach. Ralarala shared the opinion of the first two interviewees and added that on the major issues of the project consensus between the community and the local

government officials was achieved in an argumentative way. Dewar agreed with the above and said that the project has not been contested at all.

There is a vast difference amongst the statements of the observing interviewees on the aspect if consensus was achieved because of power or effective argumentation. Low stated that consensus has been achieved mainly because of power as institutions and governmental organizations still hold more power than community organizations. Magagula and Isaacs on the other hand pointed out that consensus has been achieved because of effective argumentation.

All participating interviewees stated that there is a strong relation between the applied participatory approach and the degree of use of the project. Perrin expressed that participation is successful when it enables an ongoing situation. It was felt that participation, if done in a perceptive way, could lead to a certain degree of success. But it was also stated that the process could fail because of many reasons that are not obvious or directly related to the making of space as well, e.g. management after a project's completion. Southworth also stated that there is a direct relation between the applied participatory approach and the degree of use of the project after its completion. In this regard it was referred to Gugulethu, a labouring Township, where the planners sat down, and firmly engaged with the local community. This approach was stated of coming close to a genuine integrated approach because of the extensive use of the project after its completion. Hereby again it was pointed out that no formal evaluation of the success or failure of the local government's integrated approach of this kind was undertaken to date. Further it was mentioned that there are different types of planners, the ones that tried to impose their ideas and the ones that are much more perceptive towards the local communities. In this regard it was referred to the Philippi Station project whereby a very intensive engagement with the community was conducted prior the project's planning and implementation. Robertson and Ralarala agreed with the statement and Mzwamadoda as Southworth announced two projects that were extremely successful because of its community participation. Dewar stated the more the community was involved the better the project is accepted and used after its completion. This comment is a general one and derived out of the large experience of the interviewee.

The observers Magagula and Isaacs also experienced a strong relation between the applied participatory approach and the degree of use of the project. Magagula added that communities have to be consulted since the introduction of democracy to South Africa in 1994. Because of the Apartheid history communities have to be involved. Low on the other hand remarked that questions can only be answered for each project as these

experiences are locally produced and they are located within a specific configuration. The people require a package for integrated development planning.

Interviewees made different statements in terms of the improvement of the participatory process. Perrin described that the Philippi Station process has been a precedent project and an example for integrative development planning. Southworth on the other hand pointed out a big failure within the DPP until today. Firstly, the substance of what these projects are, and secondly the level of engagement of the planners with the communities holds a vast degree of contradictory aspects. The interviewee stated that the City of Cape Town never reflected back on the project's processes and end products. The Programme's implementation was rather described as learning by doing but not reflecting on what was done. Without exception any of these projects were conducted with appointed facilitators. None of them ever dealt with an integrated development approach before the DPP initiative came into place. Therefore, the author's choice was seen as correct to investigate the integrated development approach by the City of Cape Town along the Ingulube Drive in order to generate original knowledge on the subject. Robertson stated that the participatory process can be improved by setting up more efficient design workshops with the community and through formalized training programmes, especially in skill development and in the aspects of management and ownership. A major issue is that the project's sites are sitting in-between various departments, which make the integrated management of the facilities after their completion extremely difficult. Ralarala stated that the participatory process worked well within an existing community. An aspect where it can be improved is that it has to consider the constant influx of migrant labourers to the poor areas of the city. A positive aspect of the participatory approach has been that the communities started to resolve their problems by themselves. By the time they approached the local government the community has often resolved its own problems already. Dewar described that the participatory process can be improved by setting the focus on the decision making of the local community.

The observing interviewee Low suggested that the participatory process has to be built on a solid foundation. This can only be achieved through agencies that have the time and the resources to build this ground level foundation. It was suggested that it needs to be investigated what the smallest unit in the community is. Through agencies the urban needs of the community have to be built up in order to cast the foreground before the project's development. Magagula on the other hand stated that the participatory process could be improved by more course and skill allocation to the people. The other two observing interviewees made no suggestions.



### **III. Long-term sustainability – capacity of usage: Budget allocation**

All participants besides Perrin agreed that adequate budget has been allocated for the planning and the implementation of the project. Perrin on the one hand stated that the allocated budget has been very tight. Southworth on the other hand, representing the situation of the city council, identified that the integrated approach aimed to allocate budgets to spatial plans in a relatively successful way. Fakir pointed out that every year the maintenance programme became re-evaluated for the Philippi Station.

Any observer agreed that no adequate budget has been allocated for the planning and the implementation of the project.

Participating interviewees had different opinions when it came to the budget allocation for the maintenance of the project. Officials, Southworth, Ralarala and Fakir representing the city council, stated that budget for the project's maintenance has been enough. In this regard Southworth pointed out that the budget of other departments was reduced, which has caused a lot of friction between the urban design branch and the others e.g. parks department. The result was that the urban design branch received huge budgets for their planning but it was stated that the fiscal size for all of these project's maintenance was not enough. The politicians allocated finances to the DPP because it has been a spatial initiative that was understood, appreciated and wanted by them. In the same time the maintenance department stated that they would not have the financial capacity to maintain the projects after their completion. Ralarala went on and stated that various departments of the city council are responsible for the allocation of adequate budgets for the project's maintenance. Some of the budget is also allocated to monitor the project's maintenance and the approach aims to be of pro-active rather than re-active nature. In contrast, Robertson stated that no adequate budget has been allocated for the maintenance of the project. This remains a vast problem until today. In her point of view, the operational budget, including the project's maintenance after its completion has to be considered in an intergovernmental and integrated fashion. Dewar and Perrin had the same opinion as Robertson. Dewar emphasized that there is a vast problem with the operational budget of the City of Cape Town in terms of maintaining these projects. The gap between the capital expenditure and the operational budget is a major problem the City of Cape Town is facing today.

Three observers did not answer the question, whereby Low stated that no adequate budget has been allocated for the maintenance of the project.

The involved interviewees agreed that the budget has been aligned with the priorities that have been set. Southworth stated that there should have been a budget allocated for the maintenance of the project after its completion. This could have been ensured by internal structures that have been set up in each particular community. Dewar on the other hand referred to the fiscal size of the budget, which had to be coupled together from the different departments.

None of the observers was able to answer whether the budget has been aligned with the priorities that have been set.

Five of the seven involved interviewees stated that the financial long-term sustainability of the project has not been considered. Perrin pointed out that this aspect was respected in the central design stage of the Philippi Station project only. Southworth refers to a non-adequate consideration of the budget. By setting up this aspect, employment opportunities and the self-responsible maintenance of the project by the community could have been achieved. Dewar stated that there has been a major issue with the operational budget allocation for the project.

Observer Low pointed out that the financial long-term sustainability of the project has not been considered adequately in terms of the community's urban needs. In contrast, the other two observers, Magagula and Isaacs agreed with each other and mentioned that the financial long-term sustainability has been considered.

### **Site management**

Five of seven involved interviewees stated that there has been enough time considered for analysing the project's site. The others did not answer the question.

All observers agreed that enough time has been considered for analysing the project's site.

Three of seven interviewees answered that participants have been committed to manage the project site. On the other hand Perrin stated that the participatory management has been community driven. The community has not influenced the site management. Ralarala and Robertson had another opinion as Perrin and stated that participants have been committed to manage the project site and to provide security for it.

Observer Low articulated that participants have not been committed to manage the project site. At the Philippi Station the architects did organize the management of participation before the implementation of the project. Furthermore the railway company is cross linked with the city and holds more financial resources in terms of security than the city itself. For that reason the security on site has been easier to maintain. In contrast to

Low Magagula stated that participants have been committed to manage the project site. Observer Bobo and Isaacs did not reply to the question.

### **Project construction**

All involved interviewees agreed that local skills, crafts and materials have been used within the project. Ralarala added that a project of this kind requires a certain percentage of local labourers. Local artists were engaged to beautify the projects through e.g. mosaic work.

Any observer agreed that skills, crafts and materials have been used within the project.

Any involved interviewee agreed that training in the construction process has been provided for the community. Perrin stated that many unskilled and semi-skilled people of the community worked on the Philippi project site. Ralarala added that generally the contractor is obliged to train people in the construction process so that they are able to take over and to empower themselves. Fakir refers to activities as brick laying, paving and services that can be provided by semi- or non-skilled community participants. Dewar in contrast describes the process as being limited but on the other hand points out that vast training was provided in terms of the use of ceramics. This has been transferred to many communities all over the City of Cape Town.

Three observers mentioned that training in the construction process has been provided for the community; whereas Low pointed out that he has not been aware of a major training program.

All non-governmental interviewees stated that the local government has not monitored the construction process. Dewar articulated that the project managers have monitored the process only. In contrast, any governmental representative had the opinion that the local government has monitored the construction process. The project became inspected after its completion and failures had to be revised in some cases.

Only Low of the observers replied and conveyed that the local government has supervised the construction process.

### **Implementation**

Three of the direct involved interviewees stated that effective programmes have been designed to fulfil the local urban needs of the community. Perrin put across that one reason for that was to protect the facility after its completion. Ralarala agreed with Perrin and referred to funds for capacity building programmes in terms of the project

management and its maintenance after the facility's completion. Furthermore, trading and job creation have been taking place to arrive at the sustainability of the project. In contrast, Robertson and Dewar stated that no effective programmes have been designed. Robertson stated that the handover of the project to the Economic Development Department was done because their responsibility was to deal with informal traders in the area. From there on the traders were not appropriately managed.

Two observers had different opinions in terms of the programme design. According to Low no effective programmes have been designed to fulfil the local urban needs of the community. Magagula stated the opposite and referred to early child development and economic training for women.

Four of the seven involved interviewees stated that the process and the end-product have inspired other integrated development projects in other Cape Townships. Perrin pointed out that other local officials of Kayelithsha Township have approached her in order to design another trading facility in the area. The other three informants did not answer the question.

All observers agreed that the process and end-product has inspired further integrated development projects in other Townships of Cape Town.

### **Postoccupancy evaluation**

All involved interviewees agreed that the process and the end-product have not been formally evaluated by local government.

Any observer stated that the process and the end-product have not been evaluated by local government. Bobo was not sure in this regard.

Any informant of the participant group stated that employment opportunities have been created through the project. Ralarala pointed out that especially women are trading, sewing and are selling meat on the roadsides. In terms of the trader's long-term sustainability, women are taking on a leading role as opposed to men. Dewar agreed with the others but mentioned that the trading function has not grown significantly since the implementation of the project.

All observers agreed that employment opportunities have been created through the project.

Any interviewee of the participant group shared the opinion that employment opportunities for *black* women have derived out of the project. Dewar exemplified that in particular around the ceramic work many women were employed.

All observers agreed that employment opportunities for *black* women have derived out of the project.

Besides Robertson and Ralarala any participant stated that there is no adequate number of HIV-AIDS facilities for counselling and treatment in place in the area. Fakir agrees with Dewar and both pointed out that HIV-AIDS counselling and treatment wasn't considered in the planning of the project. Dewar concludes that this aspect of health has not been considered, as the project's nature has been a public space one. Robertson and Ralarala mentioned an adequate number of facilities nearby, whereby Ralarala referred to the Desmond Tutu foundation in Nyanga Township that is run in collaboration with UCT. The facility conducts research, counselling and treatment for the area of Nyanga and Philippi.

Observer Bobo stated that there are not an adequate number of HIV-AIDS facilities for counselling and treatment in place. Magagula has not been sure of this aspect and pointed out that this would be a health department issue.

### **Long-term sustainability**

All interviewees pointed out that the project is honoured, appreciated and accepted by the local community in the Philippi Station area. Ralarala pointed out that the facility is well run, managed and maintained by the community and hardly any trouble has occurred during the development of the project. Mzwamadoda stated that the local community accepts these facilities to a fair degree. Planning mistakes have been made in several cases in terms of the choice of the place for implementation. Many of these mistakes happen because the community was not consulted properly upfront. Furthermore, many approaches are the product of the planners only. People are not prepared to pay for formalised trading.

All four observers stated that the project is honoured, appreciated and accepted by the local community.

Any participating interviewee agreed that a place of belonging has been achieved for the local community. Perrin pointed out that especially in these very tough environments people have a different perception of their immediate surroundings. In Ralarala's and Fakir's point of view the sense of belonging was achieved as soon as the community took on ownership for the projects. Dewar stated that the space that has been created became an important meeting place for the community. People are coming from a long distance to get water in drums and buckets.

Any observer agreed that a place of belonging has been achieved for the local community.

All seven participating interviewees stated that the project has improved the security situation of the community. Perrin pointed out that many poor people are gathering at the space and watch each other, which benefits the security situation. The Township's environment has transformed in a positive way in the last years in terms of violent crime reduction. Ralarala mentioned that even *whites* and tourists visit the project; vandalism and crime became reduced to a minimum in its surrounding areas.

Besides Bobo any observer was convinced of the improvement of the security situation for the community through the project.

Robertson, Fakir and Dewar articulated that the approach does not reflect the people's ethnical, moral and aesthetical values. Robertson mentioned that the end-product emphasizes the interpretation of the planner's view on the local culture of the community. Fakir agrees with Robertson and Dewar emphasized that he does not believe in tailor-made cities that are made around specific needs, cultures or people. These aspects underlie constant change over time. The design has to be much more robust than that. It should happen much more on the surface and provide space to the people to express their own culture. People decorate the spaces in their own ways etc. In contrast argue Ralarala, Perrin, Mzwamadoda and Southworth who have a different perspective. They share the opinion that the approach does reflect the people's ethnical, moral and aesthetical values. Perrin mentioned that the approach does consider and reflect the vibrant and constant change of the city areas as Nyanga and Philippi Township. Mzwamadoda talked about a reflection of the community's and the planner's values and that some projects meet this aspect to a higher and some to a lesser degree. Finally, Southworth talked about some reflection and mentioned one mosaic, which refers to the fight against HIV-AIDS. The people who did the mosaic loved to do this kind of work.

Observers Low and Magagula replied to the question. Low agreed with the statement and Magagula pointed out that the approach rather reflects the value system of the planners of the City of Cape Town than the ones of the community. Budget in this regard was mentioned as a means to control the outcome of the project over the will of the community.

Three interviewees expressed that the project considers and does reflect the cultural value systems of the community to a variable degree. Ralarala pointed out that the community would not accept an approach that would not support their own tradition and culture. In contrast to the others Fakir said that the project hardly reflects the cultural value systems of the community.

Observer Low has been the only one who replied and put forward that the project does not reflect the cultural value systems of the community. It rather reflects the value system of the planners.

The only three informants who replied to the question were Perrin, Robertson and Ralarala. The first mentioned that the applied integrated development approach has formed social capital within the community. There is still the need of the professional's engagement to be accountable towards communities to manage and guide integrated development planning approaches. Robertson agreed with Perrin and added that for the participatory approach the community had to structure itself in advance. Ralarala agreed with the first two and mentioned the IDP in this regard. This instrument has been mandatory in bringing the different departments of Social Works, Economic Spatial, Health and Sport and Recreation together. After the project's completion the community has taken over the project and is driving the project by themselves.

Observers Low and Magagula replied and agreed that the applied integrated development approach has formed social capital within the community. Magagula added that funding has been allocated to local councillors to provide training for the community in terms of health, business and life-skills.

Five of seven involved interviewees did not answer the question of what strategies for the long-term sustainability of the projects have been established. Robertson stated that this aspect has not been thoroughly thought through. Ralarala referred to the evaluation of the policies, which occurs on an annual basis to ensure that the integrated development project's approach is on track.

Again Low and Magagula replied only. Low pointed out that in terms of the long-term sustainability of the Philippi Station there is a manager on site where people can make complaints. This, in Low's point of view contributes to the long-term sustainability of the project. In spatial terms a better strategy would have been to allocate the budget to make public places and routes and then continue to build on these. The interventions shouldn't have been punctual and the city's staff members should be more educated with solid urban development theory. With genuine community participation the result would have been much better. The levels of problems the *black* people in communities are dealing with are of enormous scale and prevent them from travelling far distances. The planners of the City of Cape Town are often too scared to go and consult these communities. Magagula contributed that training of the community as a strategy for the long-term sustainability of the project has been established.





### 5.3.2 The Philippi Grand Parade ‘Brown’s Farm’ (1999)

The following project description is based on the project outline, description, drawings and images of the firm OVP Landscape architects (2003).

|                                       |  |
|---------------------------------------|--|
| <b>Client:</b>                        | Design Services (City of Cape Town)  |
| <b>Urban Design and Architecture:</b> | OVP Landscape Architects<br>Michellé Robertson-Swift   |
| <b>Main Contractor:</b>               | Ilizwe Civils<br>Vincent Knight<br>Phazimile Tom   |
| <b>Sub-Contractors:</b>               | Building Sub-Contractor: Ilizwe Homes<br>Landscape Sub-Contractor: Umnyama Landscaping<br>Irrigation Sub-Contractor: Cape Waterplant<br>Metalwork Sub-Contractor: Soilquip |
| <b>Mosaic Co-ordinator/ trainer:</b>  | Lovell Freedmon  |
| <b>Project sum:</b>                   | R 1.500.000 (equivalent to 150.000 Euros)  |

#### Nature of the plan, aims and objectives

The project description is based on the reports by Robertson (2003) and an article written by Dewar (2003) on the project. The Philippi Grand Parade was one of the first ‘pilot’ projects within the DPP that aimed at the creation of high quality public space in the city of Cape Town. This public space intervention is located in-between the Philippi Station, the third most heavily utilized station in Cape Town, and the Nyanga Town Centre. The Philippi Lansdowne Market project, the third case of this analysis, is located in between these two towards North along the Ingulube Drive. The route passes largely through dense informal shack areas and has a significant amount of informal trading along it. According to Dewar (2003) the intention has been “...to undertake a strategic sequence of projects along the length of the route to encourage its spontaneous upgrading over time into a mixed-use activity corridor”.

Regarding to Robertson (2003), the intervention “...presents a formal, mosaiced and generously treed multi-purpose forecourt space, which cheerfully announces the adjacent community hall, library and public swimming pool from Ingulube Drive”. The area before implementation has been described as desolate open space that previously served as an overland stormwater passage. Dewar described the pre-existing facilities as in isolation operating pavilions that were fenced off from each other and from the surrounding community. In Dewar’s point of view these played no role for the life of the community. The approach by Robertson did build upon another central concept of the MUNI-SDF.

One central concept of this plan has been "...to create clusters of community facilities in order to endorse convenience, via one-stop multi-purpose visits, to promote sharing of community facilities between user groups, particularly schools and the broader community, to promote 18 hour-a-day use of facilities to gain efficiencies in terms of operating costs, and to promote special places or community-gathering spaces as community foci".

Robertson (2003) aimed to work with this aspect and developed a "...hard surface 'river bed', using a variety of coloured concrete swales and the placement of in-situ casted rocks to reflect 'beach areas". In the urban planner's point of view, community ownership as well as capacity building and skills transfer has been achieved by employing local labour of the surrounding community and the provision of on-site training. Further, this was strengthened through the formal training of a woman group in the design and the laying of mosaics. Additional design thoughts have influenced the choice of materials; these had to minimize the effects of potential vandalism and a low maintenance cost promotion. The use of pre-cast elements for benches and tree protection cages has aimed for the sustainable design of the public space project (Figure 51). Robertson (2003) described the project as a success because people "...refer to it as 'our grand parade', an obvious reference to the historic Grand Parade in central Cape Town, arguably the highest order space in the city".

Dewar locates the project within the Draft of the Municipal Spatial Development Framework for the City of Cape Town of 1999, which has been explained earlier in this study. In summary, "...the framework attempted to set out a logical argument for managing the emerging spatial structure of the city in a manner which, progressively and cumulatively, achieves greater human dignity, equity, integration, sustainability and a sense of place over time in the face of severe fiscal constraints (Dewar, 2003)".

In order to promote integration, the fences around the existing facilities have been removed. Further, in-between public spaces have been framed and landscaped to integrate existing facilities and the informal dumping ground has been transformed into multi-purpose sports fields. A swimming pool and change rooms, surrounded by informal grassed seating space, which has been rated by Dewar (2003) as an extremely popular sub-regional facility, has been added to the complex.

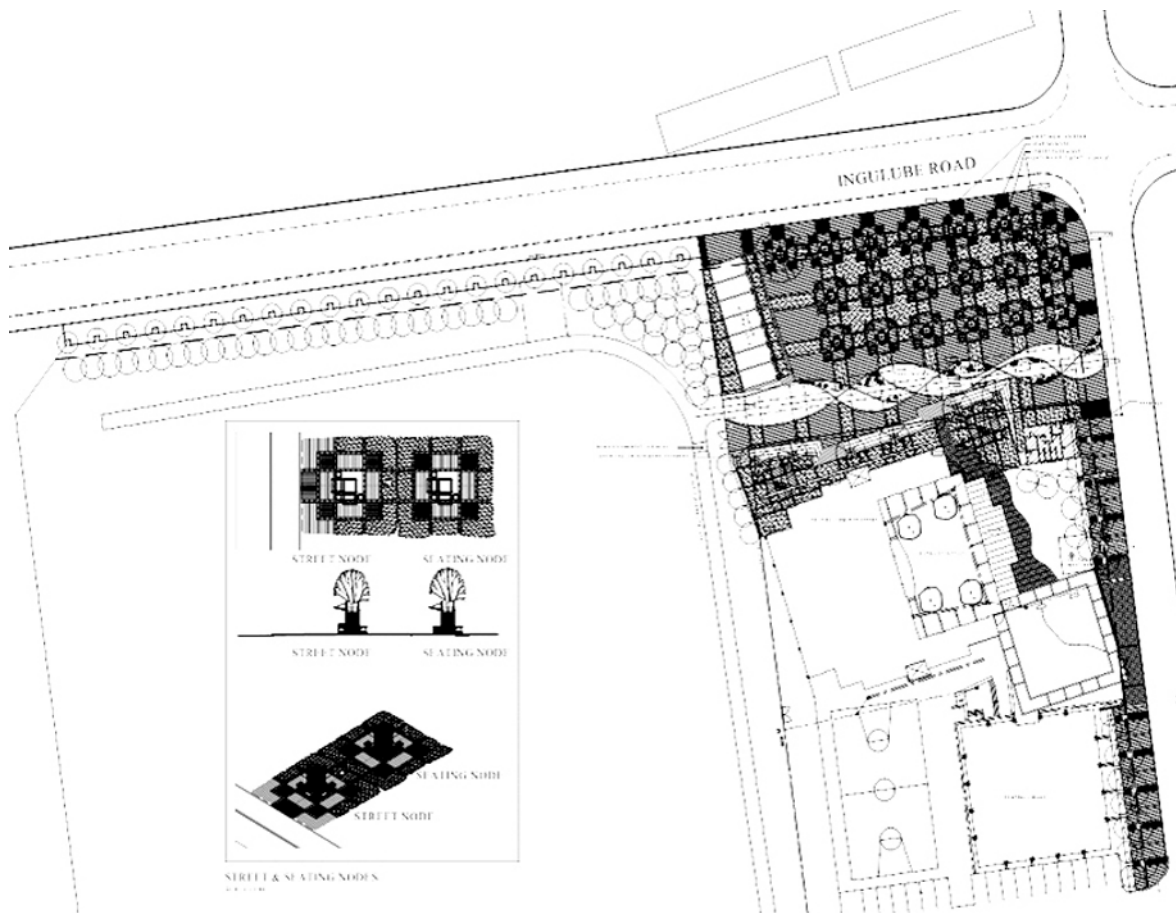


Figure (51) Source: Robertson, 2003. Plan of the urban design for the public open space. Ingulube Drive in the North, the community hall, library and the public swimming pool towards the South.

Besides the respectfully choice of accurate trees and plants, a major concern has been the need to achieve community ownership of the project as well as capacity building and skills transmission. Additionally, the maintenance and other operating costs have brought a significant number of dimensions to the project. The project has been performed in a participatory manner, local labour from the surrounding community has been employed (Figure 52), a group of local women were formally trained, use was made of pre-casted elements for concrete benches, design elements as a column and a beam structure that defines the southern edge of the plaza have been used. The idea has been to integrate potential future container trading activities.

Dewar rated the project as a successful one. In his judgement the community facility cluster is heavily utilized. This, in his point of view is seen as a highly positive example of the positive synergies that can be unleashed when the disciplines of urban design and landscape architecture are harnessed co-operatively to lead a project from its outset.



Figure (52) Source: Robertson, 2003. Detail photograph of a mosaic-laying woman trained in the construction process of the project.

When the author visited the sites on weekends and during the week no aspect of the above judgement seemed to be met. The space was not visited at all, it has not been maintained as there was rubbish and even a cadaver of a dead dog in a plastic bag has been lying around. One of the tree protection cages had been extremely vandalised (Figure 53) and the facilities have been locked off and were completely empty.



Figure (53) Source: Photograph by author, Philippi Grand Parade project, West elevation, Site visit 19/02/2008.

### **Project analysis**

Mrs. Perrin has not been involved in the category of the observed or the observing informant in this project. Mr. Safodien is another interviewee of the category the observed, directly involved planner but he mainly answered the questions for the fourth project case, the Zolani centre only. Robertson, Southworth and Fakir have been the dominating voices in the development of this project. Otherwise the interview partners of both categories have been the same as in the Philippi Station project. The interviewees of both categories have answered for the Philippi Station and the Philippi Grand Parade in the same time and therefore the differing aspects of the Philippi Station dialogue are represented in the analysis of this following paragraph only. Otherwise, the same method of analysis as in the first project discourse has been followed in order to generate the findings for this particular study case.

## **I. Culture – local practices: Cultural identity creation**

Southworth stated that there has been enough time considered to identify the cultural urban needs of the community. The material that was used in the Philippi Grand Parade was identical to the materials that were used within facilities in wealthier areas. This aspect was part of an urban settlement strategy of the local authorities that imposed that the impoverished Cape Flats are of same importance as the wealthier areas. This aspect relates to the one of achieving equality through urban planning. There were many public meetings held, even after hours, in order to arrive at a common understanding of the purpose and the need for a public facility of that kind. The project educated the colleagues in the City of Cape Town in terms of urban management and served the communities with an integrated development approach. Extensive engagement took place through RDP forums and representatives of women groups, youth groups, choirs associations and with the local ward councillor as an entry point for big public meetings. Safodien agreed with Southworth on the aspect. He stated that the community gave input from the design to the implementation and the post construction stage. The architectural intention was to create space for the impoverished areas. The community gave a lot of design input and the architects cross-checked these given inputs in terms of their feasibility. The complexity of the client's nature e.g. different clients for the same projects made the long-term sustainability of these projects difficult. Robertson agreed with the statements of the two interviewees and mentioned that the strongest indication for that aspect has been the community's expression through the mosaic work.

The opinions of the observing community have been very different in this regard. This is reasoned in the fact that the aspect of the given timeframe varies amongst the different projects.

According to Southworth the project benefits the local cultural practices of the community to a certain extent. In the Philippi Grand Parade project mosaic work was introduced. Through this the local art has been expressed on the plane surfaces of the facilities. Especially local women were trained to design and craft the mosaics. The images of the mosaics were the community's own choice. Robertson stated that the project integrated the existing community hall, library and swimming pool.

The opinions of the observing community varied significantly in this aspect. Two interviewees agreed to this aspect in contrast to the other two informants stating that the whole potential of the project has not been fulfilled and that it would be difficult to address the urban needs of the multicultural society of the community in Philippi Township.

Robertson and Fakir articulated that traditional urban settlement structures of the Xhosa community have been considered in the planning of the project. The planners looked at aerial photographs, interviewed the community and investigated of how the people were using the space. The interviewee pointed out that it was aimed to bring European and international precedence into the impoverished areas of Cape Town in terms of the making of public space. In terms of economic development it seemed obvious for the planner to focus on areas where quite naturally informal trading took place.

All observing interviewees agreed that the local government's planners aimed to consider traditional urban settlement structures. Half of the interviewees expressed that the translations of the people's urban needs are not evidently visible in the integrated development approach. The vast influx and change in communities and the ongoing formalisation process are issues that make a perceptive consideration difficult for local government.

Southworth stated that the history of the Philippi community was not taken into account in the planning of the project because in opposition to Langa Township there has been no long-term history existent. The interviewee stated that the Philippi Grand Parade project in particular was accompanied by the community's understanding that its purpose was to serve the whole community and not the individual only. Robertson agreed with Southworth on this aspect and reasoned the non-consideration of the people's history with the fact that these were very new to the Philippi area.

The majority of the observing interviewees agreed that the history of the Xhosa community has been taken into account in the planning of the project. One informant of this category stated that this aspect of the Xhosa community has been a driving force at memorial places elsewhere but not in this particular project.

Southworth, in contrast to Robertson emphasized that there has been no local cultural identity amongst the Xhosa community existent because Philippi Township is a relatively new settlement. However, Robertson mentioned that the cultural identity has been represented through the mosaic work.

The majority of the observing interviewees agreed that there has been a solid local cultural identity existent amongst the Xhosa community.

Again, Southworth and Robertson agreed that the community has been predominantly aware of its socio-economic environment. Southworth on the one hand felt that the local government does not have to create this awareness and Robertson on the other hand

mentioned that the local cultural identity is not very obvious until today and it is not really graspable for the planner.

All observing interviewees stated that the community has been aware of the historical, cultural, social, physical and economical environment. Further it has been mentioned that the IDP treats this planning aspect as a secondary one but the participants are informed by these aspects through public meetings at least.

## **II. Community participation within the physical creation of space:**

No statement inconsistency within the given information on the Philippi Station project and the Philippi Grand Parade has been determined in the data on the following aspects:

- Community building
- Responsibility for participation
- Goals and objectives

### **Strategic planning process**

Robertson shared the same opinion with Southworth and Fakir and pointed out that woman groups were trained as mosaic workers who, after the project's completion, did set up own businesses, which they are running in other communities of Cape Town's Townships.

All observing interviewees shared the opinion that the process has been communicated to other communities independent of their development stages.

No statement inconsistency within the given information on the Philippi Station project and the Philippi Grand Parade has been determined in the data on the following aspects:

- Decision making
- Conflict resolution
- Communication, consensus building and appropriate method selection

## **III. Long-term sustainability – capacity of usage: Budget allocation**

Southworth, Robertson and Fakir agreed that no adequate budget has been allocated for the maintenance of the project. Robertson describes this as a vast problem until today. The operational budget, including the project's maintenance after its completion has to be considered in an intergovernmental and integrated fashion. However, Southworth stated that politicians have reduced the budget of other departments besides the one of the urban design branch. This has caused a lot of friction and resulted in the consequence that the urban design branch received huge budgets for their planning but in the same



time, similar as in the Philippi Station project, the fiscal size for the maintenance of the projects has not been enough. Fakir pointed out that in particular the Philippi Grand Parade project lacks significantly in its maintenance.

Any observer agreed that adequate budget has not been allocated for the planning and the implementation of the project.

No statement inconsistency within the given information on the Philippi Station project and the Philippi Grand Parade has been determined in the data on the following aspects:

- Site management
- Project construction

### **Implementation**

Robertson stated that no effective programmes have been designed to fulfil the local urban needs of the community. It was expressed that the handover of the project to the Economic Development Department was done because it has been their responsibility to deal with the informal traders in the area. From there on the traders were not appropriately managed.

The observing community had no clear answer to the question. Hardly any effective programmes have been designed after the project's completion to fulfil the urban needs of the local community.

No statement inconsistency within the given information on the Philippi Station project and the Philippi Grand Parade has been determined in the data on the following aspects:

- Postoccupancy evaluation

### **Long-term sustainability**

Similar as in the Philippi Station project Fakir and Robertson pointed out that the approach rather reflects the planner's ethical values than the ones of the community. Southworth stated in this regard that the planning approach also reflects some of the people's ethical, moral and aesthetical values.

There have been different answers to the question. One interviewee pointed out that the budget by local government is vulnerable to become a means to control the outcome of the project over the will of the community.



### 5.3.3 The Lansdowne Market Square (2000-2001)

The following project description is based on the project outline, the description, the drawings and the images of the firm Perrin Design Studio Cape Town cc. (2008).

|                                       |  |
|---------------------------------------|--|
| <b>Client:</b>                        | Design Services Branch, City of Cape Town<br>Administration    |
| <b>Urban Design and Architecture:</b> | Du Toit & Perrin in Association<br>Jacques Theron & Associates |
| <b>Project Managers:</b>              | Tau Pride  |
| <b>Engineering Consultant:</b>        | Mutaba Hurworth & Associates                                   |
| <b>Landscape architect:</b>           | Tarna Klitzner   |
| <b>Contractor:</b>                    | MSK Construction   |
| <b>Project sum:</b>                   | R 1.706.000 (equivalent to 170.600 Euros)                      |

#### **Nature of the plan, aims and objectives**

The project description is based on the city of Cape Town's internal report (Southworth: 2000). The Lansdowne market square project is located in Philippi Township at the site of the intersection of Lansdowne Road and Ingulube Drive. The project sought to provide an alternative in opposite to the sterile site and mass delivery that has been common in the past in the area. The project's site has been identified as an important one by the urban design branch of Cape Town as it is highly visible and accessible and related to other initiatives of the DPP. In this regard Southworth defined these projects as pilot initiatives, which first, dealt with the provision of basic services. Second, these dealt with the provision of a basic dignity and well being through collective places to gather water, to wash, to learn, to socialize and to set up trading facilities and shops. Third, those acknowledge the layering of informal settlements as an act of expression and as a valuable design source for the integrated development approach.

Southworth (2000) described that the project aimed at the creation of a civic gesture, framed by trees and an off-shutter concrete frame. A public threshold has been designed, which is articulated by light and shadow and which defines the space between the forecourt and the individual sites. An outdoor meeting place was part of the project to be achieved, which is open to anyone at any time and sheltered by a roof. Furthermore, the project accommodates eighteen serviced sites, which are four by twenty metres and provide water and electricity supply for potential traders. The concrete structure is conceptualised in a way that it can carry another storey if this is needed over time (Figure 54).



Figure (54) Source: Perrin, 2008. Aerial photograph of the Lansdowne Market Square. The image shows the project under construction in relation to its urban context. The Philippi Grand Parade project is located in the North (Upper-right).

The plan of the facility in figure (55) shows the space from above. There are two wings that inhabit the four by twenty metre units for trading and small shops. These two rows frame the public space in the front, and in the same time create a transparent barrier to the private plots in the back. The rows of shops form a square in the south of the facility. This area is meant to serve the purpose to inherit different functions for the community. The structure is designed in a way that it enables for different purposes. It considered the laid out walkways that have been created by pedestrians informally.

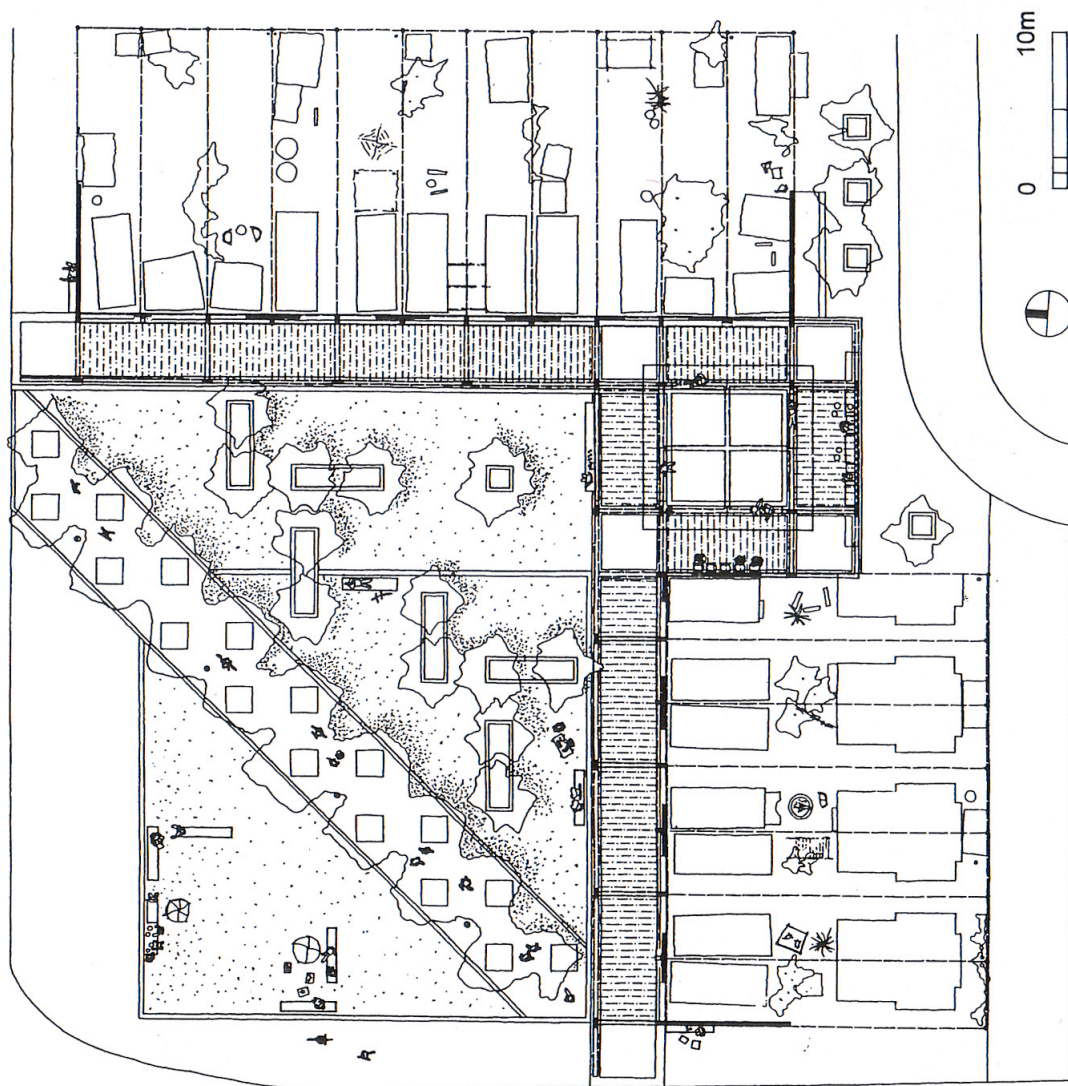


Figure (55) Source: Perrin, 2000. Du Toit & Perrin in Association. Ground plan of the project.

The section in figure (56) shows people of the community using the main meeting space in the South of the facility. Some of them are carrying water and doing their washing. Others meet and socialise.

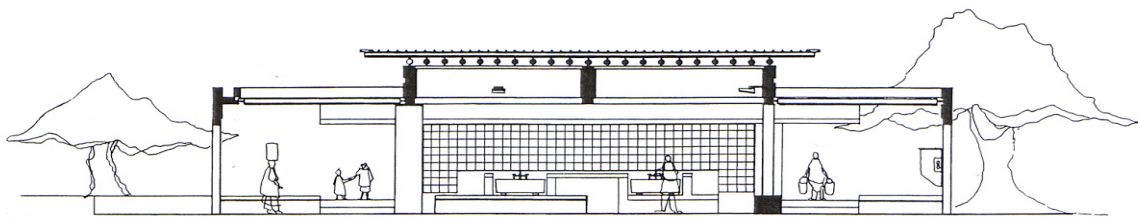


Figure (56) Source: Perrin, 2000. Du Toit & Perrin in Association. Section of the meeting area of the market project.

Figure (57) shows a photograph taken by the author on a site visit in February 2008, eight years later after the project has been completed. The local community has not inhabited the site; only a car wash performs in the stalls of the market initiative. The site has hardly been taken care of; trash and stones have been lying around. The roads around the facility are affected by high amount traffic. However, the facility, even if located at a major road junction, is hardly used for trading or any of that kind.



Figure (57) Source: Photograph by author, Lansdowne Market Square, West elevation, Site visit 19/02/2008.

### **Project analysis**

Besides Mrs. Robertson of the category 'observed' and Mr. Daniels of the category 'observer' the interviewees have been the same as in the Philippi Station project. The informants of both categories have answered for the Philippi Station and the Lansdowne Market project in the same time and therefore the differing aspects of the Philippi Station dialogue are represented in the analysis of this following paragraph only. Otherwise, the same method of analysis as in the Philippi Station and the Philippi Grand Parade project has been followed in order to generate the findings for this particular study case.

#### **I. Culture – local practices: Cultural identity creation**

Of the six involved interviewees only Perrin, the principal planner of the Lansdowne Market Square project, and Southworth the former urban design branch manager of the

City of Cape Town particularly referred to the project. Of the observing category Low commented on the project.

Perrin stated that there has not been enough time considered to identify the cultural urban needs of the community in the Lansdowne Market Square. The reason for this has been that the officials of the City of Cape Town have controlled the process to a higher degree. It was articulated that the Lansdowne Market Square project's process did not allow for much discussion with community members; rather city officials discussed internally only. There was no time spent to identify people of the community that are associated with the project's site. It was pointed out that there were much different conditions in terms of public participation between the Philippi Station and the Lansdowne Market Square project existent.

The opinions of the observing community have been very different in this regard. This is explained by the fact that the aspect of the given timeframe varies between the different projects. Daniels stated that enough time has been considered to identify the cultural urban needs of the community. It was pointed out that the community has been even over-consulted and very high expectations have been raised amongst them, which were not fulfilled as the national transport department has withdrawn itself out of the process of the development of the project. Immanent integrated development was promised for the community and has not been fulfilled because of the lack of funding.

Perrin stated that the Lansdowne project was not sustainable in terms of its use. The City of Cape Town did not identify traders in advance, who were unable to afford a formal trading facility for them. But also people who would have invested in the project and who would use it on a longer time basis were not identified in advance as well. Therefore, the local community does not use the project. In this regard it was pointed out that the economic mismanagement had a vast impact on the public space maintenance of the project.

The opinions of the observing community have been very different in this regard. Not even Low's statement (Interview No. 10 (25/03/2008) "... in the absence of nothing something always helps ...") seems to be the met in the Lansdowne project.

According to Perrin, traditional urban settlement structures have not been used for the planning of the project. Perrin pointed out that the site of the Lansdowne Market area was plain and therefore the city imposed a given framework for the development of it, which had to be designed by the planners. The choice by the City to provide a facility for trading was evidently made as this important road junction between Nyanga and Philippi had to

be enforced by a clear spatial statement. This should be created through a place that hosts the activities of the community and had to be designed in a pleasant way. The planners interpreted the aspect of culture as the creation of a place where people can discuss informally in an open space manner and not in one that is confined by walls. In this regard it was pointed out that the political orientation of the people was a very strong reason to use or not to use certain facilities. A community hall for example that is run by the people of the ANC party, members of the PAC members would not use. Therefore, a rather open structure was proposed for the Lansdowne Market Square. The intention was to support different activities and give shelter by the structures to protect from the harsh wind and the blazing sun. In contrast to Perrin, Southworth stated that traditional urban settlement structures of the Xhosa community have been considered in the planning of the project. Aerial photographs have been looked at and therefore some of the projects have become a retrospect of the existing situation. The planning of the projects was based on the analysis of how people used the space and spent their time in these urban areas. In this regard the Lansdowne Market project was referred to in particular.

The observing community stated that translations of the people's urban needs are not evidently visible in the integrated development approach but that the traditional urban settlement structures of the Xhosa community have been considered in the planning of the project.

## **II. Community participation within the physical creation of space: Community building**

Perrin articulated that there has not been enough time considered for the participation of the community in the Lansdowne project. This has been reasoned in the fact that the local government wanted to speed up its project delivery, which had a negative impact on the full integration of the opinion of the public.

In contrast to the above, the majority of the observing community agreed that enough time has been considered to involve as many participants as possible, whereby one interviewee stated that involvement should have taken place in the project's initial stages to identify its objectives and issues in order to frame it.

Perrin named the development of the Lansdowne Market Square as being politically very fraud in terms of its process. The local councillor was shot dead during the initial meetings due to conflict of the housing allocation in the area. The city officials were hardly involved in the process and did hardly attend the public participation meetings. The political situation was very different to the one of the Philippi Station and it was pointed out that there was a vast degree of political tension within the community. This tension together



with the lack of stakeholder identification led to the situation that the project could not be handed over to an identifiable community in the area. The leadership situation did not translate into a project that created any kind of ownership amongst the community. At another level during the implementation, the association and the delivery of the project was pointed out as being excellent. There was a great relationship between the contractor, the community and its eldest notified. In this regard the Lansdowne Market Square has been better in terms of its construction than the Philippi Station one.

Any observing interviewee agreed that enough participants have attended public meetings.

In terms of whether trust existed amongst participants, Perrin pointed out that in *black* communities it was much easier to create a level of trust and the interviewee felt that there was a level of consensus that was rather undermined by the City of Cape Town's limited participation process.

The observing informants assumed that community participants have trusted each other to a certain degree.

### **Responsibility for participation**

Perrin questioned whether the increased control of integrated development projects by local government has been beneficial for the project. In this regard it was mentioned that the Philippi Station project was based on an enabling development framework in contrast to the Lansdowne one. The framework of the Lansdowne project by local government has been very much restricted in terms of community enablement. This aspect of integrated planning was seen as crucial in terms of the making of an economically vibrant place.

The observing community agreed with each other on the aspect that the increased control of community development projects by local government has been beneficial to a certain degree only.

No statement inconsistency within the given information on the Philippi Station project, the Philippi Grand Parade and the Lansdowne Market Square has been determined in the following aspects:

- Goals and objectives
- Strategic planning process

### **Decision making**

The involved interviewees had different opinions in terms of community empowerment in the decision making process. The majority of informants stated that the process and the

empowerment of the community in the decision making process has been very limited only.

Low of the observing community pointed out that the process has been community driven in the Philippi Station project, which occurred to a much lesser degree in the Philippi Grand Parade and the Lansdowne Market project. In this regard it was mentioned that the urban design branch just carried on building and the interviewee felt that the department should be made accountable for their mistakes.

No statement inconsistency within the given information on the Philippi Station project, the Philippi Grand Parade and the Lansdowne Market Square has been determined in the data on the following aspect:

- Conflict resolution

### **Communication, consensus building & appropriate method selection**

Perrin expressed that the Lansdowne Market project could have been improved through a different group of stakeholders and a much more integrative process by the local government towards the community. A major failure of the project was that the emphasis was rather on the delivery of an end-product than on an effective participation or management process after the project's completion.

The observing community mentioned education and capacity building programmes in order to improve the participatory process.

### **III. Long-term sustainability – capacity of usage: Budget allocation**

Perrin pointed out that no adequate budget has been allocated for the maintenance of the Lansdowne project.

The majority of the observing community has not been able to answer the question. Only one observer stated that no adequate budget has been allocated for the maintenance of the project.

No statement inconsistency within the given information on the Philippi Station project, the Philippi Grand Parade and the Lansdowne Market Square has been determined in the data on the following aspect:

- Site management

### **Project construction**

Perrin stated that many unskilled and semi-skilled people of the community worked on the Philippi and Lansdowne project sites.

The majority of the observing community put forward that training in the construction process has been provided for the community. One observer has not been aware of a formal training program by the City of Cape Town.

No statement inconsistency within the given information on the Philippi Station project, the Philippi Grand Parade and the Lansdowne Market Square has been determined in the data on the following aspects:

- Implementation
- Postoccupancy evaluation

### **Long-term sustainability**

In Southworth's point of view the other projects of the DPP seem to be honoured, appreciated and accepted by the local community. The Lansdowne Market tried to introduce an independent maintenance organization but to date the project is still not maintained and the traders haven't moved into the facilities yet.

Any member of the observing community shared Southworth's opinion on the project's acceptance.



### 5.3.4 The Zolani centre & its surrounding public trading space

The following project description is based on the project outline, business plans, the drawings and images of the firm CS- Studio Architects & Pete Louw Architects & Urban planners.

|                                       |  |
|---------------------------------------|--|
| <b>Client:</b>                        | Design Services Branch, City of Cape Town Administration.  |
| <b>Urban Design and Architecture:</b> | CS-Studio Architects (Zolani centre)<br>Pete Louw Architects & Urban planners (Surrounding trading facilities) |
| <b>Quantity surveyor</b>              | Ngewu & Associates   |
| <b>Engineering Consultant:</b>        | Manong & Associates  |
| <b>Contractor:</b>                    | Edel Construction  |
| <b>Project sum:</b>                   | R 5.300.000 Rand (equivalent to 530.000 Euros)   |

#### **Zolani centre (1999-2002): Nature of the plan, aims and objectives**

The Zolani centre does play a special role in this research. The upgrading of the facility has not been part of the DPP. Nevertheless, the centre is part of the investigation as public trading spaces, part of the DPP, surround it and because its process has been described as an integrative one by the Department of Social Services (Business Plan, 1998). The project has been conducted by one of the most experienced planners applying community participation in Cape Town, named CS-Studio Architects. It indicates that the City of Cape Town's local government aims to apply an integrated development planning approach by contracting external planning firms. On the other hand it hardly does use this great body of experience for its policy making. This aspect will be discussed and explained later in the conclusion of this study. For now, the last mentioned serves to justify the author's choice for the Zolani centre.

The project is located in Nyanga Township at the site of the intersection of the Great Dutch Street and the Sithandatu Avenue, opposite the Nyanga bus terminal (Figure 58). The Cape Town Municipality owns the project site. The facility has been initiated as the existing one has been the only in the area, opposed to other Townships of Cape Town, e.g. Langa and Gugulethu, where at least five facilities of that kind have been counted. The only facility that is close to the site is a learning centre, which has been demolished by vandals and gangsters. Mainly for that reason, a project of that kind has been urgently needed. According to the business plan (1998) by the department of Social Services, the project sought to provide an appropriately developed public infrastructure that aimed for the stabilization, the safety and security of the community. Special focus is the

development of the youth, "...who require extra-mural activities to engage their energy". The Nyanga community's needs had to be addressed in a perceptive way and planned holistically. The objectives have been the provision of integrated developmental health, social services, and the empowerment of the community in the planning according to their urban needs, priority determination and the establishment of a pro-active and sustainable partnership between the community and the local government. The planners of the centre intended not only to provide accommodation for essential services but also aimed to develop the people's potential through capacity building programmes and self-confidence enhancement. People had to become central to their own development.



Figure (58) Source: CS-Studio Architects, 2008. Aerial photograph of the Zolani centre (CS-Studio) and its surrounding trading areas (P. Louw). Zolani centre (Deconstructivist design left of the green roofed building) surrounded by trading facilities (West), taxi rank (South of Zolani).

The facility had to accommodate activities such as community meetings, cultural and recreational activities, indoor sport, art and performance, youth support programmes, social services, security, environmental and elderly programmes, physically disabled groups and trading activities. Furthermore, primary health care, educational and pension pay out services have been aimed for. These activities had to be accommodated in different indoor and outdoor spaces e.g. internal courtyards and a community hall.

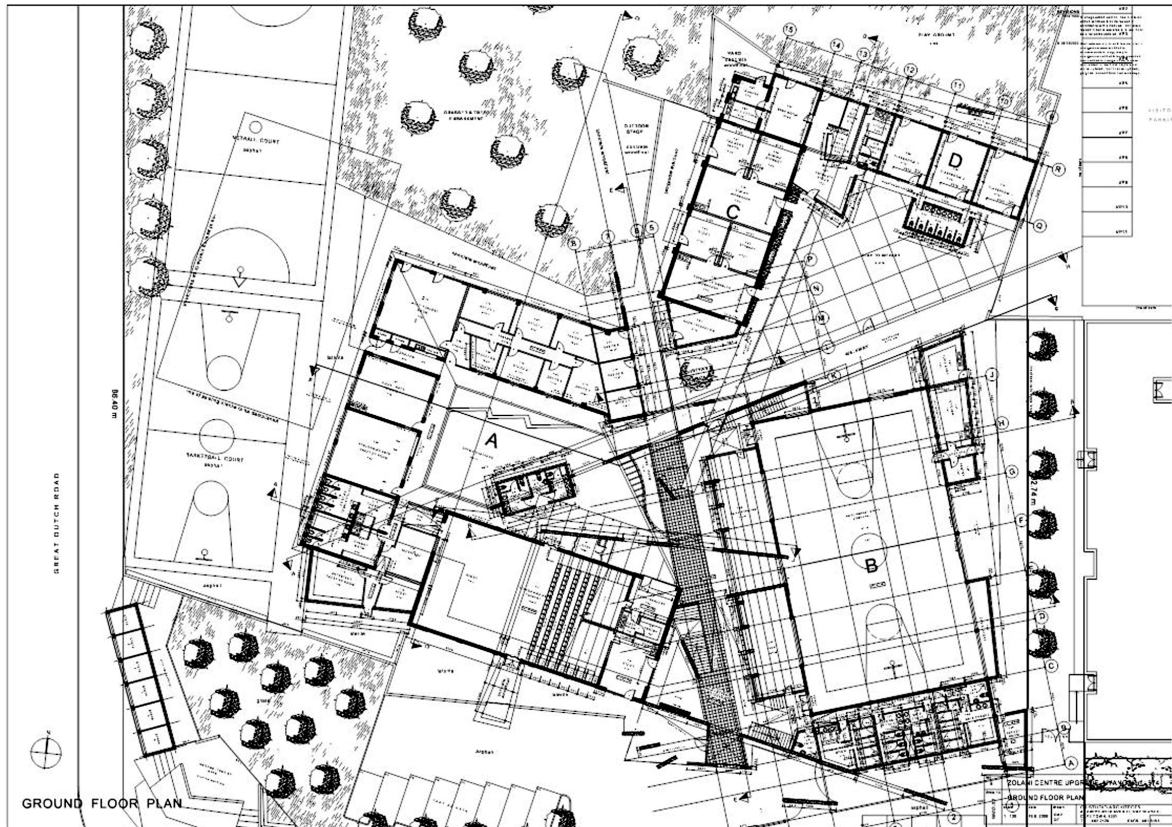


Figure (59) Source: CS-Studio Architects, 2008. Ground plan of Zolani for council submission. Central 'internal street' links sport and educational spaces to its West and East within Zolani centre.

The facility accommodates the entrance and an 'internal street' that runs as a central spine through the Zolani centre (Figure 59). The deconstructivistic idea emerged of the formation of informal settlements, which are usually orientated in different directions and create in CS-Studio Architect's point of view interesting in-between spaces. This observation is characteristically for the firm's design approach in Cape Town's Townships and is also true for the Zolani centre. On the right of the central spine the internal sports hall is located. To its left, a lecture theatre and the pension pay out office are found. To its North, administration offices and educational facilities form two internal courtyards. Further North is an open field located that can be used for outside activities. The sections of the facility show the different heights and volumes of the various spaces in relation to the internal courtyards and the outside areas (Figure 60).

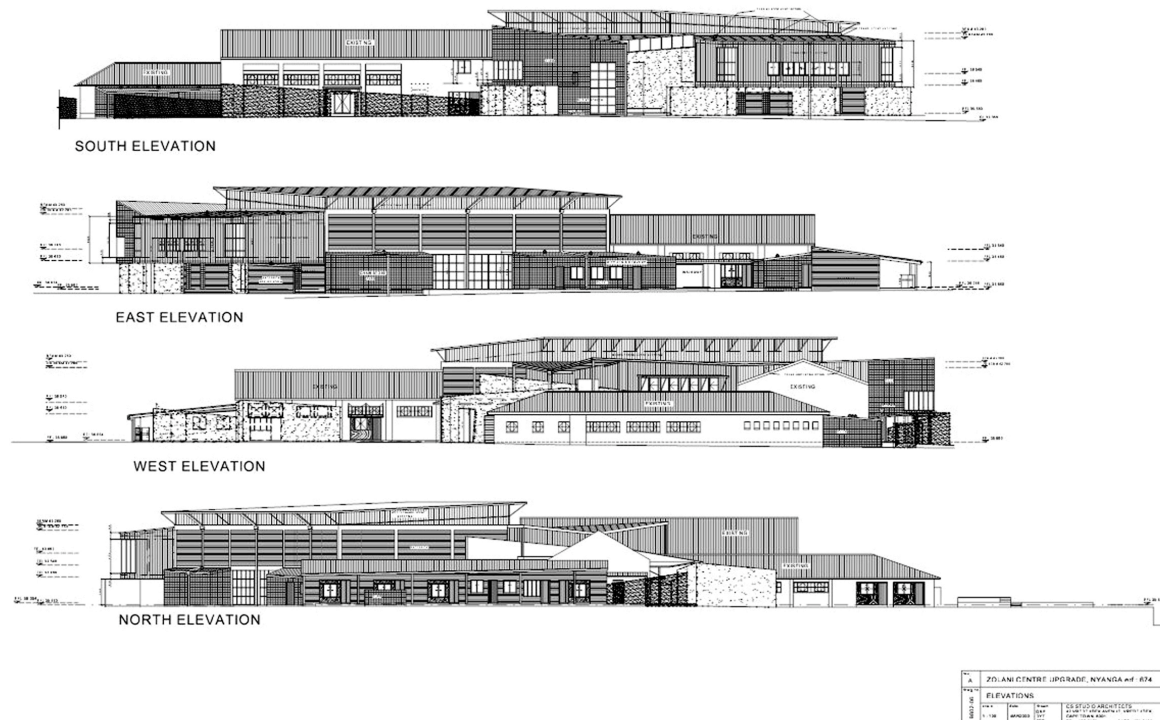


Figure (60) Source: CS-Studio Architects, 2008. Sections of the Zolani centre for council submission.

Trading is taking place in the South of the Zolani centre (Figure 61). This public open space has been designed by the firm Louw Architects & Urban planners and just recently became converted into a parking area. This has been conducted by the firm CS-Studio Architects and has been reasoned that more flexibility within the design was needed (Interview No. 8: 14/03/2008). The firm Louw Architects and Urban planners was not satisfied with this decision, which is pointed out in the interview (No. 1: 04/03/2008). However, trading, formalised by the City of Cape Town, takes place mainly in the West along the Great Dutch street towards North in the direction to the N2 highway (Figure 62). The public trading spaces have been part of the DPP and have been designed by the firm Louw Architects & urban designers in collaboration with the local government of the City of Cape Town. In summary, the first phase of the Nyanga town centre project upgrading included the widening and the landscaping of the sidewalks, the design of the forecourts, the sports and the Zolani centre itself, a Public Bathhouse and the provision of formalised pilot trading facilities for the informal traders mainly along the Great Dutch drive.





Figure (61) Source: CS-Studio Architects archive. Meat traders in front of the Zolani centre.

### **Trading facilities (2000-2001): Nature of the plan, aims and objectives**

The programme review by the City of Cape Town (2003) gave some insight in the projects that have been conducted in accordance to the DPP. The need for such a trading facility was based on one major argument, which was reasoned in the hindering health condition in which the informal trading took place. Children in local schools have been identified of suffering from worms in the brain. This reasoned that the local government decided to manage meat trading in the area. Trading had to be formalised through the introduction of storm water and tap systems and had to be monitored by the local government (Figure 62). The Public Bathhouse has also been part of the first phase of the Nyanga town centre upgrading. Again, this facility has been part of the DPP at that time also.



Figure (62) Source: Photograph by author, Trading area in the West of Zolani (by P. Louw Urban planner & Architects), West elevation, Site visit 19/02/2008.

### **Project analysis Zolani centre & its surrounding public trading space**

In the same manner as before, the category of the 'observed' – actively involved participants and the category of the 'observer' – passively involved discussants have answered for the Zolani centre and simultaneously for its surrounding public trading spaces. Otherwise, the same method of analysis as in the other project has been followed in order to generate the findings for this particular study case. Involved 'observed' interviewees have been Mr. Louw, Mr. Daniels, Mr. Jacko, Mr. Ralarala, Mrs. Smuts, Mr. Mykizi, Mr. Safodien. Observing discussants have been Mrs. Southworth, Mr. Bobo, Mr. Prof. Low, Mr. Magagula, Mrs. Komani, Mrs. Isaacs, Mr. Mzwamadoda and Mr. Prof. Dewar.

## **I. Culture – local practices: Cultural identity creation**

Five out of seven interviewees stated that there has been enough time allocated to identify the cultural urban needs of the community. Louw mentioned in this regard that this discipline of planning and the understanding of the local culture require special expertise. For future integrated development projects it has been suggested that a person with special local cultural expertise should be part of the project team. Further, city planners unravelled the cultural situation of the site and its interpretation has been integrated in the design. In this regard Louw mentioned that the level of health for the community was endangered because of the slaughtering of cows on the pavement; the blood was running into the storm water system. The planners wanted to make sure that the food preparation and the economic situation besides the public space upgrading around the Zolani centre would have been improved. This improvement has been pointed out as being an essential driver of the project. Furthermore, the idea of the African market where trading could occur was promoted and executed in the design proposal. Besides the local cultural aspects it was recorded that the structural provision of shelter was needed and provided. Architectural coherences as the provision of shade, the achievement of transparency and the movement of air through the building were goals that were aimed for at the formalisation of the surrounding trading area. The major idea was to put down a minimal structure where the local people could add things on through which a certain degree of flexibility was provided for the community. The planner Louw promoted the idea of how much can one do to enable but not to take over. Spatial cohesion was felt as being important to be achieved as well as a sense of enclosure and shelter against the strong South-Easter wind, trying to capture the winter sun by the angle of the roof structure, and the choice of trees. These aspects were felt as being universal principles that apply to any urban planning approach worldwide and are not necessarily culture-specific only. In terms of the cultural dimension Daniels stated that the city has invested all the money and effort to investigate the cultural urban needs of the local community. Two things are essential that this information can be used efficiently. First the city has to get the product of its investigation statutorized and second to start tying budgets to the statutorized plan. The interviewee stated that for him as a non-Xhosa speaker it is very difficult to understand the local culture of the *black* Xhosa speaking community. He was unsatisfied with the current investigation of the local culture on the Cape Flats and particularly in Langa Townships 15 years down the line of democracy. In this regard he exemplified the aspect of meat trading that is an essential part of the local culture there. Xhosa people like to eat fresh meat in opposition to others that rather store meat in refrigerators. The City never came to grips to provide adequate and hygienic management for this essential part of the local culture. In

terms of initiation, a very crucial aspect of the Xhosa culture, the City is uncertain of how to manage this aspect. There seem to be two different opinions within the *black* community existent today. The one group is the modern city dweller, which has been urbanized in the last 30 years and has rejected to hold on to the tradition of initiation. The other group holds on the tradition of initiation and practices it in the same way as in the rural areas of their offspring. Initiation sites were exemplified as being extremely exposed to the public realm and are often located on rubbish and dump sites on vacant grasslands. In Daniel's point of view the City has to integrate its research and officially incorporate it into the IDP. Ralarala agreed with the first two and stated that all stakeholders, no matter of being part of the informal settlement or the informal trader community have been involved in the developmental process. Smuts mentioned that in the development of the Zolani centre three years were spent in workshops of how the facility should represent the local culture. The workshops were set up by the professionals on a voluntary basis in collaboration with the Nyanga Development Forum NDF. Safodien stated that the community gave input from the design to the implementation and the post construction stage. The architectural intention has been the creation of different spaces for the impoverished areas. Community members gave a lot of design input and the architects cross-checked the realisation of these inputs in terms of their feasibility. Many meetings took place after-hours. The complexity of the client's nature e.g. different clients for the same projects, made the long-term sustainability of the project difficult. The Zolani centre had one client only, which has been the Sports and Recreation department of the City of Cape Town. On the other hand Mykizi stated that not enough time has been considered to identify the cultural urban needs of the community. In the early 1960s the interviewee was asked by his parents and the Cape Divisional Council CDC to collect money on the street corners for a facility of that kind. This has been an indicator for the councillor that people seriously needed a facility as Zolani. The local needs for a facility with the character of Zolani for mainly sportive actions grew enormously. Therefore the need for the extension of the centre has been identified. In terms of fund raising the councillor previously ran the Nyanga Development Forum NDF that derived of the Reconstruction Development Forum RDF. The facility was founded by local government and by other organizations e.g. the Bavarian government. Generally, the way in which the city council operates is that they appoint a professional who draws together the stakeholders but not necessarily the ones that are participating and using the facility. It was pointed out that an essential part of the local culture is music. The design of the facility does not enable to hold a concert in it because the sound quality does not correspond to the desire of its users. Jacko disagreed with the first five interviewees as well and stated that not much was done to address the

cultural urban needs of the community. The participation process was stated as not having been effective in this regard.

The observers articulated different things in terms of adequate time consideration for the planning of the project. The opinions varied either that enough or no adequate time have been considered. Mzwamadoda has been concerned that the community rapidly bought into the beautiful design and accepted it quickly. He seriously questioned if the community really understood the project and its implementation on the site. Another extreme controversial opinion has been Dewar's who mentioned that it is not the responsibility of the planner to spatially interpret the people's culture.

Any observed participant stated that the project does benefit the local cultural practices of the community. Louw pointed out that the linear structures designed by him stood there unused for a while before the council set up the lease agreements. In this regard it has to be pointed out that the interviewee has not been to the site for a long period of time and was not able to answer the question accurately. It was stated that the market in front of the Zolani centre worked until it was partly converted into a parking area. Daniels mentioned that the process of formalization and the aim to improve the health and trading situation on the sidewalks has been very limited. It was expressed that along the Ingulube Drive formal trading took place, which was taken away from the people through the city's management process. However, the interviewee added that the interventions that provide the opportunity for the people to grow have been essential in this area. Jacko on the other hand pointed out that art, music, pre-schools and early learning centres have been established and are running. The centre is well managed and does enhance the cultural livelihood of the local community. Further, Ralarala mentioned that the community was involved from the initial stages. Therefore all the processes have been community driven at every level under the guidance of the local government. Smuts referred to the pension pay out, where every member of the community comes together to trade, sell meat and clothing. The facility allows for many cultural groups to gather in the provided spaces, e.g. disabled group, crèche and other educational meetings. Safodien referred particularly to the Zolani centre, which is extensively used. The centre is described as an excellent case. There are community meetings, political and religious activities, crèches, grants and pensions are paid etc. The clinic next door was described as very beneficial for the overall infrastructure of the centre.

Members of the observers articulated that to a certain extent the project benefits the local cultural practices of the community. Komani stated that the health situation of the local people is endangered by the fact that people prepare braai meat and waste the

leftovers on the roads. This negatively effects the hygienic situation of the project's site. Therefore counselling and monitoring of the situation is a necessary inquiry.

Five of seven observed interviewees stated that traditional urban settlement structures of the Xhosa community were considered in the planning of the project. Louw referred to the underlying principles of the structures of the existing informal settlements that were investigated through aerial photographs. Cross-routes were identified that form the point of maximum accessibility, which led to the concentration of development in these particular areas. These became the places of non-residential usage as markets or other social facilities. The Zolani centre site was identified as a cross-route situation of this kind. The interviewee dealt with the spaces and the routes along the centre. The crossroad situation in general was identified to become a public domain rather than a private space in areas as Nyanga and Philippi. The role of the professional has been seen to bring to the table public values for the community. The specifications of the socio-economic and spatial context have to be recognized by the planner and this was recorded as being done in the project. Daniels pointed out that the development framework took into account traditional urban settlement structures of the Xhosa community. It tried to organize and build on the existing structures and services within the Nyanga area. Jacko mentioned that the underlying principles of the structures of the existing informal settlements were investigated through aerial photographs. Smuts referred to the new and the old existing building of the 1960s that were juxtaposed in the design process. Therefore the traditional urban settlement structures of the Xhosa community have been considered in the planning of the project. As a design precedent the existing shacks and their in-between spaces have served as inspiration, which has been architecturally translated into built form by the planner. Safodien mentioned that the city's planners looked at aerial photographs. Trading spaces have been at the site of the Zolani centre before its planning and implementation. The construction of the complete facility incorporated three phases, the hall, the social wing and the public space programme upgrade. Ralarala on the other hand stated that traditional urban settlement structures have not been considered in the planning of the project in Nyanga Township. The situation found on the site has been characterised by extremely impoverished and fragmented communities that squatted illegally on the land of the Zolani Centre. He added that in other Townships as Langa, the integrated development approach was done on a larger scale than in Nyanga and Philippi. Mykizi agreed with Ralarala and pointed out that huge companies used to recruit people from all over South Africa, working labourers of the early 1950s, who settled down on the Cape Flats. No traditional urban settlement structures of the Xhosa community have been considered at the planning of these settlements at that time.

The observing community agreed that traditional urban settlement structures of the Xhosa community have been considered in the planning of the project. Magagula has been concerned that planners might be overwhelmed with the situation to take into account the rapid urbanization in the urban planning exercise. There is a great need and very little delivery by local government in terms of integrated development projects.

The observed interviewees put forward different opinions in terms of the statement whether the history of the local Xhosa community has been taken into account at this particular project. Four interviewees agreed with the statement and the other three didn't. Daniels referred to different places as the freedom square, where the history of the local people is reflected. Jacko stated that the history of the diverse communities has been taken into account. It was pointed out that the Zulu, Sotho, Zwane culture was considered in the development of the project. These different cultures come to Cape Town to seek work. However, there are diverse activities taking place in the centre. The aim is to integrate different cultures rather than isolating single cultures from others in order that people can live in harmony with each other. Ralarala agreed with the first two and referred to the history of the people's struggle during Apartheid, which has been taken into account. Further, special attention has been paid to a cost effective planning approach. Safodien mentioned that it is compulsory for the City of Cape Town that it applies community participation and consultation. The planner Smuts came with a specific programme for the Zolani centre but the project itself became defined and shaped by the community. The community's input shaped the programme and the scale of spaces. A large number of meetings took place before the design was finalised. Louw, Mykizi and Smuts did not share the same opinion as the first four interviewees. Mykizi specified that no history of the Xhosa community has been taken into account. Especially the part of the centre where the community receives their pension, the history of the place has not been taken into account. It was mentioned that the end-product would have been much better with the involvement of the community. Smuts stated that the history of the Xhosa community has not been addressed in the planning of the project; the community has not identified this aspect as a priority.

The majority of the observers expressed that the Xhosa community's history has not been taken into account in any project of the DPP. Low and Dewar answered more project specific and pointed out that the Xhosa's history has not been a driving force in the design.

All observed interviewees stated that there is a solid local cultural identity amongst the Xhosa community existent. Louw has not been able to answer the question, which

indicates that the local Xhosa culture was not adequately analysed before the implementation of the project. Daniels pointed out that the City of Cape Town did not investigate in-depth in terms of the identification of the community's local cultural aspects. The information was mainly generated through an intuitive planning response rather than the historical and cultural facts of the Nyanga and Philippi Township community. Jacko mentioned that the City of Cape Town is responsible to organize the different cultures. Any individual must develop a pride of its own culture and uphold it and in the same time there must be an umbrella situation where those cultural differences become accommodated. Ralarala stated that the cultural history was taken into account and was considered right through the integrated development process.

The observers noticed that there has been a solid local cultural identity existent amongst the Xhosa community.

Six of seven observed interviewees stated that the participating community member has been respectfully treated within the process. Ralarala mentioned that the local government was not able to impose any planning approach on the community without their agreement. Cape Town's local government has been willing to work hand in hand with the community and allowed its members to participate meaningfully in the process. Even the coordination of national government funds and the grants of foreign donators went to the project without any major problems. In contrast to the others Mykizi pointed out that the participating Xhosa community member has not been respectfully treated within the process. City officials have rights by policy to sue councillors or community members when they are potentially interfering with their work.

All observers stated that the participating community member has been respectfully treated within the process. Aspects such as the communication between the different community participants and the genuine collaborative work relation towards the representatives and the community have been critical points in this regard.

The observed interviewees had different opinions regarding the awareness amongst the community in terms of its historical, cultural, social, physical and economical situation. Louw pointed out that the planners of the social and spatial situation of the place have made the community aware. He and his project team conducted the urban analysis. Spatial aspects that contributed to the making of the urban structure were identified and agreed on with other team members as the city officials and the representatives of the community. The interviewee drew up design proposals and presented these to the rest of the team in order to receive input. However, Daniels mentioned that some members of the community have been aware of the conditions of their environment. Others have just



arrived recently in the area. Therefore, the community's characteristics are very diverse. Ralarala and Jacko agreed with Daniels and pointed out that the community informed the local government of what they expected and wanted. The responsibility of local government was to conventionalize the process and come up with the right strategy for the project's planning and implementation. Again, it was stated that the process was entirely community driven and the community's ideas were taken right through the project. Smuts mentioned that even the former Apartheid system could not take away the cultural practises of the community. It was mentioned that the professional had to listen intently to their experiences in terms of addressing their cultural urban needs. It was rather the case that the professional felt that the community was educating her in terms of their culture. Mykizi agreed with Smuts and stated that he is currently encouraging city officials to reserve places of vacant land for the ceremonial purposes and other cultural practices e.g. initiation for the community.

All observers agreed that the community has been aware of its historical, cultural, social, physical and economical environment.

Different opinions have been raised whether there is evidence of the local culture in the current IDP. Louw mentioned that he has not seen the latest IDP but assumed that the local culture of the community in Nyanga and Philippi was taken into account in the design of its latest version. Jacko mentioned that the IDP acknowledges issues of culture broadly but not with a specific emphasis on the cultural diversity of the area in Nyanga. In the IDP all aspects of the community's different cultures should be identified and be embraced in order that these can live in harmony. Ralarala pointed out that the current IDP does recognize the diversity of the local culture and tradition of the Nyanga and Philippi community. In contrast to Jacko he stated that the goal of the IDP is its recognition in terms of the local culture on the Cape Flats. In this regard Mykizi stated that there is currently a strong relation to the IDP office between the committee in Nyanga and the city council. This has the potential to integrate the local cultural aspects in the IDP. Daniels in contrast mentioned that there is no evidence of the local culture in the IDP. There used to be the majors listening campaign, where people had the opportunity to voice their urban inquiries. This turned out to be a wish list that was not very effective. Smuts agreed with Daniels and pointed out that the IDP is drawn up by Eurocentric and western planners and professionals and does not acknowledge African local culture in its principles. The interviewee stated that Cape Town's planners are not prepared to change or aim to acknowledge other alternatives. Furthermore, there is a strong lack of sensitivity amongst the planner's existent of what the urban needs of the community are. For example the structures around the Zolani Centre are useless for the people as they cannot lock up

their goods during the night. The traders cannot store their goods in their small shacks and do not possess a car either for the transportation of these. Finally it was stated that the planning solutions are rather generated by the city planners and do not stand for a sustainable solution. In other words the city is not giving the people what they really need. Safodien stated that the current IDP is meant to take cognisance of the local culture. To what degree it was acknowledged, the interviewee was not sure.

The interviewed observers pointed out that there is hardly any evidence of the local culture in the current IDP. According to Southworth and Low, the planner's approach is based on the legislation of the national government. Priorities are very much number based and therefore do not consider the local history and culture at all. Bobo described the IDP as rather being in the process of acknowledging this aspect. The fact that this aspect becomes more and more an integral one of planning is a major step forward compared to the former Apartheid system that considered only racial discrimination in terms of planning. Dewar added that he did not read the latest IDP. The local culture is not high on the IDP's agenda. It was stated that the IDP should allow for its expression. Furthermore, it was said that one cannot design around culture as it is a very changing condition especially because of the very high influx into the City of Cape Town and its impoverished areas. The people that come to the city bring significant rural traditions with them. These change very quickly e.g. initiation was mentioned in this regard. This traditional practice in the interviewee's point of view needs to be formalised and spatially supported by the City of Cape Town.

## **II. Community participation within the physical creation of space**

### **Community building**

Any observed interviewee agreed that there has been enough time considered to involve as many participants as possible. Louw had this opinion too but at the same time he mentioned that the budget for the planning and the implementation of the project was very tight. The participatory process was set up by the city council and was described as healthy. Daniels referred to the moving of the people that have been illegally occupying the land. This example illustrates that the implementation in these areas requires intensive engagement with the local community. Jacko stated that the ward councillors were asked to drive around with a loudspeaker on top of their cars to inform the communities of a participatory meeting. Ralarala mentioned the capacity building programmes and various courses that were conducted to identify the urban needs of the community. The people were trained in business management and in building up self-reliance. Smuts stated that three years have been allocated to involve as many participants as possible. Mykizi

himself conveyed public meetings and recorded them through minutes. Safodien agreed with the interviewees above.

All observers besides Low stated that there was enough time set aside to involve as many participants as possible. Isaacs said that participation occurred through representatives and ward forum systems. The number of people that participated in public meetings has not been seen as crucial for the process. In contrast to the others Low had the opinion that open discussions should have been conducted in the initial stage of the project to identify urban needs to frame it. Participation could have been occurred through existing social networks.

Louw has not been able to answer whether enough participants have attended public meetings. Daniel's entire experience indicated a very satisfactory degree of participants during meetings, particularly in Nyanga Township. Ralarala observed that the community was always present and that it has been informed by the process and through meetings. The local government constantly reported back the development process of the project to the community. Smuts added that sometimes 100 to 200 participants attended public meetings. The youth group, church groups, teachers and disabled people, everybody voiced their urban needs. Mykizi and Safodien agreed with Smuts on the number of people. The local government aimed at a wide representation spectrum amongst the participants; otherwise the City of Cape Town would not have accepted and considered the project's report.

All observers stated that enough participants attended public meetings. Mzwamadoda mentioned that relevant stakeholders were invited but whether or not they participated wasn't answered during the interview.

Only one observed interviewee pointed out that the viewpoints of participants did not lead to debate. Louw stated the opposite and mentioned that the community has been able to voice their urban inquiries in terms of the development of the project. Daniels agreed to Louw and added that there are two fundamental things in public participation meetings. On very rare occasions only, the input from the bottom has an incremental impact on the proposed outcome of the project. Great value is paid on the validation of the proposal and the process and on the aspect that the communities are buying into both. A further aspect is to get the illegally squatting community to clear the place for implementation. Ralarala and Mykizi agreed to the two and Smuts added that the elder, the disabled and the sports group discussed the different space sizes of the facility. Safodien shared the opinion with the others and referred to the minutes that were taken during the meetings. If there would not be participation, the project could have been derailed. The local councillors have

received feedback of the process and the programme constantly. Jacko mentioned that the viewpoints of participants did not lead to debate. Participants of the community would rather agree on the issues that were identified by the officials. However, as the community lives in the same area it knew what the urban needs were for them.

All observers besides Low agreed that the different viewpoints of participants led to debate. Low mentioned that the viewpoints of participants do not become assimilated within the formal planning process. There is a lot of mismatch of what people say in terms of culture and how bureaucrats and technicians interpret it.

Especially women have been encouraged to participate, and according to Louw they have voiced their urban needs strongly in the participatory process. Daniels pointed out that generally especially women do attend public meetings in *black* communities. Jacko agreed with Daniels and added that women are the ones that are upfront in public meetings. They voice their urban needs to a far higher extent than men do and also participate much more than the males. To the above Ralarala agreed to; it was one very important aspect of the integrated development approach to empower women in the development processes of the projects. Smuts, Mykizi and Safodien agreed with the interviewees on this aspect also.

All observers agreed that especially women have been encouraged to participate in the process.

Different opinions have been identified by the observing interviewees in terms of what methods have been used to create trust amongst participants. Louw has not been able to answer the question. Daniels stated that it was the responsibility of the facilitator to create trust amongst participants. On the other hand, Jacko mentioned that there were no particular methods used to create trust before and during the process. This has been explained by the fact that the communities are very close with each other because of their former struggle during Apartheid. Therefore, trust does exist amongst participants, which on the other side becomes undermined by the crime amongst the people. Ralarala referred to the RDP forums that have been used to create trust. Within the RDP process all political parties and civil structures had to be presented. Smuts stated that the planner focussed on the respectful treatment of the different participant groups as a method to create trust. Mykizi referred to different programmes e.g. gardening and mothers care activities that have been used for that purpose. Finally, Safodien mentioned that a vision of the project outcome was set and it was ensured that everyone has been working towards the vision of the project.

In terms of methods to create trust, the opinions of the observers varied significantly. Southworth stated that it was tried to form public meetings with the community and announced these prior to the meeting itself. Low mentioned that genuine feedback was given to the community that helped to create trust amongst participants. Furthermore, it was also beneficial for the trust creation when people saw their ideas assimilated in the plan. Magagula stated that common issues are the 'glue' that bring people together e.g. fight against crime, for better services as electricity supply *etc.* Mzwamadoda recognized significant tensions, frictions and suspicions within the by poverty driven community.

Five of seven observed interviewees stated that community participants have trusted each other. Two have been not able to answer the question. Jacko stated that in terms of the common urban need people did trust each other and they built a common consensus around the issues. Community members generally become elected because there is trust amongst these particular individuals. Usually, the representative individual comes to the meetings with the city officials and does voice the urban needs of its community. In the Zolani centre the level of trust was seen as being very high. Ralarala stated that the RDP recognized different political parties and organizations. Smuts agreed with Ralarala on the aspect and reasoned trust within the mutual respect that has emerged amongst participants during the process. Mykizi and Safodien agreed with the other interviewees.

The majority of the observers stated that community participants trusted each other. Bobo mentioned that he has been uncertain if this had been the case. It was pointed out that the community is frustrated because their urban needs are hardly addressed by local government.

All observed interviewees stated that the degree of contact and acceptance between *blacks* and *whites* has been improved through the process. Louw, Daniels and Ralarala stated that they felt comfortable working with the community. Jacko mentioned that the planner was introduced; its professional role and intention was explained to the community. The purpose of the interaction of the community with the planner was clarified upfront. As soon as the people of the community knew about the planner's intention, they did co-operate with the professionals. Smuts agreed with the above and mentioned that there are many mixed race programmes running in the facility e.g. movie and sport activities. Mykizi had the opinion that the situation between *blacks* and *whites* has been improved to a marginal degree only. Finally, Safodien referred to the contractor who built the Zolani centre. He has made sure that unskilled, semi-skilled and skilled community participating members have been employed within the project.

The majority of the observers agreed with the informants of the observed group. Exceptions have been, according to Louw, that the improvement has been limited. *White* people have mainly been consultants and have not lived in the area. Therefore a sophisticated contact has been limited. Magagula and Isaacs shared Low's opinion.

Different opinions have been stated whether the relation between *black* and *white* participants has been equal. Louw mentioned that the different roles of the participants were respected and they made different planning contributions. Daniels mentioned that there is a great challenge to equalize the relation between *black* and *white* participants. The majority of planners are still *white* and this probably causes a situation of distrust when these approach *black* communities. This is one of the key challenges that South Africa is facing in the near future in terms of integrated development planning. Jacko stated the relation as equal. The communities stood up if they felt uncomfortable about any planning process or decisions. Generally, communities are able to state their inquiries in terms of the integrated planning. If this had not been the case the planning of the project would already fail in its inception stage. Smuts agreed with Jacko and mentioned that the *white* professional was introduced by the community leaders to participants and has been accepted for the project. Mykizi added that especially during workshops and seminars the relation between *black* and *white* participants has been equal. Ralarala stated that *white* planners have dominated the relationship between *black* and *white* participants. When the officials dealt with the community directly there was no distinction between the planners and community participants recognizable, because the urban needs of the community were pushed and not the ones of the local government planners. The fact that the members of different races are working together became a secondary aspect of the planning approach.

For the majority of the interviewees the relation between *black* and *white* participants has been equal. In contrast, Bobo mentioned that the black community often feels dominated by highly skilled *white* planners, whereby Mzwamadoda named the relation equal on the surface only.

All observed interviewees besides Louw agreed and stated that there have been formal and informal grass-roots structures existent. Louw has not been able to answer the question. Smuts referred to the Nyanga Development Forum NDF and Mykizi pointed out the current launch of a pre-school forum in Nyanga Township.

The observers agreed to the opinion of the observed. Bobo explained the city's structures in more detail and mentioned that its sectors are related to health, youth, business and socio-economic development. The internal community structure is very

beneficial in terms of a direct interaction between the sectors and the local government. Low pointed out that the self-organization of the community helped in terms of the people's self-representation in a stronger and clearer way.

All observed interviewees stated that the impact of the internal community structure was beneficial for the process. Daniels articulated that generally there is an internal community structure in place, but many communities are very fragmented and often one deals with many individuals that pretend to be community representatives. Therefore, the impact of the internal community structure is not always seen as evidently beneficial for the process. Jacko mentioned that the community has been organised and knew what they wanted. Their urban needs were identified in workshops that were held previously to the meeting with the planners. If this pre-organization phase would not have been happened in advance, it would have been impossible for the planners and the local governmental body to identify the community's urban needs. Ralarala on the other hand stated that the impact of the internal community structure was beneficial for the process because the community was self organized in various disciplines of the planning process e.g. in terms of health, security and management. Smuts proclaimed the internal community structure as having a very positive impact on the process. Subcommittees addressed planning issues in the community and came with a consensus on essential aspects of planning to the participation meeting. Mykizi agreed with Smuts and added that during the implementation stage the organization of the community structure consumes a lot of time. Safodien shared the opinion of the others and mentioned that community structures had to be informed about the reason for the slower progress of the project. One major reason for time issues in terms of project delivery have been that there was not enough skilled community participants found. As long as there is transparency about that fact, the community accepts that there might be other, better skilled people, employed within the project. The existence of the formal structures is the only way that the process can work. The local councilors are mostly fluent about the internal dynamics of the local community. Generally, these become evaluated in terms of their project initiation and implementation within a given time period of four years. When the elections are coming up they need to show that they have done a significant change to their area. That's the way the city is structured in terms of working with communities.

All observers agreed that the internal community structure was beneficial and the integrated development approach was more efficient because of this.

### **Responsibility for participation**

All observed interviewees besides Louw, who has not answered the question, did comment on the subject. Daniels stated that the term community is a loose concept. Many people show up and voice their urban inquiries. On the other hand Jacko stated that the community took on responsibility for the nomination of their local leaders who they trust. This process saved time for the council's work because the non-election of representatives prior to the process would just have ended up in a chaotic planning situation. According to Ralarala, the community has taken on responsibility for any aspect of participation besides the one of management, which was taken on by local government. The local government monitored the process of the projects. The internal community structures helped to ensure the compliance of each participating community member. Similar as Ralarala, Smuts stated that the community took on responsibility for the formation of subcommittees and the setting up of workshops. The arts and the elders group attended the meetings in a very organized manner. Mykizi stated that frustration emerged when communities did attend these meetings and nothing happened afterwards in terms of projects or their implementation that would have brought change to the area. Generally, the intention is to engage with the communities in environmental issues but the local government is not willing to allocate funds for such programmes. Finally, Safodien commented that the community councillor has taken on responsibility for the initiation of the project and for the formation of the community participatory team.

The observer Low pointed out that the community has taken on responsibility for informing and discussing the project prior to its implementation. Furthermore community participants have been involved in the management policy. Magagula mentioned that the community has taken on responsibility for the conceptualisation of the planning proposal until its implementation. Afterwards the community has taken on ownership over the project. On the other hand Dewar pointed out that the community attended meetings and therefore took on responsibility for this particular aspect only. According to Komani, the participants have been responsible in terms of identifying their trading needs at the Zolani Centre. It was pointed out that water taps had to be installed after the project's completion to improve the hygienic standard of the facility.

Besides Louw any observed interviewee answered the question. Daniels expressed that the increased control of community development projects by local government has not always been beneficial. There are many cases that show that the implemented integrated development approach by local government is not used and a lot of public money has been wasted. Jacko has seen the increased government control as beneficial for the process. This is particularly true in the development within the housing sector. Ralarala,



explained that the community is taking on a leading role in the process, whereby the local government inhabits a monitoring role. Hardly any friction emerged during the process. Smuts agreed with the interviewees above. The biggest issue for her has been the opening hours of the facilities. After 4.30 pm in the afternoon the centre has to close down because the city's officials stop to work. Mykizi stated that the local government always seems to need pressure from outside of the country in terms of funding. After the governmental body becomes kind of embarrassed because of their lack of standing to their promises then the officials usually start to react. Safodien agreed with the others and mentioned change in the local government that always comes with the election of different political parties. This has been a difficult and a challenging line to walk. The city tried to maintain its provision of services. The focus stayed the same on public development, even if the political parties changed. The interviewee, previously in the position of the chief Architect of the City of Cape Town stated that he always stood for the position that public money has to be spent in the communities where it is needed. However, there has been a large amount of projects dealing with people in the public realm; many of these were initiated by the department of Sports and Recreation and aimed to meet community development needs e.g. libraries and clinics.

All observers agreed that the increased control of community development projects by local government has been beneficial. Magagula reasoned this in the improvement of the different skills found in the local government body. Its technicians nowadays approach and explain the proposed plan to the community. The influence of the local community on the integrated planning approach is much higher than it used to be before the IDP came into place. According to Isaacs, the local government had to take on control of the integrated development projects because some of the communities are not very active in terms of their urban development. These have to become the drivers of the project. Mzwamadoda described the increased control as sometimes beneficial for the integrated development process only. It was stated that in some cases the community felt dominated by its government because it has been in control of the money for the project's implementation. Local government sees itself as a supporter of integrated development projects but not as the driving force. It was felt that the communities are not ready to take over to be the single drivers of the process. If the people would be ready they could run the project by themselves. The increased control is not beneficial in this regard but it is seen as necessary because of the development stage the communities are still in. Dewar rated the increased control as beneficial. In his point of view the projects have to become initiated from the top-down. There are many conflicts for specific areas and there are not always the same issues within these. In this regard it was suggest by the author to have a

local IDP for each particular area; the community should make the decisions for their own area and create the development priorities for it.

The observed interviewee had different opinions whether support has been given by any other governmental or non-governmental organization. Louw answered that he received support in terms of the participatory process. A specialist who dealt with participatory meetings was appointed for the project. Jacko agreed and felt supported by the provincial and national government organization in terms of funding; particularly the institutional structure benefited of the national and provincial governmental funds. Safodien and Ralarala agreed with the statement and Ralarala pointed out that other governmental organizations and foreign donors who have invested in the development of the projects gave grants. Smuts, Mykizi and Daniels felt that they have not received any support by any other governmental or non-governmental organization.

According to observing Low and Magagula, support was received by non-governmental organizations. The City of Cape Town does use external participation management groups. Magagula mentioned support by UCT and Southworth felt that the integrated development approach was not supported by any other governmental department in its initial stage. It was pointed out that the roles and responsibilities for aspects of integrated development are not entirely clarified until today.

Besides Louw, any observed interviewee answered the question. Daniels articulated that the community has not been participating effectively in the making of the urban development policy. There is a lot of confusion in many cases when it comes to the key decisions in public space making. Jacko agreed with Daniels and further pointed out that the local community was not involved in the making of the urban development policy. Smuts stated likewise, that the community has not been participating in the policy making in Nyanga and Philippi. Further, she explained that the city generally organizes a public meeting where two or three community members are taking part and names this process as being participatory. The next step is that the city announces that the community approved the plans. This process was seen as lacking in the active involvement of the community. Mykizi pointed out that community participation in the making of the IDP policy is still in a process of growth. However, similarly Safodien mentioned that the community nowadays can give input to the making of the policy. Many of these meetings are difficult to attend for community participants because they are usually set up in the evenings or at night-time. Further it was stated that the City of Cape Town aims to give the public a say in order to give input to the policy. Once a policy is approved it will affect the communities to a large extent. Ralarala in contrast to the others expressed that the community has

been participating in the making of the urban development policy. Through subcouncils and ward councillors the community is able to forward their requests in terms of urban development. Therefore, for him the community participatory approach starts from the bottom-up.

The majority of the observing interviewees had the opinion that the community has been participating in the making of the urban development policy and its implementation. Isaacs described the approach as being a bottom-up one. Magagula stated similar as Ralarala that through the ward councillors and through public meetings the community has been asked to make an input to the policy of the IDP. Mzwamadoda mentioned that nowadays all the policies are drafted in consultation with the community. These policies form one part of the integrated development approach of the City of Cape Town. In contrast, Dewar stated that the local government is not committing to decentralised decision making, which is the reason that the community cannot take on responsibility for its own decisions.

### **Goals and objectives**

All observed agreed that the goals and objectives of the project have been clearly pointed out in advance and were achieved in any interviewee's point of view. An identifiable place has been created, which is necessary in areas as Nyanga and Philippi Township. Ralarala added that policies guided the drawing up of business plans. For that reason any participant knew in what direction the project went. According to Smuts, the only issue that has emerged is the one that the facility is overused.

All observers agreed that the goals and objectives have been clearly pointed out.

Besides Mykizi anyone of the observed interviewees articulated that the project has improved the social, economical and spatial situation of its neighbourhood. Jacko mentioned that there are teachers that train the community in singing, playing instruments, sowing, boxing *etc.* From that level the community becomes enabled to move into professional practice through which it potentially can generate an income. Ralarala commented that the numbers of the neighboring inhabitants is rising in an alarming way but goals and objectives of the Zolani centre have been achieved in the interviewee's point of view. Smuts agreed with Ralarala and pointed out that the facility is very flexible in its use and serves the urban needs of the community enormously. Finally, Safodien stated that the Zolani centre improved its neighborhood but in the same time he remarked that many work opportunities that have been created during the construction process of the facility have not been sustainable. These projects can only support the people for a very limited amount of time. The interviewee stated that it was very difficult for him to give

exact information of the improvement of the socio-economical aspects of its neighborhood. Finally, Mykizi stated that the project has not improved the social, economical and spatial situation of its neighborhood to its full potential.

Besides Komani all observers pointed out that the project improved the social, economical and spatial situation of its neighborhood. Komani stated that the public facilities around Zolani have been heavily vandalized, especially the public toilets that have been planned for public use. The sanitary bathrooms opposite the road in the local police station are currently reserved for the traders around the centre.

### **Strategic planning process**

Besides Mykizi all observed interviewees agreed that human resources have been adequately managed. Daniels stated that there is a tendency of the local government to outsource the planning of public spaces to consult professionals. This sometimes has a negative impact on the city's control on the integrated urban development on the Cape Flats. The interviewee suggested that the city should build its own capacity regarding that issue. Jacko agreed with Daniels and mentioned that the local government's management could have been improved to a higher degree. Ralarala went on and added that through the RDP and the expanded public works programme, the City of Cape Town currently tries to improve the job situation for many people, especially for the ones of the impoverished areas on the Cape Flats. Smuts added that the professional had to manage human and environmental resources without any major help of the City of Cape Town. Safodien on the other hand expressed that human and environmental resources have been very difficult to manage. The interviewee referred to an example where a worker had upgraded his own physical house. But the extent and the amount of shacks in these areas are so high that the limited amount of work opportunities that are provided to a very limited number of people can only support the upgrade of the physical private surrounding for few people. Mykizi, in contrast to all others mentioned that human and environmental resources haven't been adequately managed. Some individuals of the council have been very arrogant when it came to the management planning of the Zolani centre. This behaviour often left the communities behind with a high degree of frustration. Lack of funding for programmes initiatives has been another vast issue.

The majority of the observers had the opinion that the human and environmental resources have only partly been managed. Low added that the project has been delivered physically but lacks in terms of enablement to become fully imbedded in the practice of the local community.

All observed interviewees expressed that the process has been communicated to other communities, independent of their development stages. Louw pointed out that there has been no level of continuity achieved. The project was reported to the city council but it was not certain what happened with the information and how it was implemented for other projects in similar socio-economic and cultural environments as Nyanga Township. Daniels referred to four projects that were running parallel on the Lansdowne corridor, which had different participating processes. Knowledge transfer took place amongst professionals on an internal level only. According to Jacko, skill transfer was taking place when the project has been built. There were members of different communities that learnt brick laying and how to provide the project with electricity and other services. Ralarala agreed with the above and pointed out that other communities did use these projects as a model for development in their own area as these were of pilot nature. Other communities wanted to repeat this model elsewhere and these pilot studies became an inspirational integrated development approach for the broader city area of Cape Town. Smuts referred to people of other communities who were brought to the Zolani Centre and used the facility as a reference for development in their area. Safodien mentioned that especially the professionals transferred the knowledge through the experiences that have been made. Mykizi in contrast to the above mentioned that the process has not been communicated to other communities to the extent it could have.

Besides Dewar anyone of the observers mentioned that the process has been communicated to other communities. Dewar mentioned that no real skill transfer has been taken place. The officials received no conscious transfer of knowledge and made further experiences only.

### **Decision making**

Five of seven observed interviewees shared the opinion that the community individual has been free to express personal urban needs. Daniels, Jacko, Smuts and Safodien agreed on the aspect and Jacko explained that the community has been consulted before the project started. It has been discussed with the people of how they would like to see their project emerge. Ralarala agreed with the first two interviewees and mentioned that personal urban needs have been expressed to a very high extent. Therefore, the community individual's voice has been considered to a very high extent in the decision making process. Mykizi and Louw had the opposite opinion and stated that the information by the community has not been sophisticatedly used for the planning of a project. Louw added that the community individual had not the opportunity to express the personal urban needs in the developmental process of the project. There have been community representatives who represented the community but it was recorded as uncertain if these

representatives did address the urban needs of the community or their own personal ones.

The majority of the interviewees agreed that the community was able to express their urban inquires but Low mentioned that there was not a very deep understanding of these needs. The planners did listen but didn't have assimilated the outcome of the community. Magagula added that personal urban needs were expressed through informal organizations only. The leaders of the organizations made an input to the subcouncil and the officials tried to consider it.

Ralarala, Smuts, Safodien and Jacko stated that the process has been community driven and that the community has been empowered in the decision making process. In this regard Jacko pointed out that the community had to take ownership over the project. That's why in each and every step the community had to be part of the process. Daniels and Mykizi pointed out the opposite, which meant that the process has not been community driven and that participants have not been empowered in the decision making process. It was stated that it was very much a top-down decision making process. Mykizi agreed with Daniels and added that the community was hardly empowered in the process.

The majority of the observers stated that the process has, to a limited extent, been community driven and the community has been partly empowered in the decision making process. In contrast, Dewar described the process as a top-down consultation process, which has not been genuinely participatory. Local people have not made design or implementation decisions that directly affected them. He went on and articulated that genuine community participation is not asking people of what they want. It rather starts through civic organizations and the decentralization of the decision making process.

All observed interviewees agreed that community participants have gained skills and confidence out of the process. Louw and Jacko referred to the economic sector, which particularly gained benefits. Smuts added that community members of Langa who have done the mosaic work at the Guga's Thebe Arts, culture and heritage centre (see page 86) trained community members at the Zolani Centre in Nyanga.

The majority of the observers stated that community participants have gained skills and confidence out of the process.

All observed interviewees agreed that the Xhosa language was used during the participatory processes. Louw, Jacko, and Ralarala mentioned that there were interpreters during the public participation process that explained the spoken during meetings in order to prevent that language would become a barrier during the development of the project.

All observers agreed that the Xhosa language has been used during meetings.

Besides Smuts any observed interviewee shared the opinion that participants have not done sketches, drawings and working models by themselves but rather commented on the proposed plans. Jacko mentioned in this regard that the community is often semi-literate and therefore not able to do plans by itself or interpret them. So the planner usually comes with plan proposals and allows for the community's interrogation in terms of changes that are required. Ralarala pointed out that the best media that have been understood were working models, whereby sketches and drawings were hardly of any use for the community. Consequently, urban design and architectural models have been presented. The people were able to add-on or to make changes to the working models. Mykizi agreed with the above and added that the professionals have presented the plans and after the community's consultation the planners corrected the design approach. Safodien agreed with Mykizi and pointed out that the design has been rather generated by the planners. In contrast to the others, Smuts expressed that participants have done sketches and drawings of what they wanted to see in terms of development in ten years time. A helicopter exercise has been conducted with the community. The planners interpreted these drawings and came up with plans on which the community was able to comment on. Working models were made by the professionals.

All observers agreed that participants have not done sketches, drawings and working models. Dewar, Low and Magagula pointed out that the planners came with their approach and the community commented it.

Besides Louw, who was not able to answer the question, and Daniels who stated that no conflict has emerged, all observed interviewees expressed that conflict has emerged and been resolved in a constructive way. According to Jacko, conflict only emerged after the completion of the project. Community members wanted to use the facility for different purposes. Some members aimed to use it for churchly purposes and some for community development projects only. The basis for the conflict was that in the beginning it has been misunderstood for what purpose the facility would serve. The conflict was resolved as the community members learned to arrange themselves by designing timetables for the use of the project. Ralarala had the opinion that conflict hardly ever emerged and therefore it was not necessary to resolve it in the development of the projects. Smuts pointed out that for her the biggest conflict has been that people stole a lot of the material from the building site. The community resolved the issue by themselves by identifying the persons who did so; these individuals were convinced to return the stolen goods to the site. Finally,

Safodien stated that conflict has emerged because of different political reasons and had to be resolved in a constructive way to move on with the project.

Observer Magagula and Mzwamadoda mentioned that conflict has emerged, has been resolved in a constructive way and was well managed. For Dewar no conflict has emerged.

### **Communication, consensus building & appropriate method selection**

All observed interviewees agreed that the process had been clearly communicated to all participants.

Any observer agreed with the above and referred to the application of working models. Dewar explained that there have been meetings with selected stakeholders and some with community electives. A larger group visited general and specific issues, e.g., trading, has been discussed with one particular group of people only.

All observed interviewees agreed that the process has encouraged for teamwork. Daniels elaborated that the aspect of socio-economic development has been neglected. Further, the interaction between urban planners and officials who have been responsible for socio-economic development, particularly for trading, has been very limited. Mykizi agreed with the others and referred to the Nyanga Development Forum NDF, which has a number of sub-committees consisting of four or five people including teachers and other professionals in the community. These structures have proved to be very beneficial because they allow participants to voice their personal urban needs.

With the exception of Dewar, all the other observers of the process felt that the project encouraged for teamwork. Dewar stated the opposite, as there are no civic organizations in place; the communities started to act as individuals only.

Except for Daniels, all of the observed interviewees agreed that consensus has been achieved because of effective argumentation. Jacko expressed that there was no room given for any power struggle amongst participants, as the community owned the process. The others would have identified superiority by any individual immediately. In that sense there was no incident of power struggle during the participation process or the domination of some individual's personal need over others. Ralarala, Smuts and Mykizi agreed that consensus has been achieved because of effective argumentation between the community and the local government. In contrast, Daniels argued that consensus has been achieved because of power rather than of effective argumentation.



Except for Low, anyone of the observers agreed with the majority's information above. He reasoned that institutions and governmental organizations do still hold more power than community organizations.

All observed interviewees agreed that there is a strong relationship between the applied participatory approach and the degree of use of the project. Daniels pointed out that if the participatory process is a genuine one that supports the decisions made, the project is very likely to become sustainable. Jacko mentioned that there is a direct relationship between the participatory approach and the use and acceptance of the project after its completion. The people know that it's their institution and they utilize it to a very high degree. Ralarala shared the opinion with Smuts and agreed with the first two. On the other hand Smuts pointed out that the local government of Cape Town fails; participation isn't one meeting every six months. It is one meeting every week for three years. Mykizi and Safodien agreed with the others and mentioned the greater the extent of which the community has been involved, the better the project is used and accepted after its completion.

All observers stated that there is a very strong and direct relationship between the applied participatory approach and the degree of use of the project after its completion. Low mentioned that this question could only be answered for each project as these experiences are locally produced and they are located in a very specific situation. The people require a guide for integrate development planning.

The observed interviewees had different opinions on what aspects of the participatory process could have been improved. Louw emphasized that participation should not be executed at the expense of the professional's role. The professional should not end up as being the draftsmen for the community. Its role has to be to state what the community's urban needs are and what the community's role is to confirm the professional's statement. Part of the confirmation is to hear what people want but this often was driven by individual's personal greed and private agendas at the expense of the public good. The interviewees aimed to enhance the past in the design and tried to improve the public situation in Nyanga for the good of future generations. Daniels referred to a strong shortage of a unit within the internal structure of the City of Cape Town that is responsible to facilitate the participatory process. Further, it would be very beneficial for the City to build capacity in this regard. The participatory approach could be improved by the allocation of sufficient funds to the process. In this regard it was mentioned that the community currently aims to extend the facility because of its current overuse. For Ralarala generally the participatory process works well within an existing community. A

major problem is that it needs to be improved in that it has to consider the constant influx of migrant labourers to the poor areas of the city. A positive aspect of the integrated approach is that communities started to resolve their problems by themselves. According to Smuts the process would benefit of funds for workshop materials and the management process. Mykizi would have liked to improve the responsibility and the communication manners of the governmental official's side. A major communication breakdown is often recorded in the development of integrated development projects. For Safodien the critical aspects are not limited to setting up the task teams in the construction of the process. The city has rather to improve the educational and skill level of the community. By not doing so the impoverished communities cannot lift themselves up out of their marginal economic system. There are two things that can be done upgrade oneself out of a marginalized situation such as Nyanga and Philippi Township. The first is getting a skill and the second is to provide a certain amount of money to support the people to achieve this. In this regard a lot more can be done by the City of Cape Town.

The majority of the observers saw participatory improvement reflected in the integrated development project's processes and end products. The implementation of the DPP has been described as learning by doing without any reflection of what has been done. However, these projects were conducted with appointed facilitators without any exception. None of them ever dealt with an integrated development approach before the DPP initiative came into place. However, Low suggested that the participatory process had to be built on a solid foundation. This can only be achieved through agencies that have the time and the resources to build this ground level foundation. Magagula saw the improvement through resource and skill allocation for the people and Dewar through genuine decision making between professionals and the local community.

### **III. Long- term sustainability – capacity of usage**

#### **Budget allocation**

Besides Mykizi and Smuts all of the observed interviewees agreed that there was an adequate budget allocated for the planning and the implementation of the project. Mykizi mentioned that the Zolani centre has been an exceptional case in this regard as he often dealt with integrated development projects, where the allocated budget has not been enough.

Besides Bobo all observers pointed out that an adequate budget has been allocated for the planning and the implementation of the project.

Half of the observed interviewees stated that there has been an adequate budget allocated for the maintenance of the project. Jacko agreed with the statement and said

that the operational budget for the maintenance e.g. cleaning has been secured and allocated to the project. Ralarala agreed and mentioned that various departments of the city council allocated adequate budgets for the project's maintenance. Currently, funds were allocated to monitor the project's maintenance and to convert the approach to become pro-active rather than of re-active. Smuts disagreed with Jacko and pointed out that there seems to be enough money available but a staff management structure does not exist for the facility. In contrast, Daniels, Mykizi and Safodien stated that no adequate budget has been allocated for the maintenance of the project. According to Daniels there is a vast lack of clarity amongst the different departments about whose responsibility it is to take care of the maintenance of the public domain on the Cape Flats. Clarification in this regard is urgently needed. Mykizi agreed with Daniels and pointed out that the city council is very irresponsible in this regard. The left hand of the local governments does not know what the right hand is doing; that's the way the council works. Finally, Safodien recognized a vast lack of budget allocation for the local government's integrated development projects. Louw was not able to answer the question.

Southworth agreed to the allocation of an adequate operational budget for the project. Dewar and Low shared the opposite opinion and Dewar pointed out that there is a vast problem with the operational budget of the city of Cape Town in terms of maintaining integrated development projects.

Besides Smuts all of the observed interviewees agreed that the budget has been aligned with the priorities that have been set in advance. Jacko added that the operational budget currently derives up to 90% from the department of Sports and Recreation. Smuts in contrast had the opinion that the budget has not been aligned with the priorities because it has been too small to satisfy the urban needs of the community. Louw was not able to answer the question.

The observers stated that the budget has been aligned with the set priorities. Dewar added, similar to Ralarala that the fiscal size of the budget had to be coupled together from the different departments.

In opposition to Ralarala and Jacko, the rest of the observed interviewees stated that the financial long-term sustainability of the project has not been considered. Smuts went to the facility and did reparations by herself because the city avoided maintaining the building properly.

Half of the observers articulated that the financial long-term sustainability of the project has not been adequately considered. The other half expressed the opposite view.

### **Site management**

Each member of the observed group had the opinion that there has been enough time allocated for the analysis of the project's site.

All of the observers agreed with the opinion above.

Half of the observed group recorded that participants have not been committed to manage the project site. Daniels, Mykizi and Safodien, on the other hand, pointed out that the city's local government is facing a big gap in this regard.

The majority of the observers agreed with the first half that participants have not been committed to manage the project site.

### **Project construction**

All observed interviewees shared the opinion that local skills, crafts and materials have been used within the construction of the project. Louw mentioned that the quality of work delivery was lacking because of the level of unskilled involved people; some of them left the project site during construction and even vandalized the project. Daniels agreed and Jacko mentioned that the contractor mainly provided technical aspects only. The local community did the semi-skilled jobs like plastering, bricklaying and painting. Ralarala added that a project of this kind requires a certain percentage of local labourers. Local artists were engaged to beautify the project through e.g. mosaic work. Smuts and Safodien agreed with the others, whereby Mykizi stated that hardly any local skills, crafts and materials have been used within the project.

All observers had the opinion that local skills, crafts and materials have been used within the project.

Anyone of the observed community mentioned that training in the construction process has been provided for the community. Ralarala added that generally, the contractor is obliged to train people in the construction process so that they are able to take over and to empower themselves. Mykizi expressed that 95% of the brick laying process was done by the community.

Any observer agreed with the observed group of participants. However, Dewar stated that training occurred in a very limited manner. To a vast degree training was provided in the use of ceramics.

Daniels, Jacko, Ralarala, Mykizi and Safodien expressed that the local government has monitored the construction process. Jacko added that the building inspectors of the City of Cape Town visited the project site frequently and ensured that it would be built according

to the plans and on an adequate quality level. Ralarala mentioned that the project was inspected after its completion and failures had to be revised in some cases. In contrast, Smuts articulated that the construction process has not been monitored by the local government but by her. Louw agreed with Smuts and pointed out that the construction process has been recorded to the local government only; it did not monitor the process.

Besides Dewar all of the observers pointed out that the local government officials did monitor the construction process.

### **Implementation**

All observed interviewees besides Louw, who has not been able to answer the question, agreed that there have been effective programmes designed to fulfil the local urban needs of the community. Ralarala commented that funds for capacity building programmes in terms of the project management and its maintenance after completion, especially for the trading and the job creation have been raised to ensure the sustainability of the project. Smuts agreed that there are effective programmes running but the City of Cape Town asked her to draw out of the project after its completion in order to be in control of the demands of the community; this has been rather counterproductive. Mykizi and Safodien also agreed that there have been many effective programmes designed to fulfil the local urban needs of the community. Many different kinds of organizations e.g. disabled group and pension pay out by provincial government etc. are using the facility for their needs.

Half of the observers stated that no effective programmes have been designed to fulfil the local urban needs of the community; the other half stated the opposite.

All of the observed interviewees agreed that the process and the end-product inspired for other integrated development projects in other Townships of Cape Town. Louw referred to the viewing sites for the FIFA world soccer cup 2010, which are another public space initiative that was inspired by the DPP. Daniels emphasized that it was hoped that private investors would make further investments towards integrated development projects in Nyanga Township. This has not been the case until today and even the pilot projects that were implemented by the local government are lacking to be used by traders to its full extent. Jacko, Smuts, Mykizi and Safodien agreed on this aspect and the first mentioned that the differences of spaces and programmes drew interests by other communities. Members of the Township Kayelithsha came to see of how the Zolani centre was built and what kind of programmes it offered.

All observers agreed that the process and the end-product has inspired for further integrated development projects in other Cape Townships.

## Postoccupancy evaluation

All observed interviewees shared the opinion that the process and the end-product of the projects along the Ingulube Drive have not been evaluated by local government. Daniels pointed out that there is a serious need for a full-scale scientific study to evaluate the local government's implementation along the Ingulube Drive. Mykizi agreed with Daniels and stated that an adequate evaluation by the local government has not been undertaken to date. One interviewee even mentioned that some of the projects suffered corruption in terms of their initiation and implementation.

All of the observers agreed that the process and the end-product have never been evaluated by local government.

All observed interviewees agreed that employment opportunities have been created through the project, especially for the trading sector. Ralarala referred to women who are trading, sewing and selling meat on the roadsides. In terms of the trader's long-term sustainability, women are taking on a leading role opposed to men. Daniels and Mykizi stated that the opportunities that were created have not been of significant scale.

All observers agreed that employment opportunities have been created through the project.

All observed participants agreed that employment opportunities for *black* women derived out of the project. Jacko and Smuts mentioned that this occurred especially during the project's construction. Women did duties as cleaning; some of them have been even interested in doing hard labour as bricklaying, plastering and electrical engineering.

All observers agreed that employment opportunities for *black* woman have been created through the project.

Besides Louw, who was not able to answer the question, Daniels stated that there are an inadequate number of HIV-AIDS facilities for counselling and treatment along the Ingulube Drive. The rest of the observed interviewees agreed that there are an adequate number of HIV-AIDS facilities existent. Jacko mentioned a treatment facility inside the Zolani centre and referred to the clinic next to the centre. The facility inside the centre offers counselling and light treatment for people after hours when the neighbouring clinic is closed. Ralarala, Safodien and Smuts agreed with Jacko and mentioned the Desmond Tutu foundation across the road that works in collaboration with UCT. The facility is running research, conducting counselling and providing treatment within the area of Nyanga and Philippi. Mykizi added that he founded a home-based care, which is a group that takes care of

elder community members that cannot walk to the clinic. This project has a very powerful beneficial impact on the health situation of the local community.

All observers shared the opinion that there are not an adequate number of HIV-AIDS facilities for counselling and treatment in place. Komani, the health inspector of the Zolani centre particularly agreed with the statement.

### **Long-term sustainability**

All observed interviewees articulated that generally the project is honoured, appreciated and accepted by the local community. Daniels and Louw mentioned this as being very doubtful when it comes to the problem of vandalism on public facilities in the area. Furthermore, traders are negligent to trade at some of those facilities and their appreciation is doubtful when it comes to take care of their environment e.g. littering along the Ingulube Drive and generally in areas of the Cape Flats is a vast issue. However, Ralarala described the facility as being well run, managed and maintained by the community and that hardly any trouble during the planning and implementation has occurred. Smuts, Mykizi and Safodien agreed with the others on these aspects.

Differences in terms of the project's acceptance have been determined amongst the observers. Komani stated that public trading facilities around the Zolani centre are partly honoured by the local community only. They lack in their acceptance because these are only partly used and became heavily vandalized. It was stated that most of the traders are only there to generate an income but do not really care of the facilities. Mzwamadoda described the Zolani and it's surrounding facilities as being accepted by the community to a fair degree only. Planning mistakes have been made in terms of the choice of the place of implementation. Many of these mistakes occurred because the community was not consulted properly upfront. Many approaches are the product of the planners only. Furthermore, people are not prepared to pay for formalised trading.

All observed interviewees had the same opinion that a place of belonging has been achieved for the local community as it improved the urban structure of the place. According to Ralarala the community has taken on ownership over the projects.

Besides Komani all observers stated that a place of belonging has been achieved for the local community.

All observed interviewees recognized that the project has improved the community's security situation. Jacko mentioned that the subcouncil is trying its best to encourage the youth, who have been involved in criminal activities; they have to become involved in sports, music, art to generate career opportunities. Encouragement is provided for the

people to develop themselves, to run their own businesses and to provide skills that make the community become more progressive in a professional way. In this regard it was stated that the people are poor and need a second chance in life because many of them see only the choice of committing crimes to feed themselves. Furthermore, it was pointed out that a facility of this kind provides a second chance for the community in terms of providing self developmental skills in contrast to the first option of committing crimes and going to jail. Ralarala and Safodien articulated that even for *whites* and tourists it is possible to visit Zolani Centre and its surroundings; vandalism and crime became reduced to a minimum. According to Smuts, the project has improved the security situation of the community in its immediate neighbourhood. There is a lot of violent crime within the radius of 2 kilometres. Most of the crime is drug related. Mykizi in contrast to the others pointed out that there has been a number of armed brake-ins into the facility recorded.

All observers stated that the project contributed to improve the security situation on the site.

All observed agreed that the approach reflects the people's ethnical, moral and aesthetical values. Jacko mentioned that the community hall inside the facility does provide programmes for the people to discuss issues of morality, community development and does support any other community interaction. Smuts agreed and pointed that architecturally it has been the aim to bring the street life into the building. According to Safodien, the approach reflects the people's and the planner's ethnical, moral and aesthetical values. It is a product that derived from everybody.

Half of the observers stated that the approach reflects some of the people's ethnical, moral and aesthetical values. The other half pointed out that the approach reflects the interpretation of the planners only.

All observed agreed that the project does reflect the cultural value systems of the community. Ralarala, Smuts, Mykizi, Safodien and Ralarala stated that the community would not accept an approach that would not support their own tradition and culture. Safodien added that the project does reflect the cultural value systems of the community, interpreted by the planners. The product derived of teamwork. Everybody who had concerns in terms of the project was welcome to participate. However, sometimes a project does not answer all the community's urban needs.

The observers stated that the project aimed for a reflection of the cultural value systems of the community.



All observed besides Smuts recognized that the applied integrated development approach formed social capital within the community. On the one hand Jacko mentioned that the community comes together, to do sports, to discuss and to develop their own skills in a collaborative manner. On the other hand Ralarala referred to the IDP as being mandatory in bringing the different departments together. After the project's completion the community has taken over the project and is driving it by themselves.

The majority of the observers identified that the applied integrated development approach has formed social capital within the community. Magagula pointed out that funding has been allocated to local councillors to provide training for the community in terms of health, business and life-skills.

The observed interviewees had different opinions about whether strategies for the long-term sustainability of the project have been established. On the one hand Daniels mentioned that the communities were taken from the inception stage to the project's completion and this ensured that they took on ownership of the implemented project. This is the major difference with the RDP housing projects where people haven't been participating and taken on ownership over the houses provided. This had very often a negative impact in terms of responsibility and care for the implementations. According to Jacko, strategies for the long-term sustainability have been established. The women sewing group is creating art and selling it to sustain themselves. The music and art group is receiving funding from the provincial and national government. The University of Cape Town is involved in funding some other programmes that are running in the centre. Ralarala mentioned that the evaluation of the policies occurs on an annual basis to ensure that the integrated development projects are on track. Smuts added that after the project's completion the city of Cape Town took over responsibility of the project and re-allocated the spaces that were generated through the participatory process. This has immediately caused friction between the city's imaginations of how to use this facility over the community's will. Mykizi also referred to the allocation of budget and staff and Safodien expressed that no strategies for the long-term sustainability of the project have been established in general. The city is facing a very difficult challenge in this regard.

The observers referred to strategies that have been established in terms of the long-term sustainability of the project. Low recommended that in spatial terms a better strategy would have been to allocate the budget to make public places and routes to continue and to build on these. The interventions shouldn't have been punctual and the city's staff members should be more educated with solid urban development theory. With genuine community participation the result would have been much better. The levels of problems the *black* people in communities are dealing with are of enormous scale and

prevent them from travelling far distances. The planners of the City of Cape Town are often too scared to go and consult these communities. Magagula agreed with Low that training of the community, as a strategy for the long-term sustainability of the project should have been established.

### 5.3.5 The Public Bathhouse (2000-2001)

The following project description is based on the project outline, description, the drawings and images of the firm Pete Louw Architects & Urban planners (2008).

|                                       |   |
|---------------------------------------|---|
| <b>Client:</b>                        | Urban Design Branch, Planning and Environment<br>Development Service, City of Cape Town               |
| <b>Urban Design and Architecture:</b> | Pete Louw Architects & Urban planners<br>In assoc. with Dekker & Els Architects and<br>Urban planners |
| <b>Quantity surveyors:</b>            | Narker and Associates   |
| <b>Engineering Consultant:</b>        | ICE group   |
| <b>Landscape architect:</b>           | OVP Associates  |
| <b>Contractor:</b>                    | Edel Construction   |
| <b>Project sum:</b>                   | R 3.000.000 (equivalent to 300.000 Euros)   |

#### Nature of the plan, aims and objectives

The project description is based on the City of Cape Town's report for the CIA and SAIA Merit Awards (2003). The Public Bathhouse project is part of the citywide DPP. Again, the aim of the programme has been the clustering of public space with transportation at significant focal points of the city of Cape Town in particular in impoverished Township areas. The Bathhouse, also called the Sine Bathhouse has been located 200 metres away to the South of where a lot of the clustering of several facilities, e.g., the Zolani centre with a clinic, a police station and the taxi rank of Nyanga Township has been located (Figure 63). The Public Bathhouse project has been included in the public space initiative of the DPP since the housing department agreed to adjust its budgeting in favour to construct this public facility. The bathhouse had to serve the hostels that are close by, as well as the informal settlements of the area. The intention has been to provide a sustainable facility and a public space for the community.

The facility aimed to satisfy the following two needs. First, the great need of the informal and hostel inhabitants to have a bathing and an ablution facility and second to create an open public space for gathering and other social activities.

Three design intentions have been followed. First, it aimed for the creation of a sense of place through a public space, defined by certain building materials and structures. Second, it has been intended to create a social facility by achieving a landmark and a footprint through the building. This should have been achieved through the creation of a sheltered space that accommodates playing, trading and other social activities. Third, the

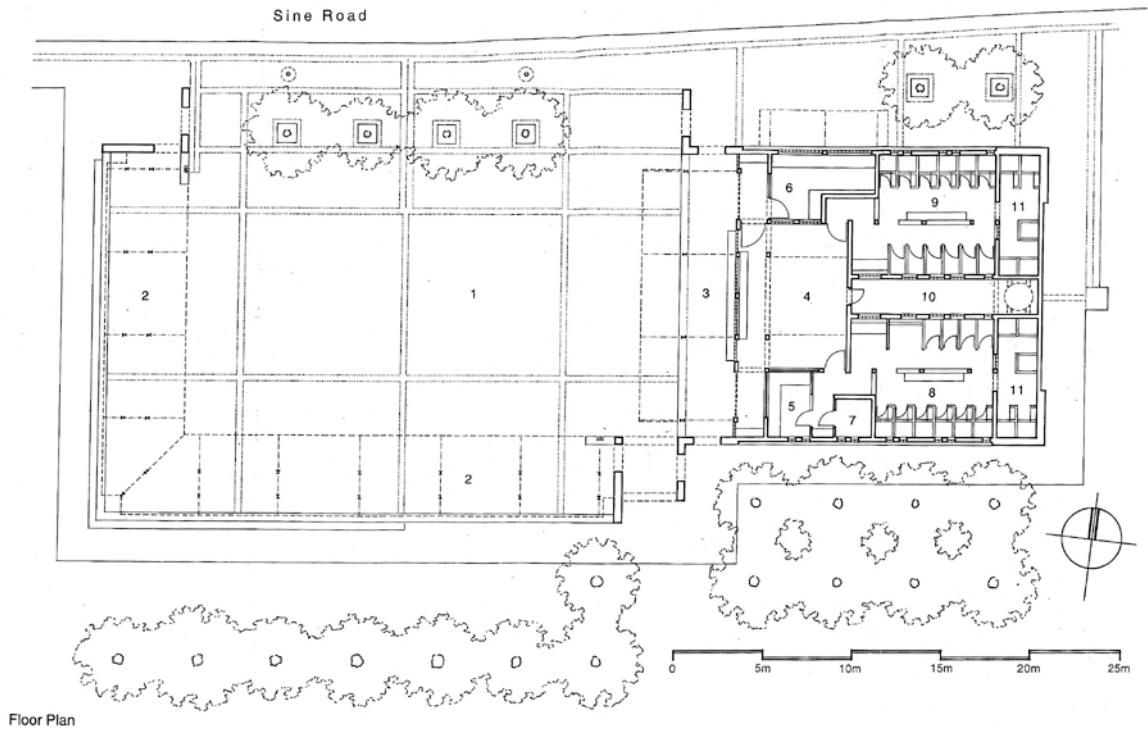
project aimed for the creation of a sense of permanence. Particularly in informal settlements permanence is an aspect that has been aimed for and seen as a seed plant for future investment.



Figure (63) Source: Cape Town's report for the CIA and SAIA Merit Awards (2003). The drawing shows the Public Bathhouse (South) in relation to the Zolani centre (North).

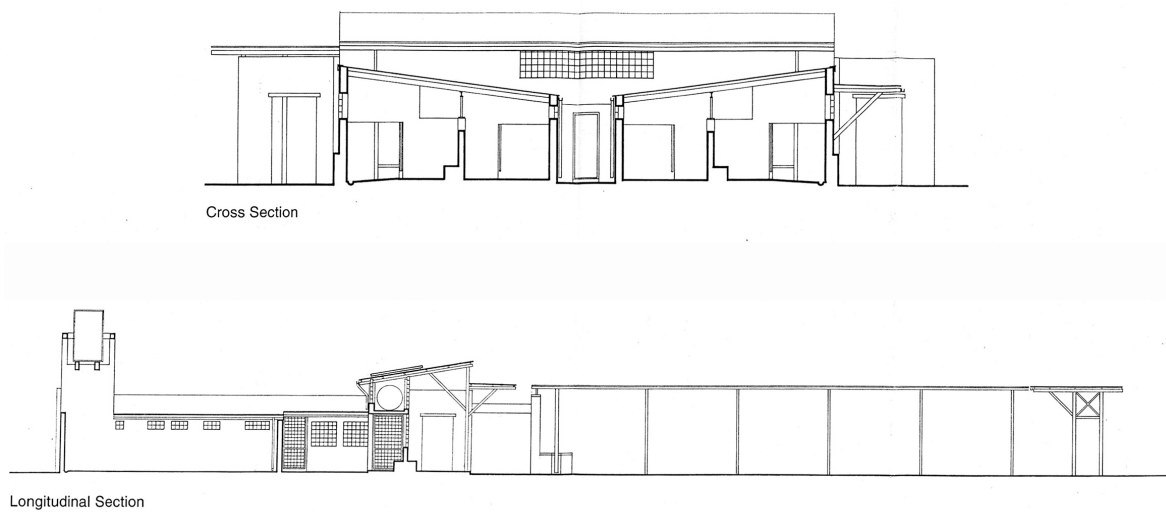
The facility introduced several features such as grey-water reuse and provided space for solar heating panels on the top of the roof. Internally, ablution and shower spaces have been introduced and it has been referred to an outside shower possibility within the bathhouse. Furthermore, a laundry facility and an office for maintenance have been provided. The space in front of the facility has been used as a soccer space for children and as a public gathering space.

The plan of the facility in figure (64) indicates the use of spaces annotated by numbers. (1) is the public space; centrally located (2) is the roofed walkway. (3) is the entrance and (4) is where an open courtyard has been located. (5) indicates the reception area and (6) the laundry. (7) to (11) indicate where the showers and toilets have been located.



Public Bathhouse at Sine Road, Nyanga  
City of Cape Town

Figure (64) Source: Cape Town’s report for the CIA and SAIA Merit Awards (2003). The drawing shows the floor plan of the Public Bathhouse in relation the use of the facility.



Public Bathhouse at Sine Road, Nyanga  
City of Cape Town

Figure (65) Source: Cape Town’s report for the CIA and SAIA Merit Awards (2003). The drawing shows the cross and longitude section of the Public Bathhouse.



Figure (66) Source: Cape Town's report for the CIA and SAIA Merit Awards (2003). Aerial photograph of the Public Bathhouse surrounded by informal shacks and formal housing before it became vandalised and destroyed.

At a site visit on the 15.02.2008 the author observed that the Public Bathhouse of figure (66) has been destroyed. The only indication of the facility has been the concrete foundation with the wholes for the ablution and shower facilities in it. The foundation, opposed to the sandy surrounding area offers a surface for informal shack dwellers. Today there is not a single brick left of the Public Bathhouse. Only the shack dwellers inhabit the leftovers (foundation) of the 3.000.000 Rand project. The reason for the demolition of the facility is identified in the analysis of the project. The three dimensional architectural model of figure (67) indicates of what the facility looked like.



Figure (67) Source: Photograph taken by author (04/03/2008). Image shows the architectural model of the Public Bathhouse in Nyanga Township.

### **Project analysis Sine Public Bathhouse**

The same method of analyses as in the projects before has been followed in order to generate the findings for this particular study case. Involved 'observed' interviewees have been Mr. Louw and Mrs. Southworth. Observing discussants have been Mr. Magagula and Mr. Mykizi.

#### **I. Culture – local practices:**

No statement inconsistency within the given information on the Zolani and its surrounding trading spaces project has been determined in the data on the following aspect:

- Cultural identity creation

#### **II. Community participation within the physical creation of space**

No statement inconsistency within the given information on the Zolani and its surrounding trading spaces project has been determined in the data on the following aspect:

- Community building

Louw stated that the impact of the internal community structure was beneficial for the process. It was mentioned that the community cleared the area of implementation voluntarily of the shacks. This was because the community had a specific need for a bathhouse. It was stated that the community has taken ownership of the project, took care of it and in Louw's point of view developed a sense of pride for it.

The observers Magagula and Mykizi shared the opinion that the internal structures have been beneficial for the process. Mykizi added that the organization of the community has been very time consuming.

No statement inconsistency within the given information on the Zolani and its surrounding trading spaces project has been determined in the data on the following aspects:

- Goals and objectives
- Strategic planning process
- Decision making
- Conflict resolution

### **Communication, consensus building and appropriate method selection**

Louw did not answer the question but therefore stated that the project and the planners were let down by the local government. The City of Cape Town council did not allow community members to run the bathhouse as a business, nor was adequate funding allocated to the project for its maintenance.

However, both observers shared the opinion that there is a strong relation between the applied participatory approach and the degree of use of the project after its completion. Mykizi felt the more the community has been involved the better the project is used and accepted after its completion.

### **III. Long- term sustainability – capacity of usage**

No statement inconsistency within the given information on the Zolani and its surrounding trading spaces project has been determined in the data on the following aspects:

- Budget allocation
- Site management
- Project construction
- Implementation
- Postoccupancy evaluation

#### **Long-term sustainability**

Louw stated that the bathhouse was extremely vandalized and had to be demolished. The building had been broken into and all the plumbing was stolen. The interviewee stated that the vandalism was driven by poverty, survival and by the individual's greed. According to Southworth, the Public Bathhouse project was not honoured, appreciated and accepted by the local community. The project was located in an informal settlement area, which



changed into formal housing. There was an internal conflict within two different departments of the City of Cape Town in regard to the responsibility of running and maintaining the project. The project ended up not being run by any department and became heavily vandalized by the local community. In the same time the surrounding informal structures converted into formal housing, which made the need of a public bathhouse unnecessary. It was suggested by the urban design branch to convert this project into a kindergarten, but the emotions because of the lack of maintenance became so high that one department decided to demolish the bathhouse completely. A three million Rand project has been one of the biggest failures of the integrated development approaches within the DPP of the City of Cape Town.

Even if the observers Magagula and Mykizi stated that the projects are generally honoured, appreciated and accepted by the community, Magagula also commented that vandalism of the Public Bathhouse was reasoned because of the local government's lack of maintenance for the project. This attracted criminal elements that vandalized the public facility heavily because nobody felt responsible and took care of it.

Southworth mentioned that the bathhouse approach reflected some of the people's ethnical, moral and aesthetical values. In this regard it was stated by the interviewee that in some of the DPP projects some fairly arrogant urban designers and planners were involved in the design. In the bathhouse project the appointed architect had the view of being right in terms of his design decisions over the will of the community. The result was the complete demolition of the project.

Observer Magagula commented that the approach reflected the value system of the planners of the City of Cape Town. Budget in this regard has become a means to control the outcome of the project over the will of the community.

Louw pointed out that there were no strategies established for the long-term sustainability of the bathhouse case. No department wanted to take on responsibility for the maintenance for the project.

Observer Mykizi commented that before the IDP came into place there was a spatial development framework by the City of Cape Town. Many community members were able to make their input. After the second time the ANC came into power the IDPs only repeated what the spatial framework suggested. Other officials came and repeated what was done before and that was extremely demoralising for the community. The major question was raised by the interviewee of what had happened to all this great effort and input given by the community? In general it was stated that firms should never do development without integrating the voice of the local community. Otherwise the

community is not taking ownership and in some cases, e.g., the Public Bathhouse the facility becomes vandalized and destroyed. In this particular case, the responsible planning firm presented the finalized plans and models to the community only without its genuine consultation.

## 5.4 Project evaluation

This section compares the different projects with each other according to the socio-economic dimension of this investigation. Consequently, this section relates to the interview questions that have been addressed in the thesis through direct involved participants and the passive observers, discussants, of the five selected project cases. The degree of success is categorized through green, yellow and red dots. The green dot stands for affirmative outcomes and utilized opportunities, the yellow dot for key challenges and constraints and the red dot for harmful outcomes and lost opportunities of the local government's integrated development approach IDP within the five selected project cases in Nyanga and Philippi Township.

The analysis has been based on three data pillars. The first one has been the discursive outcome of the interviews that have been conducted in relation to the project cases. The second one has been the information that was collected from the firms such as internal reports, business plans and minutes of the process and site meetings. These are attached in the 'Reference' part of the study under the category 'Sources of unpublished material'. The third source of information that has been incorporated has been the direct observations the author made during the many site visits between January and April 2008 in Nyanga and Philippi Township.

|   |  | Philippi Station | Philippi Grand Parade | Lansdowne Market Square | Zolani & trading facilities | Public Bathhouse |
|---|--|------------------|-----------------------|-------------------------|-----------------------------|------------------|
| <b>Culture, local practices - Cultural identity creation</b>                              |  |                  |                       |                         |                             |                  |
| Q 1   | Time/ Urban needs                              | ●                | ●                     | ●                       | ●                           | ●                |
| Q 2   | Project benefit/ Local practices               | ●                | ●                     | ●                       | ●                           | ●                |
| Q 3   | Urban structure/ Consideration                 | ●                | ●                     | ●                       | ●                           | ●                |
| Q 4   | Xhosa history/ Concern                         | ●                | ●                     | ●                       | ●                           | ●                |
| Q 5   | Cultural identity/ Existence                   | ●                | ●                     | ●                       | ●                           | ●                |
| Q 6   | Community member/ Treatment                    | ●                | ●                     | ●                       | ●                           | ●                |
| Q 7   | Community member/ Environment awareness        | ●                | ●                     | ●                       | ●                           | ●                |
| Q 8   | IDP evidence/ Local culture                    | ●                | ●                     | ●                       | ●                           | ●                |
| <b>Community participation within the physical creation of space - Community building</b> |  |                  |                       |                         |                             |                  |
| Q 9   | Participant involvement/ Timeframe             | ●                | ●                     | ●                       | ●                           | ●                |
| Q10   | Participant attendance/ Public meeting         | ●                | ●                     | ●                       | ●                           | ●                |
| Q11   | Participant viewpoints/ Debate                 | ●                | ●                     | ●                       | ●                           | ●                |
| Q12   | Women support/ Participation                   | ●                | ●                     | ●                       | ●                           | ●                |
| Q13   | Trust creation methods/ Participants           | ●                | ●                     | ●                       | ●                           | ●                |
| Q14   | Trust/ Community participants                  | ●                | ●                     | ●                       | ●                           | ●                |
| Q15   | Contact & acceptance/ <i>Black &amp; white</i> | ●                | ●                     | ●                       | ●                           | ●                |
| Q16   | Relation equal/ <i>Black &amp; white</i>       | ●                | ●                     | ●                       | ●                           | ●                |
| Q17   | Grass-roots/ Structures                        | ●                | ●                     | ●                       | ●                           | ●                |
| Q18   | Community structure/ Impact                    | ●                | ●                     | ●                       | ●                           | ●                |

|   |   | Philippi Station | Philippi Grand Parade | Lansdowne Market Square | Zolani & trading facilities | Public Bathhouse |
|---|---|------------------|-----------------------|-------------------------|-----------------------------|------------------|
| <b>- Responsibility for participation</b>                                   |   |                  |                       |                         |                             |                  |
| Q19   | Participation/ Community responsibility           | ●                | ●                     | ●                       | ●                           | ●                |
| Q20   | Local government control/ IDP projects            | ●                | ●                     | ●                       | ●                           | ●                |
| Q21   | Governmental, NGO/ Support                        | ●                | ●                     | ●                       | ●                           | ●                |
| Q22   | Community involvement/ Urban policy               | ●                | ●                     | ●                       | ●                           | ●                |
| <b>- Goals and objectives</b>   |   |                  |                       |                         |                             |                  |
| Q23   | Goals & objectives/ Achievement                   | ●                | ●                     | ●                       | ●                           | ●                |
| Q24   | Neighbourhood/ Improvement                        | ●                | ●                     | ●                       | ●                           | ●                |
| <b>- Strategic planning process</b>   |   |                  |                       |                         |                             |                  |
| Q25   | Human & environmental/ Management                 | ●                | ●                     | ●                       | ●                           | ●                |
| Q26   | Skill transfer/ Other communities                 | ●                | ●                     | ●                       | ●                           | ●                |
| <b>- Decision making</b>  |   |                  |                       |                         |                             |                  |
| Q27   | Urban needs expression/ Community individual      | ●                | ●                     | ●                       | ●                           | ●                |
| Q28   | Decision - making empowerment/ Community          | ●                | ●                     | ●                       | ●                           | ●                |
| Q29   | Skill & confidence/ Community                     | ●                | ●                     | ●                       | ●                           | ●                |
| Q30   | Xhosa language use/ Meetings                      | ●                | ●                     | ●                       | ●                           | ●                |
| Q31   | Sketches, drawings & working models/ Participants | ●                | ●                     | ●                       | ●                           | ●                |
| <b>- Conflict resolution</b>  |   |                  |                       |                         |                             |                  |
| Q32   | Conflict emergence & resolution                   | ●                | ●                     | ●                       | ●                           | ●                |
| <b>- Communication, consensus building and appropriate method selection</b> |   |                  |                       |                         |                             |                  |
| Q33   | Process explanation/ Participants                 | ●                | ●                     | ●                       | ●                           | ●                |

|  |   | Philippi Station | Philippi Grand Parade | Lansdowne Market Square | Zolani & trading facilities | Public Bathhouse |
|--|---|------------------|-----------------------|-------------------------|-----------------------------|------------------|
| <b>Continuation - Communication, consensus building and appropriate method selection</b> |   |                  |                       |                         |                             |                  |
| Q34  | Teamwork/<br>Encouragement                                  | ●                | ●                     | ●                       | ●                           | ●                |
| Q35  | Consensus/<br>Effective<br>argumentation                    | ●                | ●                     | ●                       | ●                           | ●                |
| Q36  | Relation<br>participatory<br>approach/<br>Project use       | ●                | ●                     | ●                       | ●                           | ●                |
| Q37  | Participatory<br>process/<br>Improvement                    | ●                | ●                     | ●                       | ●                           | ●                |
| <b>Long- term sustainability: Capacity of usage - Budget allocation</b>                  |   |                  |                       |                         |                             |                  |
| Q38  | Budget<br>allocation/<br>Project<br>execution               | ●                | ●                     | ●                       | ●                           | ●                |
| Q39  | Budget<br>allocation/<br>Project<br>maintenance             | ●                | ●                     | ●                       | ●                           | ●                |
| Q40  | Budget<br>alignment/ Set<br>priorities                      | ●                | ●                     | ●                       | ●                           | ●                |
| Q41  | Financial long-<br>term<br>sustainability/<br>Consideration | ●                | ●                     | ●                       | ●                           | ●                |
| <b>- Site management</b>   |   |                  |                       |                         |                             |                  |
| Q42  | Time<br>consideration/<br>Site analysis                     | ●                | ●                     | ●                       | ●                           | ●                |
| Q43  | Participant<br>commitment/<br>Project site<br>management    | ●                | ●                     | ●                       | ●                           | ●                |
| <b>- Project construction</b>  |   |                  |                       |                         |                             |                  |
| Q44  | Local skills,<br>crafts &<br>materials use                  | ●                | ●                     | ●                       | ●                           | ●                |
| Q45  | Training during<br>construction/<br>Community               | ●                | ●                     | ●                       | ●                           | ●                |
| Q46  | Construction<br>monitoring/<br>Local<br>government          | ●                | ●                     | ●                       | ●                           | ●                |
| <b>- Implementation</b>  |   |                  |                       |                         |                             |                  |
| Q47  | Effective<br>programme<br>design                            | ●                | ●                     | ●                       | ●                           | ●                |
| Q48  | Process & end-<br>product<br>inspiration/<br>Other areas    | ●                | ●                     | ●                       | ●                           | ●                |

|   |   | Philippi Station       | Philippi Grand Parade   | Lansdowne Market Square | Zolani & trading facilities | Public Bathhouse       |
|---|---|------------------------|-------------------------|-------------------------|-----------------------------|------------------------|
| <b>- Postoccupancy evaluation</b>   |   |                        |                         |                         |                             |                        |
| Q49   | Process & end-product evaluation/<br>Local government | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q50   | Employment opportunity creation                       | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q51   | Employment opportunities for <i>black</i> women       | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q52   | HIV-Aids facilities for counselling & treatment       | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q53   | Project distinction appreciation & acceptance         | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q54   | Place of belonging achievement/<br>Community          | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q55   | Improvement security situation/<br>Community          | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q56   | Ethnical, moral & aesthetical value refection         | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q57   | Cultural value system reflection                      | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q58   | Social capital formation/<br>Community                | ●                      | ●                       | ●                       | ●                           | ●                      |
| Q59   | Strategy establishment long-term sustainability       | ●                      | ●                       | ●                       | ●                           | ●                      |
| <b>Comparison of the local government's integrated development approach in the five selected project cases in Nyanga and Philippi</b> |   |                        |                         |                         |                             |                        |
| Final weighting of the results in numbers   |   | 28x ●<br>23x ●<br>8x ● | 16x ●<br>32x ●<br>11x ● | 2x ●<br>12x ●<br>45x ●  | 26x ●<br>29x ●<br>4x ●      | 3x ●<br>12x ●<br>44x ● |

Figure (68) Graphic by author: Evaluation of the project cases: Affirmative outcomes and utilized Opportunities (green dot), key challenges and constraints (yellow dot), harmful outcomes and lost opportunities (red dot).

The evaluation of the projects is based on the results of the analysis above. The project with the most affirmative outcomes and utilized opportunities has been the Philippi Station (28x green), followed by the Zolani centre (26x green) and its surrounding trading facilities, the Philippi Grand Parade (16x green), the Public Bathhouse (3 x green) and the Lansdowne Market Square (2 x green).

However, the project with the most key challenges and constraints has been the Philippi Grand Parade (32 x yellow), followed by the Zolani centre and its surrounding trading areas (29 x yellow), the Philippi Station (23 x yellow) and the Lansdowne Market Square as well as the Public Bathhouse (12 x yellow).

Finally, the project with the most harmful outcomes and lost opportunities has been the Lansdowne Market Square (45 x red), followed by the Public Bathhouse (44 x red), the Philippi Grand Parade (11 x red), the Philippi Station (8 x red) and the Zolani centre and its surrounding trading areas (4 x red).

Hence, the intention of the study has been to investigate the broader picture of the integrated development approach by local government between 1999 and 2001. Therefore, the five selected projects served to give answers in terms of which aspects of the local government approach need urgent improvement, which have to be investigated and discussed further and which have performed well.

Harmful outcomes and lost opportunities:

- Local culture consideration within the IDP (5 x red)
- Community involvement in the urban policy making (5 x red)
- Participant involvement in the making of sketches, drawings & working models (4 x red)
- Acknowledgment of the relation between the participatory approach and the project use after completion (3 x red)
- Budget allocation for the project's maintenance ( 5 x red)
- Consideration of the financial long-term sustainability of the project (5 x red)
- Effective programme design ( 3 x red)
- Process & end-product evaluation by local government (5 x red)
- HIV-Aids facilities for counselling & treatment (4 x red)
- Improvement of the security situation for the community (3 x red)
- Reflection of the cultural value system of the community through the project (3 x red)
- Strategy establishment for the long-term sustainability of the project ( 3 x red)



**Key challenges and constraints:**

- Consideration of the traditional urban structure ( 4 x yellow)
- Consideration of the Xhosa history ( 4 x yellow)
- Acknowledgment and consideration of the cultural identity ( 3 x yellow)
- Environment awareness creation amongst community members ( 3 x yellow)
- Trust creation methods amongst participants (3 x yellow)
- Trust insurance amongst community participants (3 x yellow)
- Relation equality between *blacks* & *whites* (3 x yellow)
- Support by any other governmental or non-governmental organization (5 x yellow)
- Achievement of the goals & objectives ( 3 x yellow)
- Improvement of the neighbourhood ( 3 x yellow)
- Human & environmental management (3 x yellow)
- Decision-making and community empowerment (3 x yellow)
- Conflict emergence and resolution (3 x yellow)
- Encouragement for teamwork (3 x yellow)
- Improvement of the participatory process (5 x yellow)
- Budget allocation and project execution (3 x yellow)
- Budget alignment and set priorities (5 x yellow)
- Participant commitment to manage the project site ( 3 x yellow)
- Construction monitoring by the local government (4 x yellow)
- Ethnical, moral & aesthetical value reflection (3 x yellow)

**Affirmative outcomes and utilized opportunities:**

- Respectful treatment of the community member (3 x green)
- Timeframe for participants involvement (3 x green)
- Public meeting attendance by participants ( 3 x green)
- Women encouragement to participate (3 x green)
- Acknowledgment of the existence of grass-root structures ( 4 x green)
- Impact of the existing community structure (4 x green)
- Skill transfer to other communities (3 x green)
- Urban needs expression of the community individual (3 x green)
- Skill & confidence gain for the community (3 x green)
- Use of Xhosa language use during meetings (3 x green)
- Process explanation to participants (3 x green)
- Time consideration for the site analysis (4 x green)
- Use of local skills, crafts & materials (3 x green)
- Training during construction for the community (3 x green)

The other arguments showed different experiences in terms of their various success or failure. This means that there was no common pattern identified. Some aspects of the socio-economic dimension of the integrated development approach are therefore characterised by a degree of randomness and inconsistency within the planning. Sometimes the project's neighbourhood also reasoned this variation as the integrated development approach has been locally produced within a specific socio-economic, political and spatial context. These aspects have been:

- Time consideration to address the community's urban needs (2 x green; 2 x red)
- Project benefit for the community's local practices (2 x green; 2 x red)
- Participant viewpoints that encouraged debate (2 x yellow; 2 x red)
- Participation aspects the community took on responsibility (2 x green; 2 x red)
- Benefit of the increased local government control over the project (2 x yellow; 2 x red)
- Consensus because of effective argumentation (2 x yellow; 2 x red)
- Process & end-product inspiration for other areas (2 x green; 2 x red)
- Employment opportunity creation (2 x green; 2 x red)
- Employment opportunity creation for *black* women (2 x green; 2 x red)
- Project distinction, appreciation and acceptance by the community (2 x yellow; 2 x red)
- Achievement of a place of belonging for the community (2 x yellow; 2 x red)
- Social capital formation within the community (2 x green; 2 x red)

Finally, there has been the case that the aspects have been evaluated as (2 x green; 2 x red) or as (2 x yellow; 2 x red). The first case (2 x green; 2 x red) indicates conflicting aspects that vary from project case to project case and give the impression of a generic planning inconsistency within the local government's integrated development approach. The case (2 x yellow; 2 x red) has to be seen as a key challenge and a harmful outcome and has to be rated as not successful.

### **5.5 Key challenges and constraints of the integrated development approach (IDP) for the observed and observing community**

At the last question the interviewees were asked very broadly on the political, spatial and social issues of the local government's integrated development approach (IDP). The following paragraph identifies the major issues that derived from the Philippi Station, the Philippi Grand Parade and the Lansdowne Market Square.

Perrin stated that the work relation between the architects and planners has not been very easy. Another challenge has been to translate the own architectural intention into built form under consideration of the community's input. In social terms the negativity towards integrated development approaches by some professionals has been an enormous problem and a vast barrier for successful development on the Cape Flats. Many of the professionals have mistrust in the community and hold the opinion that the projects become vandalized or destroyed anyway. Some of the city officials think that anyone on the Cape Flats and any public transport user is a criminal. Therefore the opinion occurred amongst the city officials that any spatial intervention on the Cape Flats has to be designed as solid as a jail structure.

Southworth on the other hand pointed out that the major problem of the DPP and its integrated development approach has never been formally evaluated today. This has occurred because the local government did not find it necessary to do so. In the meantime a change of thinking has been occurred. It was recognised that a study of this kind is extremely necessary for the identification of the success and failure of the local government's integrated approach. The interviewee stated that the biggest issue was of institutional nature. The DPP, initiated by the interviewee survived three complete different political powers and still does continue. On a micro level the projects sometimes become out of hand when they are initiated for political reasons e.g. local ward councillors try to get more votes. A major social issue has been and still remains that the majority of the designers are *white* and the communities are *coloured* or *black*. Another fact is that participants come from different cultural and social backgrounds. There is a large shortage of *black* urban designers in South Africa. In spatial terms on a micro level, integration has been understood as public space interventions that meant to be shared between different communities. Nowadays the trend goes towards sectorial integration, the clustering of public transport, social facilities and public spaces e.g., away from punctual interventions. The goal of sectorial integrated development planning is that different budgets for e.g. taxi rank, a crèche and a park or greenery intervention become drawn together in order to have an higher impact in terms of positive performing settlement making on the Cape Flats.

However, Robertson described the greatest challenge of integrated development planning is to come up with a strong strategic planning framework in terms of the identification of the implementation needs and the maintenance of the project after its completion. Aspects of management have to become discussed in an integrated manner in order to arrive at community ownership and the long-term sustainability of the project. Further it was pointed out that these pilot projects have been punctual interventions that did not have a vast impact on their immediate urban environments. A sectorial approach

would hold the potential to allocate funds in the upgrading of public space, housing, parks, etc. and therefore potentially have a greater influence on the creation of better positively performing environments.

Furthermore, for Ralarala the biggest issue is to deal with the huge influx of people to the city of Cape Town. This aspect is counterproductive to the subsidised housing supply of the local government. It also contributes to wipe out the existing community structures and therefore sometimes leads to fighting and unrest in the impoverished areas of Cape Town. The interviewee has been convinced that unemployment poverty and health issues, e.g. HIV-Aids, tuberculosis cases are on the decline.

In Fakir's point of view the biggest issues of the projects in social terms have been to take the ideas from the community into account during the planning phase. The project had a sound community structure. Moving the people from the impermanent to the permanent went well in spatial terms.

Nevertheless, Mzwamadoda pointed out that the professional has to sense how far the communities are in terms of their self-formation and self responsibility regarding the integrated development project. This has been identified as a very crucial aspect of the integrated approach and a major reason for its success or failure after the project's completion. A lot of effort has to be done in terms of building and establishing the sectors that are engaging with the communities on the Cape Flats. When the sectors are strong enough to take on responsibility for their issues one would have an active IDP. Closeness has to be created from line functioning departments to the particular sectors of the community in terms of collaborative working experiences in order to address a particular issue. Through that, the same goals and objectives between the community and the local government could be addressed. A lot of misunderstanding of the IDP within the city of Cape Town was recorded. Consciousness about each particular department's role has to be raised. The departments have to be aligned within the integrated development approach for a certain area and have to allocate budgets to specific projects. The IDP can only be effective if each department on the local level understands it and if the developmental issues of the city of Cape Town informed it. Collectivity needs to be acknowledged and the departments have to work together. The person on the lowest level has to understand the IDP and its individual ability and responsibility in terms of the improvement of the city.

Yet, for Dewar the biggest issues are the compartmentalised organization of the local authority. The nature of planning is not integrated yet. The project is dependent on the different attitudes of the departments that are affected by the project. No adequate budgets are allocated to these types of projects and this is the biggest issue for their planners. This aspect divides the different functions of the facility in a clustered way. To

call the approach an integrated one is simply not true. The department silos have to be broken down and move towards area based management. In other words, decentralized based management opposed to the centralized one. The MUNI-SDF of 1999 dealt with the issue of decentralization to guide planners, academics and local government officials. Everyone agreed that the decentralized management was a good concept to adopt but then the government in power changed and the plan fell flat. It never became statutorized. Certain ideas were adopted from it but the plan as a whole was never cohesively approved in the making of urban space. The political change on the five year basis is a vast problem. The institutional memory and cohesiveness does not exist. Every new government tries to undo of what the one before has done. There is a strong frustration amongst the community. People are unsatisfied because of the constant political change and the new institutional professionals. Promises of local government are not fulfilled because of this. The IDP should not be developed in the way that politicians force a certain direction. There should be continuity within the plan. The budget should come from the people that deal with the project on a day to day basis. The communication streams with the community should be much stronger to identify the people's priorities. These priorities go to the city, which has to put together the budget and the politicians sign the project off. Integrated development planning requires a project based approach and not a departmentally one. The IDP has not reshaped the budget yet. The budget would look much more different if it derived from the bottom up.

Even so Bobo pointed out that a major issue of the integrated approach has been the constant change in the administration, whenever there came a new political party into power. The constant change alone hindered the planners to achieve their goals. In Gauteng and KwaZulu Natal there has been much more consistency and achievement of set goals found than in the broader Cape Town area. This change created a lot of frustration amongst the community as many processes became interrupted and disturbed by a complete new and preconceived set of ideas of planners that came into power with the new elected political party.

According to Low, the IDP has not allocated a budget to build and form agencies that manage communities. The IDP was not politically thought through but rather is of superficial nature. It was suggested that future development should be integrated and interlinked with other socio-economic opportunities in the existing urban fabric. Therefore mapping has to take place in order to identify these socio-economic knots. In terms of economic opportunities, plans, politics, wealth and criminal offences there are differences that have to be identified. A problem has been that political processes were privatised in favour of some individual's own gain.

Furthermore, Magagula referred to political barriers and the constant change of political parties that negatively affected the continuity of the integrated development projects. Spatial barriers have been and still are the vast degree of influx that does put a lot of pressure on the city's spatial capacity and infrastructure. People from the Transkei think that they have great job opportunities in the Western Cape. Many of these people don't get employment opportunities because they don't have the skills; they don't get houses because they don't belong originally to the Western Cape. The author asked the question if the living conditions in the Eastern Cape are better or worse. The conditions in the Eastern Cape are much worse in terms of jobs. Many people expect the conditions in the Western Cape are much better. The reality in this regard is contrary to the expectations of the people that are in the search of work. Racial barriers amongst participants have been and are existent. A high level of expectation and very limited resources are conflicting issues. The distribution of economic power between *white*, *coloured* and *black* people has been unequal.

Isaacs pointed out that capacity is lacking internally at the local government level and externally in the community. Officials and the communities do not understand the IDP to date.

The following paragraph identifies the major issues that derived from the project the Zolani centre and its surrounding trading spaces and the Public Bathhouse case.

Louw stated that the local government has been a major issue in the project. The management of the project after its completion was simply not existent. It was suggested by the interviewee that a management structure for the project after its completion should be established upfront. It was pointed out that this is not the designer's responsibility but the one of the client, which has been the city of Cape Town. Moreover, Louw mentioned that there was competition amongst councillors of different areas recorded. It was mentioned that this couldn't have been avoided amongst participants.

However, Daniels referred to the major barrier, which is to date the silo mentality of the different departments of the local government. Responsibilities were often passed onto other departments. There is a great negativity amongst people in terms of the integrated planning approach and a high level of unwillingness to work beyond the own duty. Many people are working within the limitations of their departments and it is often felt that the lack in taking on responsibilities is not beneficial to contribute to help humanity in general and particularly on the Cape Flats. Furthermore, Daniels referred to strong political barriers amongst participants belonging to different political parties as the ANC and the PAC. In this regard it was felt that this aspect is very difficult to recognize and has often been picked up only when the participatory process has been completed already. It

was stated that there is a high level of abuse going on to benefit certain individuals to the disadvantage of others, especially in terms of trading.

Similar as others before, Jacko stated that the IDP should not be related to any political party or programme. The IDP's purpose is to manage and to develop communities. It must not be politically influenced. The IDP must be administratively – not politically - driven to achieve its aims and objectives. In terms of engagements with the communities, political structures should stay out of the process. The problem of the current political engagement with the community is, that it does not contribute to a genuine interaction with its members to become a community driven process. It was stated being a challenge to avoid political interference and the domination of some individual's interests in the integrated development process with the community. The aim of genuine integrated development planning is to achieve the understanding that the process is entirely community driven and not driven by dominating political interests. Moreover, Jacko mentioned the issue of the use of the project after its completion by the members of different political parties. It was clarified upfront that the facility would serve for the activities of the community only and not for the ones of different parties. ANC and PAC members have been identified as being dominant in the area. Therefore, any kind of competition in this regard has been eliminated upfront.

According to Smuts, the biggest issue is that people who have been trained previously in *white* universities think, that they can impose their urban models, which are mostly generated though European or Western urban design principles, onto communities. It was pointed out emphatically that the planners have to start listening to the people of the communities and their urban needs. The local government does not understand participation and rather presents their design approach to the people in contrast to generating it in collaboration with them. Furthermore, the local government does not understand the socio-economic context of these areas and therefore fails to address the community's urban needs. Furthermore, for Smuts the major existing social and political barriers amongst participants have been that the councillor who was very powerful and active during the process was shot dead for political reasons. The interviewee mentioned that political friction is a major issue when it comes to integrated development planning. A whole facility named Othango Centre, planned by Smuts, was destroyed because it belonged to PAC members in a community where the majority consisted of ANC members. In the development of the Zolani centre for example the local councillor does not allow anyone to talk politics for this particular reason.

On the other hand, Mykizi also referred to political issues and stated similar to Smuts that the major social and political barriers amongst participants are their ANC, PAC and ASAPO party affiliations. Generally, this causes a lot of tension. The interviewee does

not allow that politics are talked during developmental meetings. Development issues are of social nature and not the place for any political interference.

Finally, Safodien identified as major issues that the long-term sustainability of the projects have not been solved by the city of Cape Town. The City waits until these fall in disrepair and become 'new' projects because of their lack of maintenance. On a daily basis one sees the vast maintenance problems of the City's public facilities. In the early 1980's the City wanted to set up a maintenance policy, which fell down. At the moment any department involved in the City is taking on responsibility for their own facilities. An annual maintenance budget for any buildings is needed. The City is not acknowledging and does not have the skill to recognize the international budget percentage figures for the maintenance of its own projects. This has been identified as one of the major challenges for any development in the city of Cape Town and in many other parts of South Africa.

## **5.6 Community-perceived integrated development planning (IDP) & outcome**

Lefebvre describes spatial practice in a neo-capitalist society as a close relation between perceived space, the daily reality or daily routine, and the urban reality, the routes and networks for living working and playing. Furthermore, Lefebvre stated that "...the specific spatial competence and the performance of every society member can only be evaluated empirically (1991:38)." In this regard, Mautner (2000:166) defines a method as being empirical if it derived out of sense-experience, which is in this regard the one of the community member who lives, works, plays and uses the five investigated project cases of Nyanga and Philippi Township.

The questionnaire has been conducted in the immediate neighbourhood of the five selected project cases and 129 informants replied to it. Any question is answered in the following paragraph through the statistically evaluated histograms, which are attached in Appendix 1. The following sentence after each paragraph and each question gives a discreet statistical weighting of the answers that were given by the overall number of respondents. It is significant that especially the answer *sometimes applies* has been the dominant one given. The author treated this term as a neutral, non explicit response and concentrated on the answers that made a statement on the question, represented through the other four terms, *fully applies*, *applies*, *hardly applies*, *never applies*.



## Questionnaire outcome

### Section 1: Demographic data – personal information

Of the overall number of 129 questionnaire respondents, the majority has been females (51%) and the other informants have been males (49%).

The majority of informants (87%) have been *black* South Africans, followed by *black* non-South Africans (6%), *white* South Africans (3%) and *coloured* South Africans (2%) as well as Indians (2%). Particularly the aspect of race has been very important for the author as it was aimed to gather predominantly the opinion of the *black* community of Nyanga and Philippi, the users of the five selected project cases.

The dominant age group of the informants has been categorized as 30-34 (21%) and 25-29 (21%) year olds. These have been followed by 50-59 (15%) and by 40-49 (14%) year ones. The number of informants with the age group of 20-24 (11%) has been followed by 35-39 (9%) years olds. The lowest number of respondents has been the one of the 20 years old (3%) and the rest of the informants (2%) did not respond to the question.

Apparently the majority (31%) of the informants have been traders, followed by the ones that have been unemployed (29%). Some (15%) declared themselves as being community members without a job, which adds up to an overall number of (44%) unemployed informants. The rest of the respondents have been owners of a hair salon, were draftsmen, community leaders, gardeners and other professionals (2-5%). Therefore, the majority of the informants at a closer look have been unemployed.

The vast majority of informants did not work for any organization (55%), followed by the ones who stated being active for a community organization (17%). Academics or the self-employed (10%) have been informants and members of a governmental organization (8%) and the rest of the informants (7%) have been either part of a street committee, NGO or a builder firm *etc.*

The majority of the respondents (55%) have been inhabitants of Philippi Township, followed by those of Nyanga Township (32%). Cape Town residents (9%) that obviously have been visitors in the area were interrogated. Others (2%) declared that they are living on the Cape Flats and a marginal number (2%) did not respond.

The majority (81%) of the overall number of respondents has not been actively involved in integrated development projects. Some (17%) have been active in these types of projects and a marginal number (2%) did not respond. The questionnaire represents therefore a solid number of Nyanga and Philippi community-perceived integrated development planning (IDP) provided by the local government.

The mass (86%) of the informants have never been actively involved in integrated development projects (IDP) by local government. Some (8%) have been involved less

than 2 years, a marginal number (2%) over 10 and 2-4 years and some (1%) over 10 and 5-9 years.

Most of the respondents (89%) stated that they hold basic experience in the field of integrated development planning (IDP). Some (7%) felt adequately experienced, a lower number (3%) stated being experienced and others (1%) felt to be very experienced. The category basic experienced has been the lowest one as the author aimed to test the ability to receipt, and the maturity to report by each respondent in terms of integrated development planning (IDP) done by local government.

The previous statement generated the outcome that the mass of informants (86%) had never been involved, whereby others (5%) pointed out that they have been occasionally involved, some other (4%) have been involved on a weekly basis and others have been involved to equal parts on a daily (2%) and monthly (2%) basis.

The bulk (89%) of the informants stated that they have not interacted with other development organizations, others (9%) answered that they did interact with 1-4 organizations, a marginal number (2%) mentioned the interaction with more than 8 organizations and the rest (1%) did not respond.

None of the informants have ever been involved in the five selected project cases. Therefore, this questionnaire analysis represents the perceived spatial implications of randomly selected members of the Nyanga and Philippi community. The author on the one hand aimed to find out if a so called semi- or non-skilled community member in terms of integrated development planning (IDP) is mature enough to evaluate the local government's approach. On the other hand it was aimed to receive a very low bias within the data. The author believed that the less involvement is found amongst the community in the five selected project cases the better it would be for the outcome and accuracy of the data on, and around the perceived five DPP cases in Nyanga and Philippi Township.

The questionnaire reached a number of 129 community members and therefore represents the community profile in terms of e.g. age, profession and integrated development experience. As the choice of the informants has been random it stands for an extract of the Nyanga and Philippi community in accordance to the political and spatial dimension of the integrated development approach by Cape Town's local government. The socio-economic dimension has been addressed through directly involved participants within the five selected project cases. In order to generate a weighting of the data on the one hand the respondent rate 'fully applies' and 'applies' were added up and weighted as positive responses. On the other hand 'hardly applies' and 'never applies' have been added up as well and were weighted as negative responses. In order whether positive, agreement, or negative, disagreement amongst the overall number of respondents

emerged, the results have been measured against each other. There has been a very high response rate in terms of the questionnaire's single statements. Furthermore, there has been a marginal data difference identified within the histograms attached in Appendix 1, which varies with the description in the text to a marginal degree (1%-3%). The author rounded up the results that an absolute number of 100% has been achieved in the analysis of the graphical results.

## **Section 2: Political dimension**

This section represents the political dimension and its *soft* performance indicators of Cape Town's local government integrated development approach in Nyanga and Philippi Township.

The bulk (47%) of the informants stated that their local government sometimes monitors the environmental impact of policies and its development approach along the Ingulube Drive (IDP). Consequently, the majority (28%) of the informants disagreed with the statement, whereas the others (25%) agreed to it.

It sometimes applies for the bulk of informants (37%) that local government does provide adequate shelter for the local community. Hence, the majority (32%) agreed and the others (29%) disagreed with the statement.

For most of the informants (44%) it sometimes applies that the local government does improve human settlement management. Some (36%) agreed and the others (19%) disagreed.

The majority of the informants (50%) agreed that local government does provide environmental infrastructure as water, sanitation, drainage and waste management. Followed by informants (27%) the statement sometimes applied, whereby the others (22%) disagreed.

The bulk (40%) of the informants agreed that the local government does advance sustainable energy and transport. For the other informants (29%) it sometimes applies, whereby 28% disagreed.

For many informants (42%) it sometimes applies that the local government does promote sustainable construction industry activities. The majority (31%) disagreed, whereas the others (26%) agreed.

It sometimes applies for most of the informants (39%) that local government does develop human resources and builds capacity. Hence, the majority (31%) of the informants agreed with the statement, the others (26%) disagreed.

Moreover, (30%) shared the opinion that it sometimes applies that local government does review economic, sectorial and environmental policies, strategies and plans. Still, the majority of the informants (35%) disagreed and the others (33%) agreed.

It sometimes applies for informants (36%) that the local government does strengthen the institutional structures to allow all levels for decision-making. The majority (32%) disagreed and the others (29%) agreed.

For many informants (43%) it sometimes applies that the local government does consider the local community's values, traditional knowledge and practices. Consequently, the majority (30%) agreed, whereby the others (26%) disagreed.

Furthermore, for many observers (36%) it sometimes applies that the local government does recognize the study area as generator of economic development, social, cultural and spiritual advancement. However, the bulk of informants (33%) agreed and the other grouping (29%) disagreed.

In this regard for many informants (45%) it sometimes applies that the local government does make use of local talents and skills. The majority (28%) agreed and the other group (27%) disagreed.

It sometimes applies for the recipients (39%) that local government does train councillors, traditional leaders and members of the community with capacity building interventions. Furthermore, the majority (32%) agreed and the smaller number (27%) disagreed with the statement.

For the informants (37%) it sometimes applies that the local government does monitor the participation methods with respect to the medium, choice of language and its technical terms. The number of agreements and disagreements (31%) has been equal in this regard.

Similar as in the statement before, it applies for most of the informants (37%) that local government does ensure the participation by local communities in all phases of the project cycle process. The most observers (33%) agreed and the other group (28%) disagreed with the statement.

For a clear majority of the informants (45%) it sometimes applies that the local government does establish representative structures during the formulation process of the IDP for interaction between government, private sector and civil society. Further, the majority (29%) agreed and the minority of informants (25%) disagreed.

It sometimes applies for the mainstream of observers (35%) that the local government does clarify the powers and responsibilities within the participatory process. Moreover, a number of informants (34%) agreed and the others (27%) disagreed.

The bulk of informants (38%) shared the opinion that local government does align provincial and local priorities and budgets. There has been no clarity within this statement's response as the number of agreements and disagreements (31%) has been equal in this regard.

For the majority of the informants (38%) it sometimes applies that the local government does ensure that people take on responsibility and ownership for what has been planned. Moreover, some (31%) of the informants disagreed and the others (29%) agreed.

For many of the informants (44%) the statement that local government does encourage inter-governmental interaction and promotes good governance sometimes applies. Thus, a marginal majority (27%) agreed and the rest (26%) disagreed.

A group of informants (36%) committed that it sometimes applies that local government does set up priorities for the development for the metropolitan area of Cape Town to achieve more equity. Others (35%) agreed and the rest (27%) disagreed.

Many observers (42%) pointed out that it sometimes applies that the local government does promote non-racialism and non-sexism in the integrated development process (IDP). Further (31%) agreed and others (25%) disagreed.

This section represents the *hard* performance indicators of Cape Town's local government integrated development approach in Nyanga and Philippi Township.

Most of the informants (35%) stated that it sometimes applies that the local government does adopt human settlement policies and prepares spatial plans. Some (32%) agreed and the rest (30%) disagreed.

Moreover, for many informants (36%) the statement that local government does spatially support the creation of employment opportunities and the upgrade of the poor's degraded environment sometimes applies. Others (30%) agreed and the rest (29%) disagreed.

Similar to the response rate before, for the majority of informants (36%) it sometimes applies that the local government does address poverty, homelessness, unemployment, lack of basic services and the exclusion of women and marginalized groups. Some (32%) agreed and the other (30%) disagreed.

For the majority of the informants (31%) the statement that local government does adopt policies for squatter settlements upgrade sometimes applies. The observers (34%) agreed and the others (29%) disagreed.

Many informants (36%) commented that it sometimes applies that the local government does promote sustainable building materials for the construction of adequate low-cost housing. Others (33%) agreed and the rest (28%) disagreed with the statement.

The greatest number of observers (43%) mentioned that it sometimes applies that local government does invest in public facilities rather than in individual housing. Furthermore, the most (28%) agreed and the others (24%) disagreed.

Many informants (46%) shared the opinion that it sometimes applies that the local government does create focal points for the formal and informal market for income generation. The majority (30%) agreed and the others (21%) disagreed.

It sometimes applies for the informants (38%) that the local government does provide adequate open spaces for recreational purposes. A number of observers agreed (31%) and others (26%) disagreed.

Many informants (43%) pointed out that it sometimes applies that the local government does accept that normative planning approaches are not suitable for the high demands of integrated development planning (IDP). The majority (30%) agreed and the minority of informants (23%) disagreed.

For some informants (37%) the statement that local government does provide adequate public facility for health and education sometimes applies. Others (31%) agreed and the rest (29%) disagreed.

It sometimes applies for the observers (39%) that the local government does integrate the social, institutional and physical aspects within integrated development planning (IDP). Furthermore, some (30%) agreed and the others (29%) disagreed.

The greatest number of informants (38%) committed that it sometimes applies that the local government does create employment opportunities in close proximity. The majority (30%) agreed and the rest (28%) disagreed with the statement.

For most of the informants (42%) the statement that local government does optimise the use of existing resources, infrastructure, road transportation and social facilities sometimes applies. The others (33%) agreed and the rest (23%) disagreed.

The greatest number of observers (40%) mentioned that it sometimes applies that the local government does reflect the municipal council's vision of the most critical development and internal transformation needs. Some (31%) agreed and the others (26%) disagreed.

It sometimes applies for the mainstream of observers (40%) that the local government does identify the communities who have not adequate access to basic municipal services. The majority (31%) agreed and the minority of informants (25%) disagreed with the statement.

Many informants (38%) shared the opinion that it sometimes applies that the local government does provide a spatial development framework for the city's impoverished areas. Many (31%) disagreed and others (27%) agreed.

It sometimes applies for the bulk of informants (40%) that local government does review its IDP annually and assesses its predefined performance measurements. There has been no clarity within this statement's response as the number of agreements and disagreements (29%) has been equal in this regard.

Many informants (38%) pointed out that it sometimes applies that local government does promote openness, accountability and transparency within the integrated development process (IDP). Many others (32%) agreed and the rest (27%) disagreed.

For many of the informants (40%) the statement that local government does follow a clear direction and purpose within integrated development planning (IDP) sometimes applies. The majority (33%) disagreed and the minority of observers (26%) agreed with the statement.

The greatest number of informants (45%) stated that it sometimes applies that local government does support the poor's informal social and cultural responses to help themselves. Many (29%) disagreed and others (25%) agreed with the statement.

Of the overall number of 42 statements of the political dimension in accordance to the integrated development approach (IDP), 129 respondents agreed with thirty statements, disagreed with nine and answered three neutrally within the overall statement cases. It has to be remarked that the results have been very narrow in some statement cases. Therefore, the results have to be treated cautiously and as an indication of weighting of the local government's integrated development approach only.

The urgent need for the improvement and clarification of the local government's integrated development approach (IDP) embedded in the political dimension in the view of the observing Nyanga and Philippi community is:

### **Harmful outcomes and lost opportunities**

- Monitoring of the environmental impact of policies and its development approach along the Ingulube Drive (IDP)
- Promotion of sustainable construction industry activities
- Reviewing of economic, sectorial and environmental policies, strategies and plans
- Strengthening of the institutional structures to allow all levels for decision-making
- Creation of employment opportunities in close proximity for the poor
- Ensuring that people take on responsibility and ownership for what has been planned
- Provision of a spatial development framework for the city's impoverished areas
- Following of a clear direction and purpose within integrated development (IDP)
- Support of the poor's informal social and cultural responses to help themselves

### **Key challenges and constraints**

- Monitoring of the participation methods with respect to the medium, choice of language and its technical terms
- Alignment of provincial and local priorities and budgets
- Annual review of the IDP and the assessment of its predefined performance measurements

The community felt that the following aspects are sometimes successful within the local government's integrated development approach. This varied amongst the different project cases and can be weighted as positive performing and experimental aspects that have emerged since the implementation of the five selected project cases.

### **Affirmative outcomes and utilized opportunities**

- Provision of adequate shelter for the local community
- Improvement of human settlement management
- Provision of environmental infrastructure as water, sanitation, drainage and waste
- Advancement of sustainable energy and transport
- Development of human resources and capacity building
- Consideration of the local community's values, traditional knowledge and practices
- Recognition of the study area as a generator for economic development, social, cultural and spiritual advancement
- Use making of local talents and skills
- Training of councillors, traditional leaders and members of the community with capacity building interventions
- Certification of the participation by local communities in all phases of the project cycle process
- Establishment of representative structures during the formulation process of the IDP for the interaction between government, private sector and civil society
- Clarification of the powers and responsibilities within the participatory process
- Encouragement of inter-governmental interaction and the promotion of good governance
- Set up priorities for the development for the metropolitan area of Cape Town to achieve more equity
- Promotion of non-racialism and non-sexism in the integrated development process (IDP)
- Adoption of human settlement policies and the preparation of spatial plans.



- Support of the creation of employment opportunities and the upgrade of the poor's degraded environment
- Addressing of poverty, homelessness, unemployment, lack of basic services and the exclusion of women and marginalized groups
- Adoption of policies for squatter settlement upgrade
- Promotion of sustainable building materials for the construction of adequate low-cost housing
- Investment in public facilities rather than in individual housing
- Creation of focal points for the formal and informal market for income generation
- Provision of adequate open spaces for recreational purposes
- Acceptance of normative planning approaches as unsuitable for the high demands of integrated development planning (IDP)
- Provision of adequate public facilities for health and education
- Integration of the social, institutional and physical aspects within integrated development planning (IDP)
- Optimisation of the use of existing resources, infrastructure, road transportation and social facilities
- Reflection of the municipal council's vision of the most critical development and internal transformation needs
- Identification of the communities who have not adequate access to basic municipal services
- Promotion of openness, accountability and transparency within the integrated development process (IDP)

### **Section 3: Spatial dimension**

This section indicates the different involvement stages of the local government's responsibility in regard to the spatial dimension of genuine integrated development planning (IDP). The theoretical body complies with the one that was applied at the paragraph of the political dimension. The following section represents the *soft* performance indicators of Cape Town's local government integrated development approach in Nyanga and Philippi Township.

It sometimes applies for the observers (41%) that local government does create a place of dignity that is honoured and appreciated by the local community. Some (29%) agreed and others disagreed with the statement.

For the majority of informants (38%) the statement that local government does provide public facilities that are accepted, well maintained and looked after by the

community sometimes applies. The majority (33%) agreed and the minority of informants (27%) disagreed.

It sometimes applies for the mainstream of observers (43%) that the local government does provide sustainable transport that is accessible, including people with disabilities. Many (30%) agreed and the rest (27%) disagreed.

The most of the informants (42%) stated that it sometimes applies that the local government does provide community facilities that offer training and educational programmes. Some (32%) agreed and others (25%) disagreed.

It sometimes applies for the mainstream of observers (40%) that the local government does establish integrated development projects that reflect the spiritual, historical, material, intellectual and cultural characteristics of the community. The majority (31%) disagreed and the rest (27%) agreed with the statement.

Moreover, for many informants (38%) the statement that local government does apply the same policies for communities with different cultural characteristics, urban needs and cultural tradition sometimes applies. Many (31%) agreed and the others (30%) disagreed with the statement.

For the informants (45%) the statement that local government does strengthen the existing places that are already established sometimes applies. The majority of respondents (29%) agreed and the rest (24%) disagreed.

The most of the informants (35%) stated that it sometimes applies that local government does believe that integrated development planning (IDP) improves the social infrastructure through job creation and income generation. The majority (33%) agreed and the other group (29%) disagreed.

For the most of the informants (41%) it sometimes applies that the local government does provide projects that are the product of the majority of the people. On the one hand some (33%) agreed and on the other hand the rest (32%) disagreed.

Moreover, for many informants (40%) the statement that local government does plan in a holistic manner sometimes applies. Many (31%) agreed and the others (29%) disagreed.

The greatest number of informants (44%) stated that it sometimes applies that local government does encourage social contact amongst the community of Nyanga and Philippi. One group (32%) agreed and the other (21%) disagreed with the statement.

For the majority of the informants (44%) the statement that local government does endorse opportunities for small business creation sometimes applies. Therefore, the majority (29%) agreed and the rest (24%) disagreed.

This section represents the *hard* performance indicators of Cape Town's local government integrated development approach in Nyanga and Philippi Township.

For the majority of the informants (38%) the statement that local government does spatially discourage unsustainable urban sprawl sometimes applies. On the one hand some (34%) agreed and the others (30%) disagreed.

Many informants (48%) stated that it sometimes applies that the local government does spatially integrate the former Apartheid 'buffer zones'. The most of the observers (28%) disagreed and the others (23%) agreed.

Moreover, for many informants (47%) the statement that the local government does provide efficient and viable public transport systems sometimes applies. Many (29%) agreed and the rest (23%) disagreed.

For many informants (40%) the statement that the local government does enrich the quality of the spatial environment through maintenance programmes after the project's completion sometimes applies. Some (32%) disagreed and the others (26%) agreed with the statement.

The most of the informants (43%) expressed that it sometimes applies that local government does provide facilities for Aids orphans, livestock and cultural practices as initiation sites. There has been no clarity within this statement's response as the number of agreements and disagreements (28%) has been equal in this regard.

Moreover, similar as in the statement before, for the majority of informants (43%) it sometimes applied that the local government does promote equity opposed to increasing inequality. Many (28%) disagreed and the others (27%) agreed.

For of the most of informants (50%) the statement that local government does operate urban planning in a sustainable manner sometimes applies. Therefore, there has been no clarity within this statement's response as the number of agreements and disagreements (24%) has been equal amongst the observers.

Many informants (45%) stated that it sometimes applies that the local government does endorse emergency and utility services. Many (30%) agreed and the rest (23%) disagreed with the statement.

It sometimes applies for the mainstream of observers (43%) that local government does provide fair access to the benefits of urban society and capacity building programmes (IDP). The majority (32%) agreed and the rest (23%) disagreed with the statement.

Moreover, for many informants (45%) the statement that the local government does account the urban needs and abilities of future generations sometimes apply. Further, some (25%) disagreed and others (24%) agreed.

For of the informants (39%) the statement that local government does promote urban development that reflects the cultural diversity of the community of Nyanga and Philippi sometimes applies. A slight majority (30%) agreed in comparison to the rest (29%) who disagreed.

Furthermore, the most of the informants (41%) expressed that it sometimes applies that local government does support the growth of the informal sector by implementing programmes. There has been no clarity within this statement's response as the number of agreements and disagreements (29%) has been equal in this regard.

The most of the informants (40%) expressed that it sometimes applies that the local government does manage the urban population growth and the enormous urban needs of self-formed communities adequately. For 22% it applies, also 22% felt that it hardly applies, 7% had the opinion that this never applies, another 7% stated that it fully applies and 2% did not respond. Thus, the answers of the informants have been equal.

For 42% of the informants the statement that local government does endorse early child facilities sometimes applies. Therefore, there has been no clarity within this statement's response as the number of agreements and disagreements (28%) has been equal amongst the observers.

It sometimes applies for the mainstream of observers (40%) that local government does establish mechanisms to prevent the vulnerability of informal settlements to fire. The majority (32%) agreed and the rest (28%) disagreed.

The most of the informants (45%) pointed out that it sometimes applies that local government does provide adequate road infrastructure and its maintenance. The majority of respondents (33%) agreed and the others (20%) disagreed.

For the most of informants (40%) the statement that local government does plan public transport on the basic principles of the applied MUNI-SDF sometimes applies. Some (30%) agreed and the others (28%) disagreed in this regard.

It sometimes applies for the mainstream of observers (48%) that local government does apply a notional system of transportation interchange points. The majority (28%) agreed and the rest (23%) disagreed with the statement.

Moreover, for many informants (44%) the statement that local government does consider public space as the generator for the creation of positive environments sometimes applies. Many respondents (31%) agreed and the others (22%) disagreed.

Many informants (47%) stated that it sometimes applies that local government does believe that the clustering of facilities increases the level of utilization. Many respondents (28%) agreed and the others (25%) disagreed with the statement.

For the greatest number of informants (43%) it sometimes applies that local government does provide trading facilities around interchange points to generate income

opportunities for the community. The majority (30%) agreed and the rest (26%) disagreed with the statement.

Furthermore, for the greatest number of informants (41%) expressed that it sometimes applies that local government does provide housing for the areas around urban nodes by renewal programmes. The majority of informants (30%) agreed and the others (27%) disagreed with the statement.

Finally, for many informants (39%) the statement that local government does endorse the creation of green space in form of multi-purpose parks, formal sport activities and places of cultural ceremonies sometimes applies. The mainstream (32%) agreed and the minority of informants (28%) disagreed with the statement.

Of the overall number of 35 statements of the spatial dimension in accordance to the integrated development approach (IDP) the 129 respondents agreed with twenty-five, disagreed with five and another five have had a neutral outcome within the statement cases. Again it has to be pointed that the results have been narrow in some statement cases. Therefore, these have to be treated cautiously and as an indication of weighting for the local government's integrated development approach only.

The urgent need for the improvement and clarification of the local government's integrated development approach (IDP) embedded in the spatial dimension in the view of the observing Nyanga and Philippi community is:

### **Harmful outcomes and lost opportunities**

- Establishment of integrated development projects that reflect the spiritual, historical, material, intellectual and cultural characteristics of the community
- Spatially integration of the former Apartheid 'buffer zones'
- Enrichment of the quality of the spatial environment through maintenance programmes after the project's completion
- Promotion of equity opposed to increasing inequality
- Accountancy of the urban needs and abilities of future generations

### **Key challenges and constraints**

- Provision of facilities for Aids orphans, livestock and cultural practices
- Operation of urban planning in a sustainable manner
- Support of the growth of the informal sector by implementing programmes
- Adequate management of the urban population growth and the enormous urban needs of self-formed communities

- Endorsement of early child facilities

The community felt that the following aspects are sometimes fulfilled by the local government. This varies from project to project and can be weighted as positive performing and experimental aspects that have been emerged since the implementation of the five selected project cases.

### **Affirmative outcomes and utilized opportunities**

- Creation of a place of dignity that is honoured and appreciated by the local community
- Provision of public facilities that are accepted, well maintained and looked after by the community
- Provision of sustainable transport that is accessible and considers people with disabilities
- Provision of community facilities that offer training and educational programmes
- Application of the same policies for communities with different cultural characteristics, urban needs and cultural tradition
- Strengthening the existing places that are already established
- Believe that integrated development planning (IDP) improves the social infrastructure through job creation and income generation
- Provision of projects that are the product of the majority of the people
- Planning occurs in a holistic manner
- Encouragement of social contact amongst the community of Nyanga and Philippi
- Endorsement of opportunities for small business creation
- Spatially discourage unsustainable urban sprawl
- Provision of efficient and viable public transport systems
- Endorsement of emergency and utility services
- Provision of fair access to the benefits of urban society and capacity building programmes
- Promotion of urban development that reflects the cultural diversity of the community of Nyanga and Philippi
- Adequate management of the urban population growth and the enormous urban needs of self-formed communities
- Establishment of mechanisms to prevent the vulnerability of informal settlements to fire
- Provision of adequate road infrastructure and its maintenance
- Plan public transport on the basic principles of the applied MUNI-SDF

- Application of a notional system of transportation interchange points
- Consideration of public space as the generator for the creation of positive environments
- Believe that the clustering of facilities increases the level of utilization
- Provision of trading facilities around interchange points to generate income opportunities for the community
- Provision of housing for the areas around urban nodes by urban renewal programmes
- Endorsement of the creation of green space in form of multi-purpose parks, formal sport activities and places of cultural ceremonies

The last question of the questionnaire has been what aspects the community wanted to change in their immediate environment around the five selected project cases. The community input for integrated development (IDP) improvement has been the following in the 129 questionnaires:

- Provision of houses
- Security improvement and a IDP budget for safety programmes and crime prevention programmes
- Sanitation infrastructure and electricity, abolishment of the 'bucket' system
- Road infrastructure improvement
- IDP must implement employment creation and poverty reduction
- Provision of training and motivation programmes for councillors
- Improvement of service delivery
- Involvement of people in the decision making process
- Programme improvement against poverty
- People's involvement in the local government's policy making
- Upgrading of the facilities in terms of electricity and security (close off)
- Fulfilment of promises to stop the disillusion and frustration amongst informants in terms of integrated development planning (IDP)
- Education in urban spatial manners and transparency in the development process

## 5.7 Summary

This chapter has been the core one of this research investigation and has developed the evaluation criteria, for genuine integrated development planning (IDP) as it is seen by the author in accordance to the political, spatial and socio-economic dimension. The interviews on the five selected project cases with actively involved observed and passively

observing participants represented the socio-economic dimension of the research. The questionnaires have been addressed to the community recipients and represented the political and spatial dimension of the study. The author's interpretation on genuine integrated development planning has been identified and compiled out of the theory on the international, national and local Cape Town level. Finally, the author's theoretical position on genuine integrated development planning has been measured against the five selected, by Cape Town's local government implemented integrated approach (IDP), part of the DPP, along the Ingulube Drive in Nyanga and Philippi Township.

The theoretical operationalization of integrated development planning (IDP) has been analysed and represented in terms of its historical background. The geographical and the socio-economic characteristics as well as the legislative context of the broader metropolitan Cape Town area and the specific local integrated development inquiries of Nyanga and Philippi have been identified, analysed and considered.

The practical operationalization of integrated development planning (IDP) applied by the local government of the city of Cape Town has been tested at five pilot project initiatives that have been implemented under the umbrella of the DPP. These pilot projects have been the Public Transport Interchange, the Grand Parade, the Lansdowne Market Square in Philippi Township, as well as the Zolani Centre and its surrounding public trading spaces and the Public Bathhouse in Nyanga Township. The key challenges and constraints of the actively involved-observed and the passively-not directly involved observing community have been identified. The informants have been given a voice in terms of the implemented integrated development approach (IDP) by local government. In opposite the Nyanga and Philippi community-perceived integrated development approach (IDP) has been analysed and represented in this chapter as well.

The last chapter draws conclusions and recommendations of the analysis, answers the research question and tests the accuracy of the hypothesis.



## **6. Conclusions - A mosaic piece towards the integrated Post-Apartheid city**

The last chapter draws conclusions and recommendations of the analysis, answers the research question and tests the accurateness of the hypotheses against the applied body of knowledge on genuine integrated development planning (IDP) of the five selected project cases in Nyanga and Philippi Township. This paragraph uses an analytical filter made of the *soft* and *hard* performance indicators in relation to the process and the end-product embedded in the socio-economic, political and spatial dimension. The study did aim to evaluate each of the five project cases but in the same time identified the common affirmative outcomes and utilized opportunities, the key challenges and constraints, and the harmful outcomes and lost opportunities within the local government's integrated development approach (IDP) along the Ingulube Drive in Cape Town's Nyanga and Philippi Township.

However, the socio-economic dimension has been addressed through actively involved observed and passively observing informants and discussants. The political and spatial dimension has been addressed through the answered questions of Township residents, the perceiving informants, of the integrated development approach (IDP) by Cape Town's local government. The recommendation part has been constructed of the various statements of the interviewees and the author's own perception of the major socio-economic, political and spatial issues of the integrated development approach (IDP) along the Ingulube Drive in Nyanga and Philippi Township. Consequently, through this part the critical research question is answered. The hypotheses are measured against, and answered through the experience and the community's perception that derived out of the five selected project cases. The information below is the product of the discourse that has been constructed by the author of this research in accordance to the consideration of the local culture, the participatory process and the long-term sustainability of the five selected project cases in Nyanga and Philippi.

Consequently, the research question of what the major socio-economic, political and spatial issues of Cape Town's DPP along the Ingulube Drive are and how the barriers to successful spatial planning can be overcome is answered by the outcome of the analysis in accordance to three dimensions of this investigation.

## 6.1 Outcome political dimension

The local government of Cape Town needs urgent improvement of the following aspects in regard to its integrated development approach (IDP) embedded within the political dimension.

Cape Town's local government has to monitor the environmental impact of policies and its development approach along the Ingulube Drive. This study serves as proof that it is not beneficial if the projects become delivered only. Solid research has to be undertaken of the implementations in the Townships; these experiences have to be recorded and have to become part of the local policy formulation. These economic, sectorial and environmental policies, strategies and plans should be reviewed on an annual basis.

Moreover, sustainable construction industry activities should be promoted as well as a local spatial development framework set up for each of the city's impoverished Township areas. An overall masterplan does not solve the city's problems in terms of genuine integration. What counts for one area and one specific community is not necessarily true for the other ones. This aspect needs special attention, as it is crucial in terms of addressing the community's individual urban needs within their specific environmental characteristics. That also requires the strengthening of the institutional structures to allow all levels to participate in the decision-making process. It would further benefit the creation of employment opportunities in close proximity to each community and support the poor's' informal social and cultural responses to help themselves. By following a clear direction and purpose within the integrated development planning (IDP) approach, there is a greater chance to ensure that people are taking on the responsibility and ownership of the end-product. Continuity in this regard is required as this creates trust amongst participants.

Furthermore, local government has to clarify and challenge its monitoring systems, especially in terms of the participation methods with respect to the medium, choice of language and its technical terms. In this regard a participation policy is urgently needed. Not only the communities are negatively affected by the lack of a policy of this kind, but also the planners face a vast degree of confusion within their integrated approach of how to work with *black* communities.

This also affects the alignment of the provincial and local priorities and their budgets. It is necessary to ensure an effective information flow between the different governmental bodies in terms of integrated development planning (IDP).

Furthermore, the local government should continue and cultivate the provision of adequate shelter for the local community and improve its human settlement management. This includes the development of human resources through capacity building programmes, the training of local councillors in terms of community management, the provision of traditional leaders and members of the community with capacity building interventions, and the extensive use-making of local talents and skills.

The integrated development approach began to establish representative structures for the interaction between government, private sector and civil society, which should be enhanced in the future. This means to continue to certify the participation of local Township communities in all phases of the project cycle process. In an overarching sense this includes the encouragement of the inter-governmental interaction and the promotion of good governance.

Furthermore, the integrated development approach by local government started to set priorities for the development of the broader metropolitan area of Cape Town to achieve more equity between different races. This included the identification of communities who had no adequate access to basic municipal services. The provision of these within the environmental infrastructure such as water, sanitation, drainage and waste is in the process of being improved. There is a raising awareness in terms of the advancement of sustainable energy and transport systems within these marginalized areas. The promotion of sustainable building materials for the construction of adequate low-cost housing has become a raising concern. It has been recognised that the study area is a generator for informal and formal economic development, which is an essential part of the city's overall economic workforce.

Partly the integrated development approach (IDP) has started to adopt human settlement policies that have been accompanied with the preparation of local development plans. The major aim is to support the creation of employment opportunities and the upgrade of the poor's degraded environment. Furthermore, redressing poverty, homelessness, unemployment, lack of basic services and the exclusion of women and marginalized groups are a major concern, which led to the adoption of policies for squatter settlement upgrade. Thereby special attention is paid to the optimisation of the use of existing resources, road infrastructure, transportation, social facilities, public spaces and subsidised housing schemes.

The City of Cape Town currently provokes investment in public facilities rather than in individual housing. This is justified with the intention to focus on development nodes to create formal and informal markets as an income generation for the local community. This includes the provision of adequate open spaces for recreational purposes.

There is a raising awareness that normative planning approaches are hardly suitable for the high demands of integrated development planning (IDP). This is justified by the fact that some of the spatial interventions failed in the past. A more locally IDP that derived of decentralized decision making seems to be a better option to address the urban needs of the impoverished Township communities. However, there is an ongoing concern in terms of the provision of adequate public facilities for health and education.

There should be a raising awareness in terms of the integration of the social, institutional and physical aspects within integrated development planning (IDP). That would mean that the IDP should adopt a spatial plan within its policy for each particular Township community under the consideration of their individual development stages.

Another positive aspect is the annual review of the IDP. A reflection of the municipal council's vision of the most critical development and internal transformation needs is part of the plan. This should include a critical review of spatial interventions too, as socio-economic and spatial aspects go together and influence each other and cannot be treated in isolation.

The promotion of openness, accountability, transparency as well as the non-racialism and non-sexism of the integrated development process (IDP) should be strongly retained.

## **6.2 Outcome spatial dimension**

The local government of Cape Town needs urgent improvement of its integrated development approach (IDP) embedded within the spatial dimension.

It has to establish integrated development projects that reflect the spiritual, historical, material, intellectual and cultural characteristics of the community, which also means to spatially integrate the former Apartheid 'buffer zones'. These former buffer zones are still vacant pieces of land that could serve for recreational purposes and sportive activities. These should be designed in an attractive manner to serve a diverse population and the particular demands of its members.

It is crucial for the enrichment of the quality of the spatial environment that maintenance programmes after the project's completion are designed and executed. It does not help that the projects become implemented and subsequently left there without any staff and physical maintenance programme in place. These interventions are endangered to become vandalized or not used *white elephants* in the landscape.

The promotion of equity opposed to the increase of inequality should be addressed through the creation of economic opportunities in Township areas. The poor still have to

travel very far distances to generate an income. To overcome these time and money consuming aspects, the focus of development has to shift to the city's marginalized areas. Generally, a genuine integrated development approach (IDP) would benefit the accountability of the urban needs and abilities of future generations particularly in the impoverished Township areas of Cape Town.

Furthermore, local government has to clarify and challenge its provision of facilities for HIV-Aids treatment, Aids orphans, livestock and cultural practices e.g. initiation and meat trading sites. This also counts for the endorsement of early child facilities. These areas remain as vast challenging issues until today. In terms of health issues there is no real clarity of the exact affected numbers, which requires extensive research and special attention.

To arrive at the operation of urban planning in a sustainable manner, the growth of the informal sector through the adequate implementation of programmes has to be supported to a vast degree. Many Township inhabitants are highly motivated to work but opportunities within the Townships are absent. Many of these individuals do not have the financial capacity or skill to generate an income.

The local government has to develop policies to control the vast influx degree of Cape Town's Townships. As recent incidents have shown this can lead to the occurrence of tension amongst the people, which is a highly vulnerable aspect that can lead to conflict and violence. Adequate management of the urban population growth and the enormous urban needs of self-formed communities have to be very high on the agenda. Education in urban spatial manners and transparency within the development process is therefore an essential requirement.

The local government should continue and cultivate the creation of places of dignity, which are honoured and appreciated by the local communities. Sufficient research is essential if public facilities are accepted, well maintained and looked after. These projects should offer training and educational programmes. The community should feel that there is a strong interest by the local government for its entire people in terms of education and care. This would also include that the projects are the product of the majority of the people and not the ones of individuals or officials only. This requires a perceptive approach that should be based on the strengthening of the informal existing places that have been already established by the local community.

In terms of equity, the impoverished communities should have the right to viable, affordable and sustainable transport systems that are accessible and consider especially people with disabilities. This requires a holistic planning approach that also has to focus

on the discouragement of spatial unsustainable urban sprawl. In this regard the application of the same policies for communities with different cultural characteristics, urban needs and cultural tradition is a potential endangerment. An approach of this kind could potentially miss to address the community's urban needs, rooted within their diverse cultural backgrounds. The approach should rather aim for the promotion of urban development that reflects the cultural diversity of the community.

Part of this is the endorsement of opportunities for small business creation, the provision of adequate emergency and utility services and the fair access to urban benefits and capacity building programmes.

The consideration of public space as the generator for the creation of positive environments is a positive one. The application of a notional system of transportation interchange points should go hand in hand with the provision of adequate road infrastructure and its maintenance. The provision of trading facilities around interchange points to generate income opportunities for the community is a logic consequence that should be further provoked. Moreover, the provision of housing for the areas around urban nodes would play a positive role in Cape Town's urban renewal programmes. Hereby the clustering of facilities is proved to be efficient to increase the level of utilization. Further, this should be accompanied with the creation of green space in form of multi-purpose parks, formal sport activities and places of cultural ceremonies around urban nodes. In areas that are not developed and characterised by informal shack dwellers, the momentary establishment of mechanisms to prevent the vulnerability of informal settlements to fire is a significant security aspect of the integrated development approach (IDP) prior to the area's development.

The utilization and maximisation of economic and urban opportunities with the integrated development approach (IDP) would mean that different budgets become pooled together. This would have a much more positive impact on the implementation of the integrated development project and its maintenance after completion.

### **6.3 Outcome socio-economic dimension**

The local government of Cape Town needs urgently to improve its integrated development approach (IDP) in accordance to the socio-economic dimension.

It is required to research and integrate the local culture within the IDP. This can only be preformed efficiently if the local government involves the community in the making of the urban policy. Thereby, aspects as participant involvement and the community's education in spatial terms and its involvement in the making of sketches, drawings and working models is important to consider.

Furthermore, Cape Town's local government has also to acknowledge that there is a direct relation between the participatory approach and the project's use after its completion. This aspect has to be communicated to the community and its representative structures and individuals.

Budget has to be allocated for the project's maintenance and the consideration of the financial long-term sustainability of the project has to become an essential aspect of the integrated development process (IDP).

However, this is as important as the design of effective programmes upfront and the continuous process and end-product evaluation by local government. This aspect is crucial prior to further development and requires specific expertise. It seems to be of any use to continue on building without the evaluation of the undertaken integrated development approaches.

Further, a major concern is that there are no adequate numbers of HIV-Aids facilities for counselling and treatment in place and that the community has experienced a very poor improvement of its security situation in the past. This aspect makes planning and moving in this areas very difficult and concerns both groups, the planners and the planned for.

Finally, the local government has to aim for a reflection of the cultural value system of the community through the project in built form. In this regard it should make use of its potential within the planning society of Cape Town. There are projects that serve the community more successfully than others. A survey would help to identify these and establish clarity in this regard. Strategies for the long-term sustainability have to be established in these areas. Otherwise any implementation is not beneficial and a waste of money and time. The past did show that the projects without an adequate maintenance structure in place have become highly affected by vandalism and theft.

Furthermore, local government has to clarify and challenge the consideration of the traditional urban structure of the local communities. Existing informal places should be considered in the design process and strengthened through the planning intervention.

The local history of the community should be considered and researched to a higher degree and implemented in the initial stages of the design process of the project.

Further, it should be acknowledged that there is mostly a very high degree of perception of the community's own cultural identity and environmental awareness in place. By consultation and doing a survey prior to the project's implementation, this aspect could be adequately addressed. The planning individual should feel enriched by asking the community of the particular character of its place.

Furthermore, the creation of trust through adequate methods and the insurance of it by direct consultation and developing a sense for this particular aspect are crucial for the collaborative performance of the project participants.

Moreover, it has to be acknowledged that equality between *black* and *white* participants is a critical aspect considering South Africa's Apartheid history. Previously disadvantaged community members, *blacks*, received less education than the previously advantaged *white* persons. This can become a very vulnerable and manipulative part of the community participatory process as the *black* person has never been asked before and might agree to something because of suddenly being asked. Awareness in this regard has to be considered cautiously, taken seriously and cannot be ignored. Still a lot of awareness training is required in terms of the post-traumatic experiences particularly amongst South Africa's *black* society.

Support increase by other governmental or non-governmental organization is needed to achieve common goals that have been generated on a collaborative basis in contrast to an insular one. Special focus should be paid to the improvement of the neighbourhood through the project. This might require educational service for the community to invest its generated income, e.g. trading, in the upgrading of its immediate environment. Further, this would facilitate to support the principle of help provision through self-help.

Human and environmental management should be improved dramatically, the decision-making process and the empowerment of the community should occur through strengthening and supporting the internal community structures.

The emergence of conflict should be seen as a healthy sign of the process that serves as an indicator that different viewpoints co-exist. These should be taken seriously into account. The affirmation of this valuable input should be acknowledged and cross-checked within the design process by the planners. Further, this would contribute to the creation of trust, the constructive resolution of conflict and finally would motivate the people if they see that their ideas are assimilated in the plans. Moreover, this would contribute to teamwork encouragement.

Budget needs to be allocated for the project execution but more important for the maintenance of the project after its completion. In this regard the local government should rather plan and implement fewer projects and base those on solid research and a wide spectrum of participants within the project teams.

Hence, participants of the community should be part of the site management and should be treated equally in every aspect. This way participants will learn skills, develop a long-term interest and gain a personal investment in the community. Often the urban and environmental understanding amongst the community members is underestimated by the



local government. People are very much aware of their situation and are waiting for opportunities of this kind. Generally, *black* communities are very motivated to contribute to the improvement of their situation.

The construction process and in particular its educational aspects should be seriously monitored, which requires the reconsideration of the operational budget of the project. In this regard it should be the aim that the project is the outcome of the community's ethnical, moral and aesthetical values and not a reflection of the appointed planners or of the local government officials.

Further aspects that need discussion and close consideration are, if enough time is allocated, the identification of the community's urban needs and whether or not the project benefits the community's local practices. Particular emphasis has to be on the question whether the community truly understands the consequences of the intervention. With this in mind the different viewpoints should be discussed and alternatives should be pointed out with the help of working models.

The aspects for which the community has to take on responsibility have to be clarified and agreed upon with the community upfront. Therefore, a local policy is needed for each particular area and research has to be done on the community's different development stages.

Furthermore, the increased control of the local government has not always been beneficial. This explains how far the communities are in terms of integrated development and this requires the ability to identify to what degree they need control.

Power of individuals in personal, political or design terms should be identified and these individuals should be excluded from the process in order to establish consensus that is built on effective argumentation.

Moreover, skill transfer should not happen on a random basis but only on a conscious one and communities from other Townships or their representatives should be invited to developmental meetings in other Township areas. Different experiences could be exchanged on these occasions.

The creation of employment opportunities in particular for *black* women should be considered upfront and discussed with the communities. This would contribute to a consistent project distinction, the appreciation and respect by the community, in contrast to the current inconsistency.

A place of belonging through the consideration of the local culture, through genuine community participation and the achievement of the long-term sustainability of the project should be promoted. This would contribute to the reintegration of fragmented and disappearing communities and would form social capital amongst them.

The local government should continue and cultivate the respectful treatment of the community members and establish an adequate timeframe for participant involvement. It should be mentioned that different communities are in different stages of development, which have to be identified, evaluated and considered in terms of the timeframe. The educational role and the comprehension level of the community is a significant aspect in this regard.

Furthermore, public meeting attendance should be characterised by a great variety of social, education and cultural groups to enhance a high level of input during the development process.

Women encouragement for participation should be further promoted as well as the acknowledgment of the existence of grass-root structures. It should be further acknowledged that these informants and structures have to be seen as valuable sources of information that should inform and make the planning process more efficient.

The expression of the urban needs of the community individual and the transfer of skills should be part of the process. The Xhosa language should continue to be used during meetings to prevent that miscommunication becomes a barrier to the process.

The development should be deeply explained to participants and a realistic timeframe be considered for the site analysis. The use of local skills, crafts and materials and the training during the construction process for the community are positive aspects of the integrated development approach.

The IDP acknowledges many of these aspects. Therefore, the belief that integrated development planning (IDP) improves the social infrastructure through job creation and income generation is a potential one as well as the encouragement of the social contact amongst different population groups. The contribution in spatial terms can hereby support and promote the socio-economic aspects on an urban scale. Especially the potential and the importance of the *soft* performance indicators should not be underestimated, as they become the *glue* that establishes positive performing settlements and places in the Township areas of Cape Town.

#### **6.4 Special remarks and recommendations**

Genuine integration starts in the head by building down the walls and by committing to the injustices that have been done in the past to ethnical minorities, mainly *blacks*, *coloureds* and Indians, in South Africa. The question the author is raising is if there is genuine care for the communities in the Townships of Cape Town. Raising awareness is the first step prior to reflecting what has to be asked.

In order to overcome the barriers to successful spatial planning within the Townships of Cape Town, the professional has to sense the degree of the self-formation and the self-responsibility of the community. This is a very crucial aspect for the planning of the integrated development project and a major reason for its success or failure after its completion. The various development sectors have to become strong enough that they can take on responsibility for their own issues. Collaboration between the different departments and the particular sectors of the community has to be created. The local government has to implement awareness creation campaigns to solve the misunderstandings of the IDP amongst professionals and the communities. Furthermore, the departments have to be aligned within the integrated development approach for a certain area and have to allocate adequate budgets to specific projects. The person on the lowest level has to understand the IDP and its contribution to the broader city in terms of improvement. Especially the *soft* performance indicators have to be integrated into the IDP to a higher degree. These have been neglected in the past but their contribution to a genuine integrated development approach holds the same importance than the *hard* ones.

Furthermore, the local government has to begin to commit to decentralised decision making. This would mean to hand over the responsibility for planning decisions to the community. In contrast, former and current decision making by all spheres of government is making up the policy for any area in the city of Cape Town and does hardly allow local communities to be empowered within the process. That's why the understanding of genuine decentralization and participation by the local government is highly questionable and has to be reconsidered.

Moreover, the local government body has to begin to consciously evaluate and built its integrated development approach (IDP) on the experiences that were made in pilot projects. The problem of the operational budget of the City of Cape Town in terms of its project maintenance has to be resolved and aligned with the spatial priorities. The gap between the capital expenditure and the operational budget has to be resolved. The current budget management rather divides the different functions of a facility. Effective programmes have to be designed to manage the local traders and the potential users of a certain community.

Furthermore, silos within the different departments have to be broken down and have to develop the concept of area-based management. The approach should be decentralized in terms of its management. The political change on the five year basis is a vast problem because the institutional memory and the cohesiveness get lost. Every new government

does try to undo what the one before has done, which causes a lot of frustration amongst the community. People are unsatisfied because there is no continuity in terms of integrated development reasoned in the constant political change of the institutional professionals. Many promises of the local government are not fulfilled and a lot of time and money is wasted for that reason. The IDP should not be developed in the way that politicians force a certain direction, rather there should be continuity within the plan. The communication streams with the community should be much stronger to identify the people's urban developmental priorities. These priorities have to be communicated to the local government, which puts together the budget and the politicians sign of the project. Integrated development planning requires a project based approach and not a departmentally one.

A generic issue has been that many of the professionals are mistrusted in the community and are of the opinion that the projects become vandalized or destroyed anyway. Many city officials hold the opinion that anyone on the Cape Flats and any public transport user is a criminal anyway. This often has a negative effect in terms of the attitude of the professionals towards the community and impacts negatively on the design approach. A similar issue is that the majority of planners has been, and still remain *whites* and the communities are *coloured* or *black*. The local government has to acknowledge that there are still barriers existent that may lead to frustration, minority complexes and rejection especially amongst the non-*whites*.

It seems to be the case that sectorial integration, the clustering of public transport, social facilities and public spaces, in contrast to punctual interventions is a much more efficient urban development strategy. This is accompanied by the different budgets that become drawn together of different departments of the local government. That has potentially a much higher impact in terms of the making of positive performing settlement on the Cape Flats.

Sometimes strong political barriers amongst participants have been recognized. First of all this aspect is very difficult to recognize and has to be treated cautiously as it can have very negative consequences for the use or the sustainability of the project. A similar issue is the huge influx of people into the City of Cape Town. This negatively contributes to the disappearance of the existing community structures and therefore sometimes leads to fighting and unrest in the impoverished areas of Cape Town. A policy to record migrating people would be beneficial to establish order and to control and monitor that issue.

Finally, many planners have been trained at previously *white* universities and impose urban models, which are mostly generated through European or Western urban design principles, onto non-*white* African communities. A genuine integrated development approach requires the listening to the communities and their specific urban needs. The local government needs to map, analyse and understand the socio-economic, political, historical and spatial context of these areas in order to address the community's urban needs in a decentralized manner.

### **6.5 Answers of the research question and prove of the hypotheses**

The above answered the research question and gave advice of what aspects are essential to be considered within the making of a genuine integrated development approach (IDP) on the Cape Flats. Finally, the study aims to prove the hypotheses that were established in the first chapter of this investigation.

Based on the investigation and its many different viewpoints it can be stated that genuine community participation of the PDI is an essential key to successful integrated development (IDP) in spatial planning in Cape Town's DPP. The non-consideration and the non-participation of the community in any kind of development on the Cape Flats endangers that the project becomes vulnerable to non-acceptance, non-appreciation and possibly to vandalism and destruction.

According to the findings within this study it can be expressed that Cape Town's DPP in accordance to the IDP does hardly meet the urban and cultural needs of the *black* Xhosa community in Nyanga and Philippi Township. In this regard the latest movement to develop an IDP that is locally rooted within the area holds the potential for an area-relevant and genuine integrated development approach.

Regarding the experiences that have been made during this thesis it can be articulated that the integrated development approach (IDP) of the DPP does hardly consider the essential aspects that ensure the long-term sustainability of the five selected project cases after completion. The local government of Cape Town should base its approach rather on quality and not on quantity. It is not of any help if a lot of development becomes delivered, is not maintained and consequently degenerates after the project's completion. Fewer projects but approaches that are thought through thoroughly from the planning to the post-occupancy stage and which are evaluated are the better choice in the author's point of view.

## 6.6 Reflection on the research

The study aimed to investigate of how integrated development planning (IDP) was understood in five selected pilot projects along the Ingulube Drive in Nyanga and Philippi Township and of how the IDP's vision developed without a serious spatial evaluation of these. Nyanga and Philippi Township have been one of the first areas of integrated intervention and were identified as being mandatory in its developmental needs. This is accompanied by the fact that one third of the city of Cape Town's population is living in devastating conditions.

Finally, the investigation went hand in hand with the current trend towards interdisciplinary research related to the making of space. Therefore the study embodies a current trend in spatial planning practice and aims to influence the educational sector with its interdisciplinary approach and outcome. However, some might question why this study does not concentrate on the spatial dimension only. The author is convinced that the future of any development lies in the holistic approach. The holistic view of the socio-economic and spatial issues of a developmental problem is time consuming but it gives a deeper and more sufficient insight into a urban problem. It has to be further recognized by governmental institutions, universities and any other developmental organisations that the focus on spatial aspects of any planning is not enough, particularly in emerging nations as South Africa. The author argues that interdisciplinary approaches that overlap into other sciences and therefore into other fields of expertise are required in order to grasp an integrated developmental problem genuinely.

## 6.7 Summary

South Africa is facing a great challenge in terms of integrated urban development since 1994. This study aimed to grasp the issues on its former and current integrated development approach based on the IDP since 1999. Furthermore, the investigation aims to symbolize that the current IDP has to consider the spatial dimension as well as it cannot be divided from the political and socio-economic dimension within any developmental problem. It further aims to indicate that no advancement can be made without genuine and committed reflection on what is and has happened in terms of 'pilot' integrated development since 1999. The IDP has been developed without the consideration of these valuable lessons that are contained within the project cases of the DPP, investigated in this study. If the IDP, South Africa's principal planning instrument, becomes further developed without the experience of the applied approaches it remains

an empty vision only. The incorporation of developmental experiences with all their complexity gives 'meat to the bones'. Furthermore, the author suggests the identification and analysis of urban structures rooted within the traditional *black* African culture. Are there concepts, proved values or urban codes found in *black* African settlements? What are the characteristics of traditional *black* African urban space (Hassenpflug, 15/07/2008) and what relevance has its underlying urban code for the development of a 21<sup>st</sup> century metropolis as Cape Town? Through other investigations of this kind under the consideration of the above the author perceives, that the IDP could become a culture-relevant planning instrument towards integrated Post-Apartheid city development and as a valuable contribution for South Africa's long walk to freedom...

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\_\_\_\_\_, 2000. Minutes of the Design and Planning Workshop – *Planning meeting* No. 1: 27<sup>th</sup> of September, No. 2: 6<sup>th</sup> of October.

Target projects, 2000. City of Cape Town – Public Space and Market Projects: Project Management Plan. CCT – 270900.

### **Interview sources**

**The interviews of the third field trip have been conducted between January and April 2008. The last five interviews were conducted on the first, between January and February 2005 and during the second field trip between January and May 2006.**

#### **3<sup>rd</sup> field trip January to April 2008:**

Interview No. 1 [face to face] (04/03/2008)

Interviewee: Mr. Pete Louw, male, *white* South African, Age group: 50-59 years

Occupation: Urban planner/ Architect

Organization working for: Self-employed as urban planner and architect

Project responsibility: Public bathhouse & Zolani Centre forecourt area in Nyanga Township

Involvement in integrated development projects: over 10 years

Interview No. 2 [face to face] (07/03/2008)

Interviewee: Interviewee: Mrs. Jackie Perrin, female, *white* South African, Age group: 40-49 years

Occupation: Urban planner/ Architect

Organization working for: Self-employed as urban planner and architect

Project responsibility: Philippi station & Lansdowne market square

Involvement in integrated development projects: 21 years

Interview No. 3 [face to face] (11/03/2008)

Interviewee: Mr. Cedric Daniels, male, *coloured* South African, Age group: 40-49 years

Occupation: Urban planner/ Architect

Organization working for: Employed at the City of Cape Town as urban design manager

Project responsibility: Urban development framework for the Zolani Centre area and the broader Nyanga Township

Involvement in integrated development projects: 5-9 years

Interview No. 4 [face to face] (12/03/2008)

Interviewee: Mr. Christopher Jacko, male, *black* South African, Age group: 35-39 years

Occupation: Subcouncil Manager of Nyanga Township

Organization working for: Employed at the City of Cape Town as subcouncil manager

Project responsibility: Coordinator of the service departments in the planning of the Zolani centre according to the needs of the community of Nyanga Township

Involvement in integrated development projects: 5-9 years

Interview No. 5 [face to face] (12/03/2008)

Interviewee: Mrs. Barbara Southworth, female, *white* South African, Age group: 40-49 years

Occupation: Urban planner/ Architect

Organization working for: Previously employed at the City of Cape Town as urban planning manager

Project responsibility: Project initiator of the Public Bathhouse in Nyanga, the Philippi Station & Philippi Grand Parade

Involvement in integrated development projects: over 10 years

Interview No. 6 [face to face] (12/03/2008)

Interviewee: Mrs. Michelle Robertson, female, *white* South African, Age group: 35-39 years

Occupation: Urban planner/ Landscape Architect

Organization working for: Self-employed as urban planner and landscape architect

Project responsibility: Conceptual planner of the Philippi Station & Urban designer of the Philippi Grand Parade

Involvement in integrated development projects: 15 years

Interview No. 7 [face to face] (13/03/2008)

Interviewee: Mr. Ralarala, male, *black* South African, Age group: 50-59 years

Occupation: Senior professional officer

Organization working for: Employed at the City of Cape Town as director of sports and recreation

Project responsibility: Director of Sports and recreation in the Philippi Station, Philippi Grand Parade, Lansdowne Market Square, Project Manager at the Zolani Centre

Involvement in integrated development projects: 32 years

Interview No. 8 [face to face] (14/03/2008)

Interviewee: Mrs. Caren Smuts, female, *white* South African, Age group: 40-49 years

Occupation: Architect

Organization working for: Self-employed as architect

Project responsibility: Project architect of the Zolani Centre

Involvement in integrated development projects: 24 years

Interview No. 9 [face to face] (25/03/2008)

Interviewee: Mr. Lunga Bobo, male, *black* South African, Age group: 35-39 years

Occupation: Subcouncil manager of Philippi Township

Organization working for: Self-employed as architect

Project responsibility: Observer of the development of the Public Bathhouse, Philippi Station, Philippi Grand Parade, Philippi Market Square and the Zolani Centre

Involvement in integrated development projects: under 2 years

Interview No. 10 [face to face] (25/03/2008)

Interviewee: Mr. Prof. Iain Low, male, *white* South African, Age group: 50-59 years

Occupation: Professor School of Architecture

Organization working for: University of Cape Town (UCT)

Project responsibility: Observer/ Discussant of the development of the Public Bathhouse, Philippi Station, Philippi Grand Parade, Philippi Market Square and the Zolani Centre

Involvement in integrated development projects: 2-4 years



Interview No. 11 [face to face] (31/03/2008)

Interviewee: Mr. David Mykizi, male, *black* South African, Age group: 40-49 years

Occupation: Councillor

Organization working for: Ward councillor for Nyanga Township, employed by the city of Cape Town

Project responsibility: Community activist at the development of the Zolani Centre

Involvement in integrated development projects: over 10 years

Interview No. 12 [face to face] (31/03/2008)

Interviewee: Mr. Vusi Magagula, male, *black* South African, Age group: 40-49 years

Occupation: Governmental official for social development in Nyanga

Organization working for: Employed at the City of Cape Town the subcouncil of Nyanga Township

Project responsibility: Observer/ Discussant of the development of the Public Bathhouse, Philippi Station, Philippi Grand Parade, Philippi Market Square; Social programme design for the Zolani Centre

Involvement in integrated development projects: over 10 years

Interview No. 13 [face to face] (01/04/2008)

Interviewee: Mrs. Michelle Komani, female, *black* South African, Age group: 25-29 years

Occupation: Governmental official for health development in Nyanga

Organization working for: Employed at the City of Cape Town the subcouncil of Nyanga Township

Project responsibility: Health programme design for the Zolani Centre

Involvement in integrated development projects: under 2 years

Interview No. 14 [face to face] (02/04/2008)

Interviewee: Mr. Safodien, male, *coloured* South African, Age group: over 60 years

Occupation: Urban planner/ Architect

Organization working for: Previously employed at the City of Cape Town as chief architect

Project responsibility: Project architect at the Philippi Grand Parade; Principal architect and project manager of the Zolani Centre

Involvement in integrated development projects: over 10 years

Interview No. 15 [face to face] (02/04/2008)

Interviewee: Mr. Faisal Fakir, male, *coloured* South African, Age group: 35-39 years

Occupation: Civil and transport engineer

Organization working for: Previously employed at the City of Cape Town as transport engineer

Project responsibility: Civil and transport engineer at the development of the Philippi Station; Internal city consultant at the development of the Philippi Grand Parade and the Lansdowne Market Square

Involvement in integrated development projects: 5-9 years

Interview No. 16 [face to face] (07/04/2008)

Interviewee: Mrs. Margaret Isaacs, female, *coloured* South African, Age group: 35-39 years

Occupation: IDP Practitioner/ Officer for process management

Organization working for: Employed at the City of Cape Town at the IDP unit

Project responsibility: Observer/ Discussant of the development of the Public Bathhouse, Philippi Station, Philippi Grand Parade, Philippi Market Square and the Zolani Centre

Involvement in integrated development projects: 5-9 years

Interview No. 17 [face to face] (07/04/2008)

Interviewee: Mr. Mzwamadoda, male, *black* South African, Age group: 40-49 years

Occupation: IDP Researcher

Organization working for: Employed at the City of Cape Town at the IDP unit

Project responsibility: Community activist at the development of the Philippi Station, Observer at the Public Bathhouse, Philippi Grand Parade and the Philippi Market Square and strategy investigation at the Zolani Centre

Involvement in integrated development projects: 5-9 years

Interview No. 18 [face to face] (08/04/2008)

Interviewee: Mr. Prof. Dave Dewar, male, *white* South African, Age group: over 60 years

Occupation: Professor School of Architecture and Planning; Founder of the urban research unit

Organization working for: Employed at the University of Cape Town at urban design unit

Project responsibility: Consultant at the development of the Philippi Station, Institutional consultant at the Philippi Grand Parade, Observer of the Public Bathhouse, the Philippi Market Square and the Zolani Centre

Involvement in integrated development projects: over 10 years

### **2<sup>nd</sup> field trip of January to May 2006:**

Interview No. 19 [via telephone] (14/11/2006))

Interviewee: Mr. Prof. Iain Low, male, *white* South African, Age group: 50-59 years

Occupation: Professor School of Architecture

Organization working for: University of Cape Town (UCT)

Project responsibility: Observer/ Discussant of the development of the Public Bathhouse, Philippi Station, Philippi Grand Parade, Philippi Market Square and the Zolani Centre

Involvement in integrated development projects: 2-4 years

Interview No. 20 [face to face] (20/06/2006)

Interviewee: Mr. Prof. Dave Dewar, male, *white* South African, Age group: over 60 years

Occupation: Professor School of Architecture and Planning; Founder of the urban research unit

Organization working for: Employed at the University of Cape Town at urban design unit

Project responsibility: Consultant at the development of the Philippi Station, Institutional consultant at the Philippi Grand Parade, Observer of the Public Bathhouse, the Philippi Market Square and the Zolani Centre

Involvement in integrated development projects: over 10 years

Interview No. 21 [face to face] (15/03/2006)

Interviewee: Mr. Prof. Dave Dewar, male, *white* South African, Age group: over 60 years

Occupation: Professor School of Architecture and Planning; Founder of the urban research unit

Organization working for: Employed at the University of Cape Town at urban design unit

Project responsibility: Consultant at the development of the Philippi Station, Institutional consultant at the Philippi Grand Parade, Observer of the Public Bathhouse, the Philippi Market Square and the Zolani Centre

Involvement in integrated development projects: over 10 years

**1<sup>st</sup> field trip of January to February 2005:**

Interview No. 22 [face to face] (03/02/2005)

Interviewee: Mrs. Caren Smuts, female, *white* South African, Age group: 40-49 years

Occupation: Architect

Organization working for: Self-employed as architect

Project responsibility: Project architect of the Zolani Centre, Involvement in over 100 integrated development and community projects on the Cape Flats.

Involvement in integrated development projects: 24 years

Interview No. 23 [face to face] (28/01/2005)

Interviewee: Mr. V. Masepe, male, *black* South African, Age group: 40-49 years

Occupation: Teacher

Organization working for: High School teacher in Langa

Project responsibility: Project coordinator of one integrated development and community project in Langa on the Cape Flats that was mentioned in the study.

Involvement in integrated development projects: 15 years

**Seminars and revisions**

**Seminars have been attended during the WS 2005/2006 at the Bauhaus University Weimar. Revisions have been conducted during between the WS 2005/2006 to SS 2008. Both have been significant in shaping this dissertation.**

Hassenpflug, D. 2005. Reflexive Urbanism. Seminar. Bauhaus University Weimar. Germany.

Hassenpflug, D. 2008. Revision of the final draft of the dissertation. 15/07/2008.

Steyn, Das. 2008. Investigation and direct observation of the study area in Nyanga and Phillipi Township. 08/04/2008.

Welch Guerra, M. 2005. Der unterschätzte deutsche Bundesstaat. Macht und Methoden. [translation] Germany, the underestimated federal state. Power and Methods. Seminar. Bauhaus University Weimar. Germany.

## Appendix 1: Questionnaire

### Project statement-illustrative letter

To whom it may concern,

This letter aims to introduce myself, Christoph Ullmann, a PhD candidate of the IPP postgraduate programme within the Institute for European Studies (IfEU) at the Bauhaus University Weimar. My intention is to investigate the following: 'The analysis of the performance of current integrated development planning (IDP) by local government within four spatial precedents in Cape Town's Township Nyanga and Philippi. These projects were designed under the framework of the Dignified Places Programme by the local government of Cape Town. These projects are the Public Bathhouse, the Zolani Centre the Philippi Station, the Philippi Grand Parade and the Lansdowne Market Square.

The application of integrated development planning became a significant element in the planning profession in South Africa after Apartheid. Cape Town's local government is well known for having governed integrated development (IDP) in Township communities. More and more professionals have attempted to apply an integrated developmental approach to design within the community in order to form integrated cities in Post-Apartheid South Africa. The success of these attempts varies enormously. The author feels that professional practice needs to be informed by academic research to ensure success. Furthermore, the author assumes that the application of the integrated development approaches influence the degree of acceptance of a project by the community. This research investigation asks the following question on the above mentioned projects undertaken by local government:

*What are the social and structural issues of the IDP in accordance to Cape Town's Dignified Places Programme along the Ingulube drive and how can the barriers to successful spatial planning be overcome?*

The author will be interviewing selected Township's community leaders and members, administrative staff, teachers and city officials. He requests that you give your time, experience and patience. Your cooperation is most appreciated, as it will help to contribute to contemporary developmental strategies in Townships in South Africa by local government. Furthermore, it is successful if this research is valuable for planners applying integrated development approaches (IDP) and teachers in the educational sector in planning education, as well as for independent planning researchers.

I wish to express my gratitude for your assistance.

Yours sincerely,



Christoph Ullmann

## Demographic data

### Section 1. Personal Information

This section asks demographic questions about yourself and the environment you work/ ed in. This serves as a base to classify your answers to the following questions.

Please tick the appropriate box only:

|           |   |   |  |  |
|-----------|---|---|--|--|
| <b>1</b>  | <b>Are you?</b>   |   |  |  |
|           | <input type="checkbox"/> male   | <input type="checkbox"/> female   |  |  |
| <b>2</b>  | <b>What race?</b>   |   |  |  |
|           | <input type="checkbox"/> <i>Black</i> South African   | <input type="checkbox"/> <i>White</i> South African                     | <input type="checkbox"/> <i>Black</i> non- South African | <input type="checkbox"/> <i>White</i> non- South African |
|           | <input type="checkbox"/> Other  |   |  |  |
| <b>3</b>  | <b>How old are you now?</b>   |   |  |  |
|           | <input type="checkbox"/> under 20   | <input type="checkbox"/> 20 – 24  | <input type="checkbox"/> 25 – 29                         | <input type="checkbox"/> 30 – 34                         |
|           | <input type="checkbox"/> 35 – 39  | <input type="checkbox"/> 40 – 49  | <input type="checkbox"/> 50 – 59                         | <input type="checkbox"/> over 60                         |
| <b>4</b>  | <b>What is your occupation?</b>   |   |  |  |
|           | <input type="checkbox"/> Urban designer/<br>Architect   | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman                       | <input type="checkbox"/> Community leader                |
|           | <input type="checkbox"/> Community member   | <input type="checkbox"/> Teacher  | <input type="checkbox"/> Others                          |  |
| <b>5</b>  | <b>What is the nature of the organization you currently work for?</b>   |   |  |  |
|           | <input type="checkbox"/> Urban design firm/<br>Architectural firm   | <input type="checkbox"/> Governmental<br>institution                    | <input type="checkbox"/> Community<br>organisation       | <input type="checkbox"/> Quantity surveyor firm          |
|           | <input type="checkbox"/> Builder firm   | <input type="checkbox"/> NGO  | <input type="checkbox"/> Researcher/ Academic            | <input type="checkbox"/> Other                           |
| <b>6</b>  | <b>Where do you live?</b>   |   |  |  |
|           | <input type="checkbox"/> In Cape Town   | <input type="checkbox"/> On the Cape Flats                              | <input type="checkbox"/> In Nyanga Township              | <input type="checkbox"/> In Philippi Township            |
| <b>7</b>  | <b>Have you been involved in integrated development projects?</b>   |   |  |  |
|           | <input type="checkbox"/> Yes  |   | <input type="checkbox"/> No                              |  |
| <b>8</b>  | <b>How long have you been working on integrated development projects in Cape Townships?</b>                       |   |  |  |
|           | <input type="checkbox"/> never  | <input type="checkbox"/> under 2 years                                  | <input type="checkbox"/> 2 – 4 years                     | <input type="checkbox"/> 5 – 9 years                     |
|           | <input type="checkbox"/> over 10 years  |   |  |  |
| <b>9</b>  | <b>How would you rate your experience in terms of integrated developmental projects in Cape Town's Townships?</b> |   |  |  |
|           | <input type="checkbox"/> basic experience   | <input type="checkbox"/> adequately<br>experienced                      | <input type="checkbox"/> experienced                     | <input type="checkbox"/> very experienced                |
| <b>10</b> | <b>How often are you involved in integrated development projects in Cape Town's Townships?</b>                    |   |  |  |
|           | <input type="checkbox"/> never  | <input type="checkbox"/> daily  | <input type="checkbox"/> weekly                          | <input type="checkbox"/> monthly                         |
|           | <input type="checkbox"/> occasionally   |   |  |  |
| <b>11</b> | <b>How many other organizations involved in integrated development projects are you interacting with?</b>         |   |  |  |
|           | <input type="checkbox"/> none   | <input type="checkbox"/> 1-4  | <input type="checkbox"/> 5-7                             | <input type="checkbox"/> more than 8                     |

|  |   |   |  |  |
|--|---|---|--|--|
| <b>12</b>  | <b>What was your position in the development of the 'Philippi Station'?</b>                 |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect      | <input type="checkbox"/> Site managing urban<br>designer/ Architect                         | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga           | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                        | <input type="checkbox"/> Other, Please<br>explain.....                                      |   | <input type="checkbox"/> Not involved  |  |
| <b>13</b>  | <b>What was your position in the development of the project 'Philippi Grand Parade'?</b>    |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect      | <input type="checkbox"/> Site managing urban<br>designer/ architect                         | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga           | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                        | <input type="checkbox"/> Other, Please<br>explain.....                                      |   | <input type="checkbox"/> Not involved  |  |
| <b>14</b>  | <b>What was your position in the development of the project 'Lansdowne Market Square' ?</b> |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect      | <input type="checkbox"/> Site managing urban<br>designer/ architect                         | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga           | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                        | <input type="checkbox"/> Other, Please<br>explain.....                                      |   | <input type="checkbox"/> Not involved  |  |
| <b>15</b>  | <b>What was your position in the development of the project 'Zolanie Centre'?</b>           |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect      | <input type="checkbox"/> Site managing urban<br>designer/ architect                         | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga           | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                        | <input type="checkbox"/> Other, Please<br>explain.....                                      |   | <input type="checkbox"/> Not involved  |  |
| <b>16</b>  | <b>What was your position in the development of the project 'Public Bathhouse'?</b>         |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect      | <input type="checkbox"/> Site managing urban<br>designer/ architect                         | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga           | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                        | <input type="checkbox"/> Other, Please<br>explain.....                                      |   | <input type="checkbox"/> Not involved  |  |



## Section 1 : Demographic data - personal information

Eli nqanaba libuza ngemida neenkukacha ngawe nango kukungqongileyo apho usebenza khona. Isebenza njenge sisekelo esicacisa iimpendulo zakho kule mibuzo ilandelayo.

### NCEDA UPHAWULE EBHOKISINI KUPHELA:

|           |   |  |   |  |
|-----------|---|--|---|--|
| <b>1</b>  | <b>Ingaba?</b>  |  |   |  |
|           | <input type="checkbox"/> male   | <input type="checkbox"/> female                                      |   |  |
| <b>2</b>  | <b>Uloluphi uhlanga?</b>  |  |   |  |
|           | <input type="checkbox"/> <i>Black</i> South African   | <input type="checkbox"/> <i>Black</i> non- South African             | <input type="checkbox"/> <i>White</i> South African | <input type="checkbox"/> <i>White</i> non- South African |
|           | <input type="checkbox"/> <i>Coloured</i> South African  | <input type="checkbox"/> <i>Coloured</i> non- South African          | <input type="checkbox"/> Indian                     | <input type="checkbox"/> European                        |
| <b>3</b>  | <b>Mingaphi iminyaka yakho?</b>   |  |   |  |
|           | <input type="checkbox"/> under 20   | <input type="checkbox"/> 20 – 24                                     | <input type="checkbox"/> 25 – 29                    | <input type="checkbox"/> 30 – 34                         |
|           | <input type="checkbox"/> 35 – 39  | <input type="checkbox"/> 40 – 49                                     | <input type="checkbox"/> 50 – 59                    | <input type="checkbox"/> over 60                         |
| <b>4</b>  | <b>Usebenza msebenzi mni?</b>   |  |   |  |
|           | <input type="checkbox"/> Urban designer/ Architect  | <input type="checkbox"/> Urban design student/ Architectural student | <input type="checkbox"/> Draftsman                  | <input type="checkbox"/> Community leader                |
|           | <input type="checkbox"/> Community activist   | <input type="checkbox"/> Academic                                    | <input type="checkbox"/> Teacher                    | <input type="checkbox"/> Others                          |
| <b>5</b>  | <b>Loluphi uhlobo lo mbutho osebenza kuwo?</b>  |  |   |  |
|           | <input type="checkbox"/> Urban design firm/ Architectural firm  | <input type="checkbox"/> Governmental institution                    | <input type="checkbox"/> Community organisation     | <input type="checkbox"/> Quantity surveyor firm          |
|           | <input type="checkbox"/> Builder firm   | <input type="checkbox"/> NGO   | <input type="checkbox"/> Researcher/ Academic       | <input type="checkbox"/> Other                           |
| <b>6</b>  | <b>Ukweyiphi indawo umbutho wakho?</b>  |  |   |  |
|           | <input type="checkbox"/> In Cape Town   | <input type="checkbox"/> On the Cape Flats                           | <input type="checkbox"/> In Nyanga Township         | <input type="checkbox"/> In Philippi Township            |
| <b>7</b>  | <b>Ingaba wawukhe wanenxaxheba oyithabathayo kumalinge ophuhliso?</b>   |  |   |  |
|           | <input type="checkbox"/> Yes  | <input type="checkbox"/> No  |   |  |
| <b>8</b>  | <b>Unexesha elingakanani usebenza kumalinge ophuhliso kwi lokishi ohlala kuyo?</b>                            |  |   |  |
|           | <input type="checkbox"/> never  | <input type="checkbox"/> under 2 years                               | <input type="checkbox"/> 2 – 4 years                | <input type="checkbox"/> 5 – 9 years                     |
|           | <input type="checkbox"/> over 10 years  |  |   |  |
| <b>9</b>  | <b>Leliphi inqanaba onokuzibeka onokuzibeka kulo ngoku nxulumene nophuhliso kwiilokishi zesi Xeko seKapa?</b> |  |   |  |
|           | <input type="checkbox"/> basic experience   | <input type="checkbox"/> adequately experienced                      | <input type="checkbox"/> experienced                | <input type="checkbox"/> very experienced                |
| <b>10</b> | <b>Kukangaphi uthabatha inxaxheba kumalinge ophuhliso kwiilokishi zesiXeko seKapa?</b>                        |  |   |  |
|           | <input type="checkbox"/> never  | <input type="checkbox"/> daily                                       | <input type="checkbox"/> weekly                     | <input type="checkbox"/> monthly                         |
|           | <input type="checkbox"/> occasionally   |  |   |  |
| <b>11</b> | <b>Mingaphi eminye imibutho enixibelelene nayo kumalinge ophuhliso?</b>                                       |  |   |  |
|           | <input type="checkbox"/> none   | <input type="checkbox"/> 1-4   | <input type="checkbox"/> 5-7                        | <input type="checkbox"/> more than 8                     |



|  |   |   |  |  |
|--|---|---|--|--|
| <b>12</b>  | <b>Leliphi inqanaba owawukulo kuphuhliso lwesikhululo sika loliwe sase Filiphi?</b>                 |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect                | <input type="checkbox"/> Site managing urban<br>designer/ Architect                                 | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga/ Philippi | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga/ Philippi         | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                                  | <input type="checkbox"/> Other, Please<br>explain.....  |   | <input type="checkbox"/> Not involved  |  |
| <b>13</b>  | <b>Leliphi inqanaba owaaukulo kuphuhliso lweNtlanganisela yase Filiphi? / ndibano yase Filiphi?</b> |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect                | <input type="checkbox"/> Site managing urban<br>designer/ architect                                 | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga/ Philippi | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga/ Philippi         | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                                  | <input type="checkbox"/> Other, Please<br>explain.....  |   | <input type="checkbox"/> Not involved  |  |
| <b>14</b>  | <b>Leliphi inqanaba owaaukulo kuphuhliso lwe "Lansdowne Makhethi Skweri"?</b>                       |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect                | <input type="checkbox"/> Site managing urban<br>designer/ architect                                 | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga/ Philippi | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga/ Philippi         | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                                  | <input type="checkbox"/> Other, Please<br>explain.....  |   | <input type="checkbox"/> Not involved  |  |
| <b>15</b>  | <b>Leliphi inqanaba owawukulo kuphuhliso lwe Zolani Centre?</b>                                     |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect                | <input type="checkbox"/> Site managing urban<br>designer/ architect                                 | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga/ Philippi | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga/ Philippi         | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                                  | <input type="checkbox"/> Other, Please<br>explain.....  |   | <input type="checkbox"/> Not involved  |  |
| <b>16</b>  | <b>What was your position in the development of the project 'Zolanie Centre'?</b>                   |   |  |  |
| <input type="checkbox"/> Urban designer/<br>Architect                | <input type="checkbox"/> Site managing urban<br>designer/ architect                                 | <input type="checkbox"/> Urban design student/<br>Architectural student | <input type="checkbox"/> Draftsman   |  |
| <input type="checkbox"/> Community consultant<br>in Nyanga           | <input type="checkbox"/> Institutional consultant<br>for development in<br>Nyanga                   | <input type="checkbox"/> Contracted builder                             | <input type="checkbox"/> Community member<br>involved in the building<br>process |  |
| <input type="checkbox"/> Consultant                                  | <input type="checkbox"/> Other, Please<br>explain.....  |   | <input type="checkbox"/> Not involved  |  |



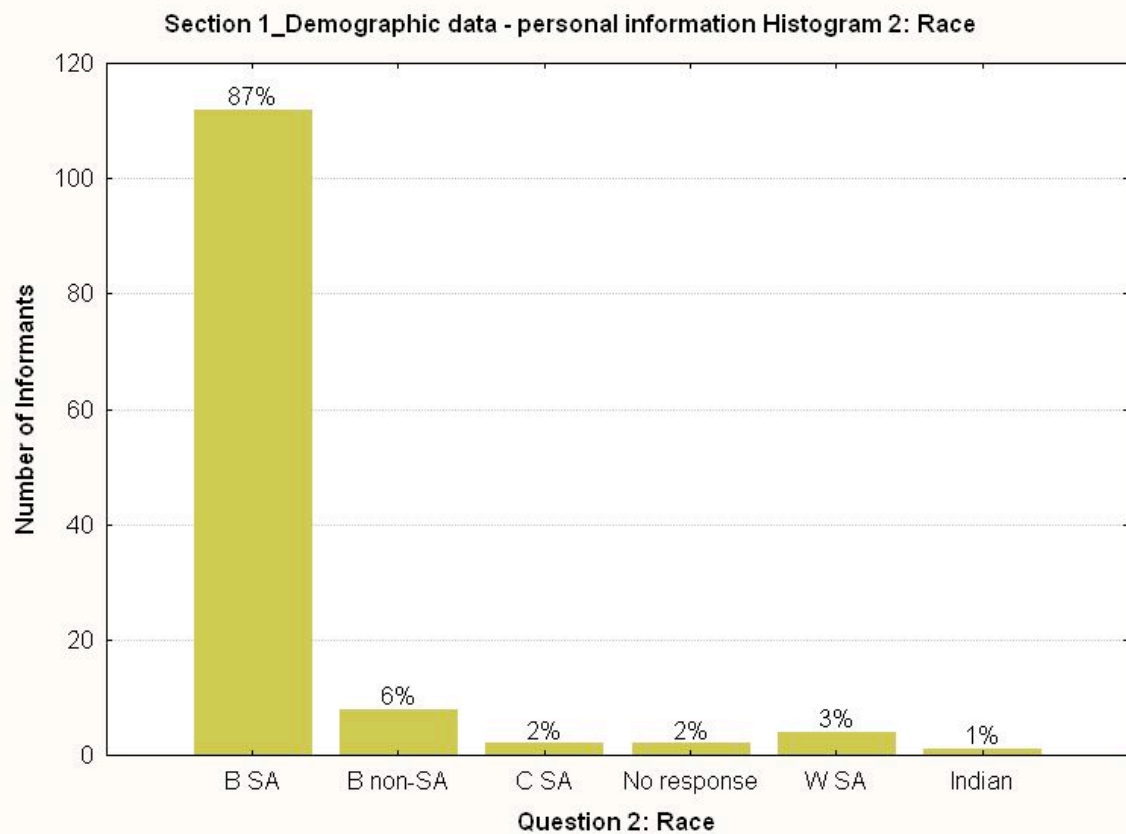
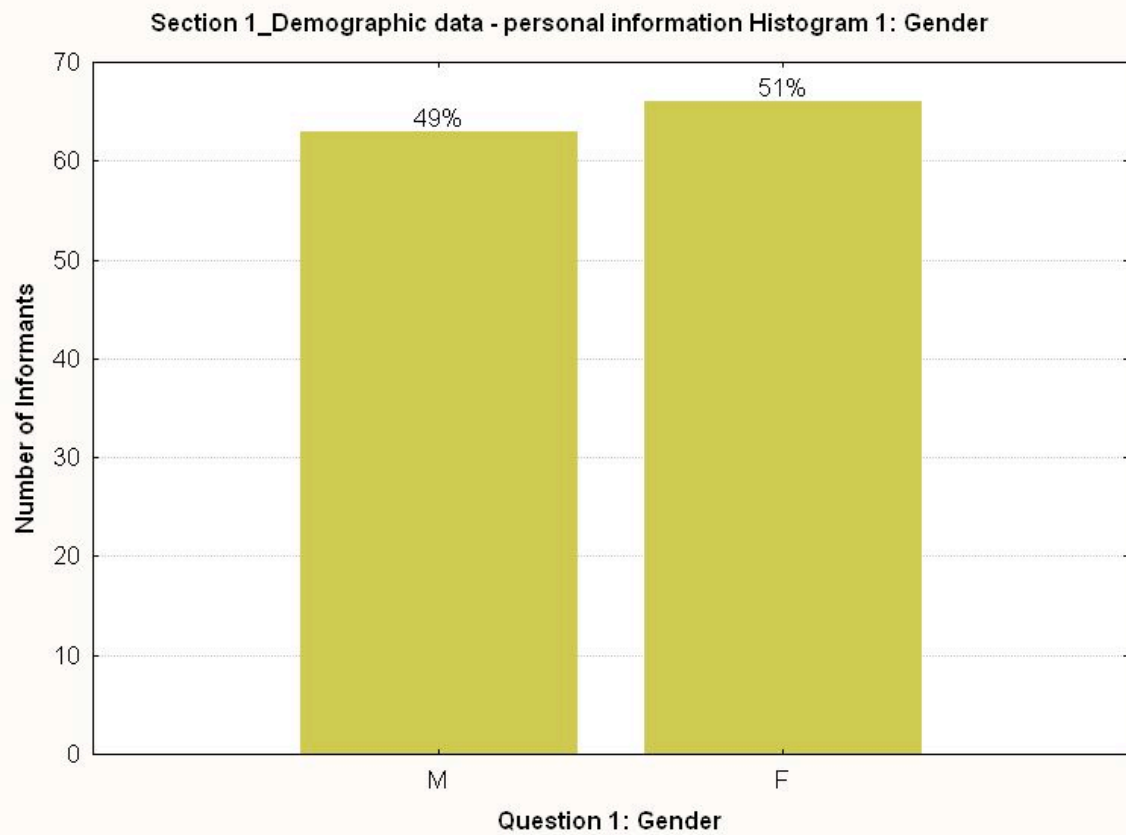




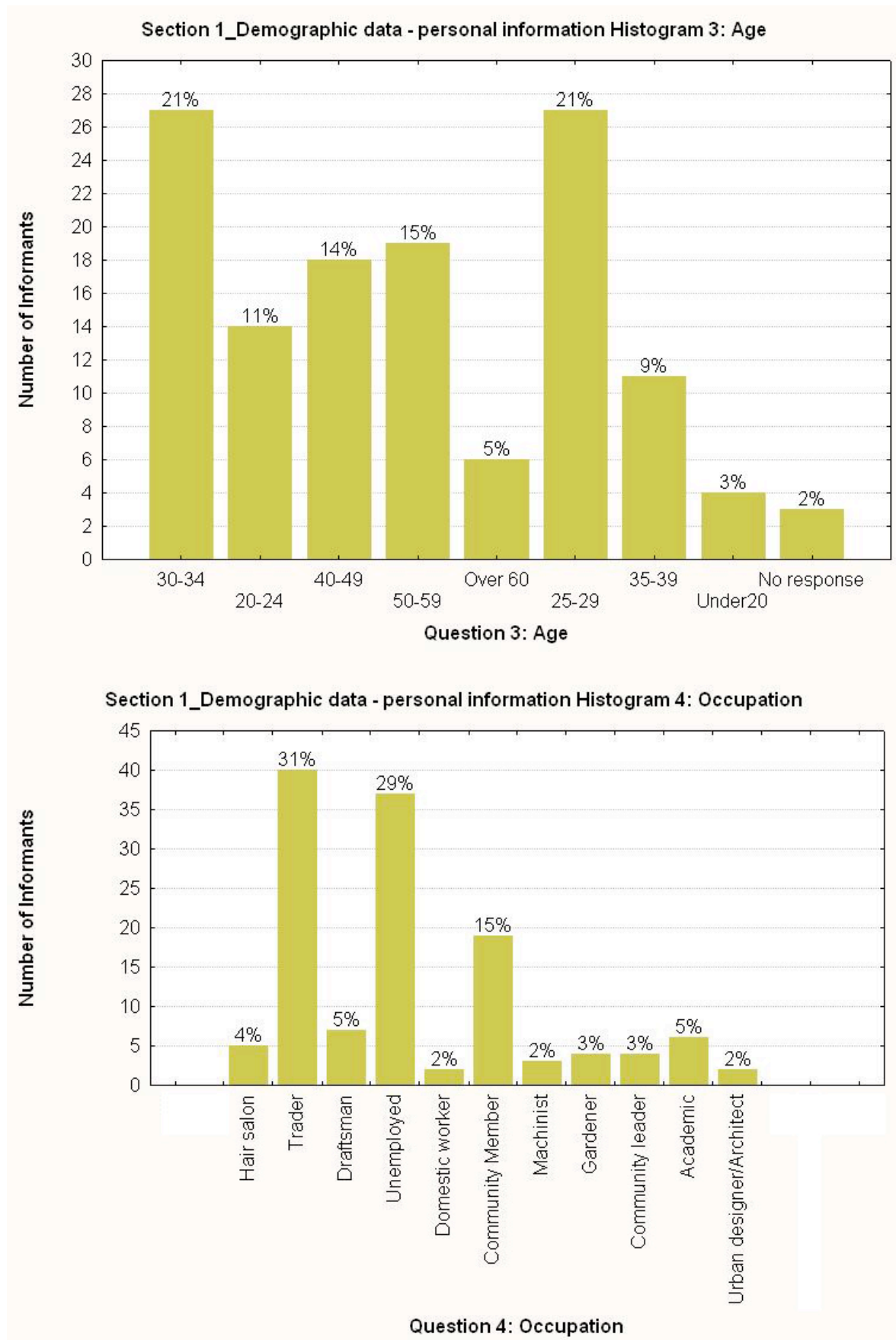


## Appendix 1: Questionnaire results - Section 1; 2 & 3

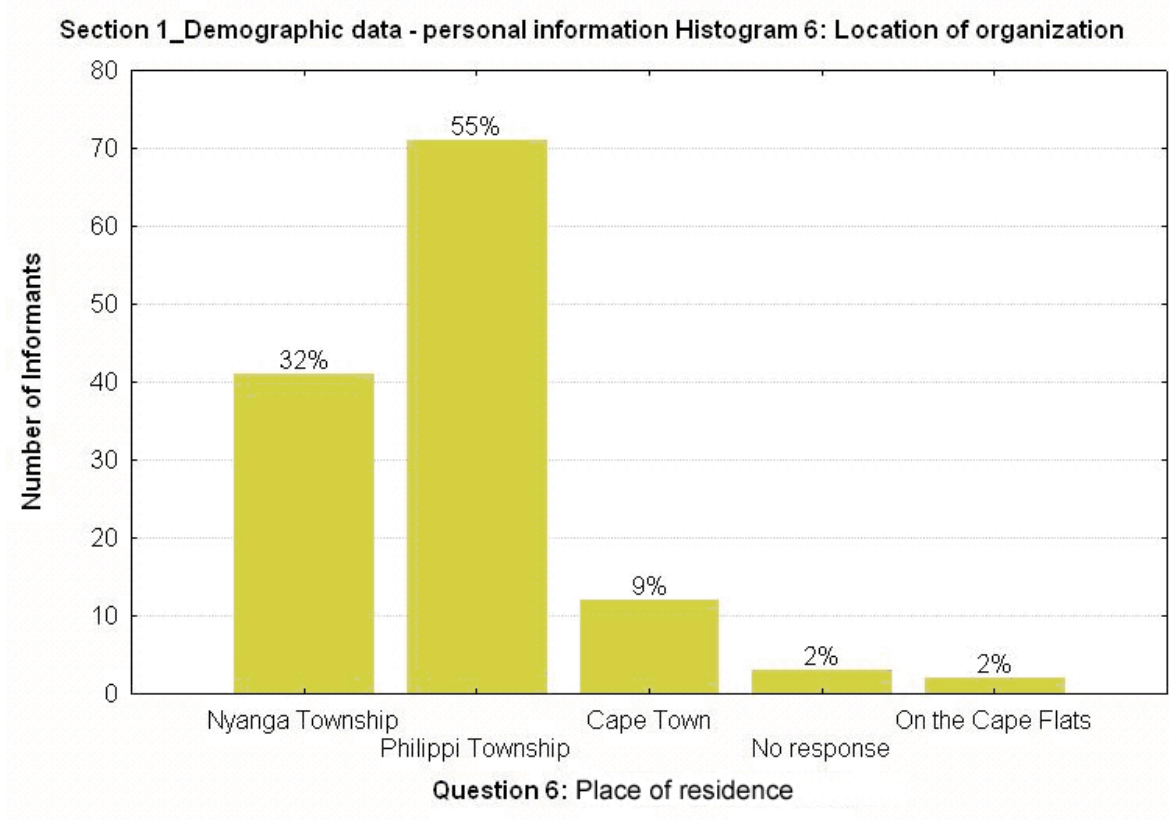
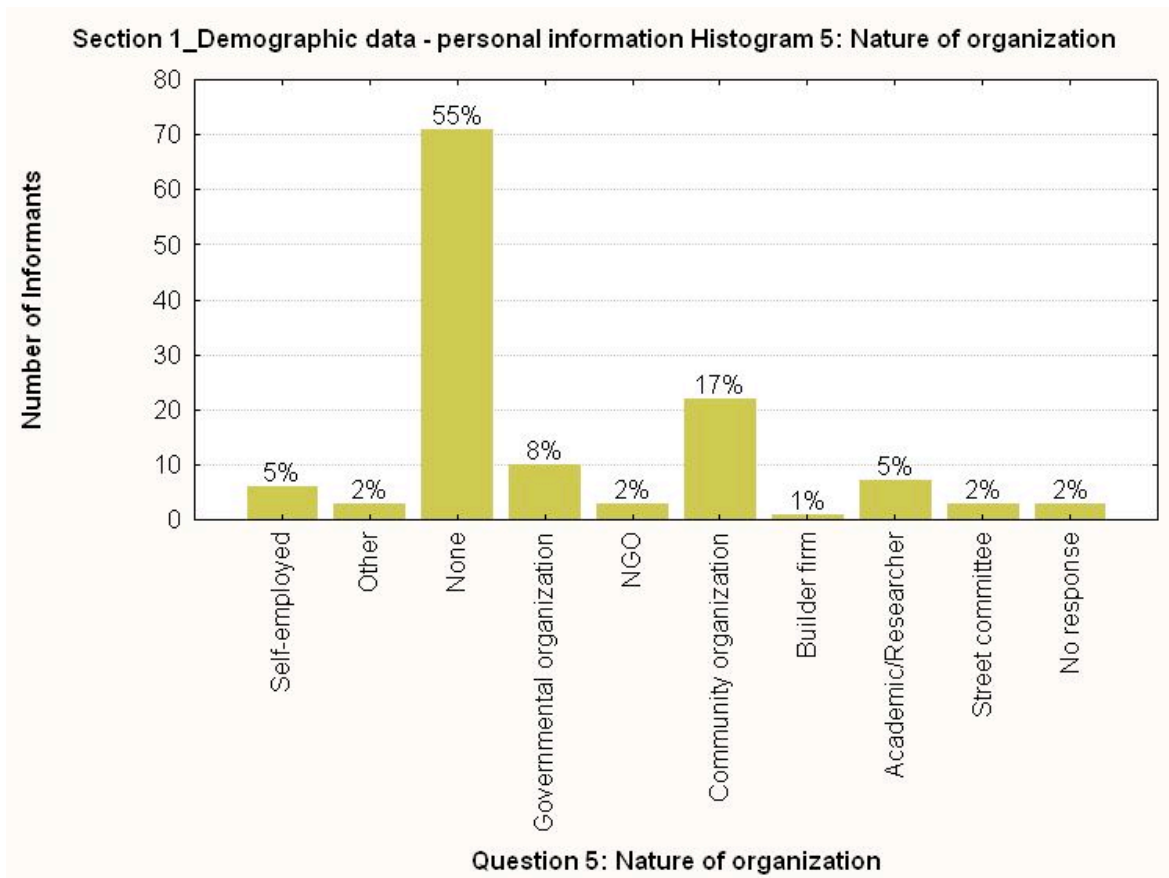
### Section 1: Demographic data – personal information



### Section 1: Histogram question 1; 2



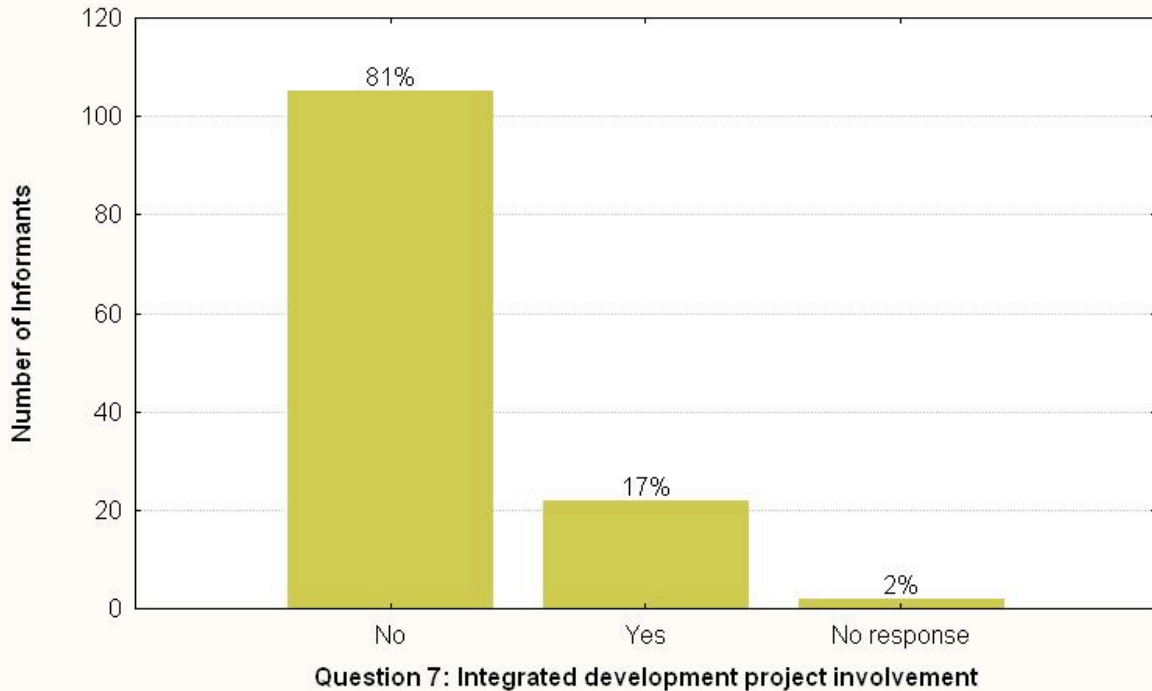
**Section1: Histogram question 3; 4**



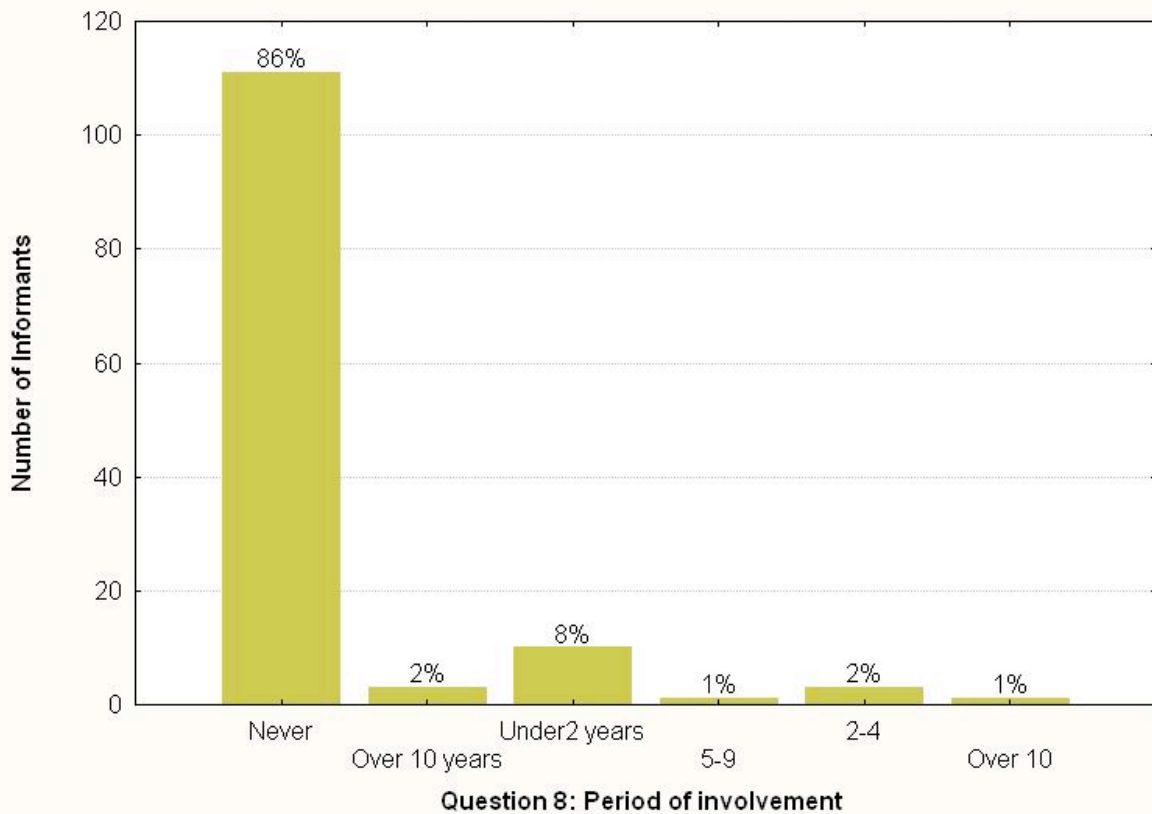
**Section1: Histogram question 5; 6**



Section 1\_Demographic data - personal information Histogram 7: Integrated development project involvement

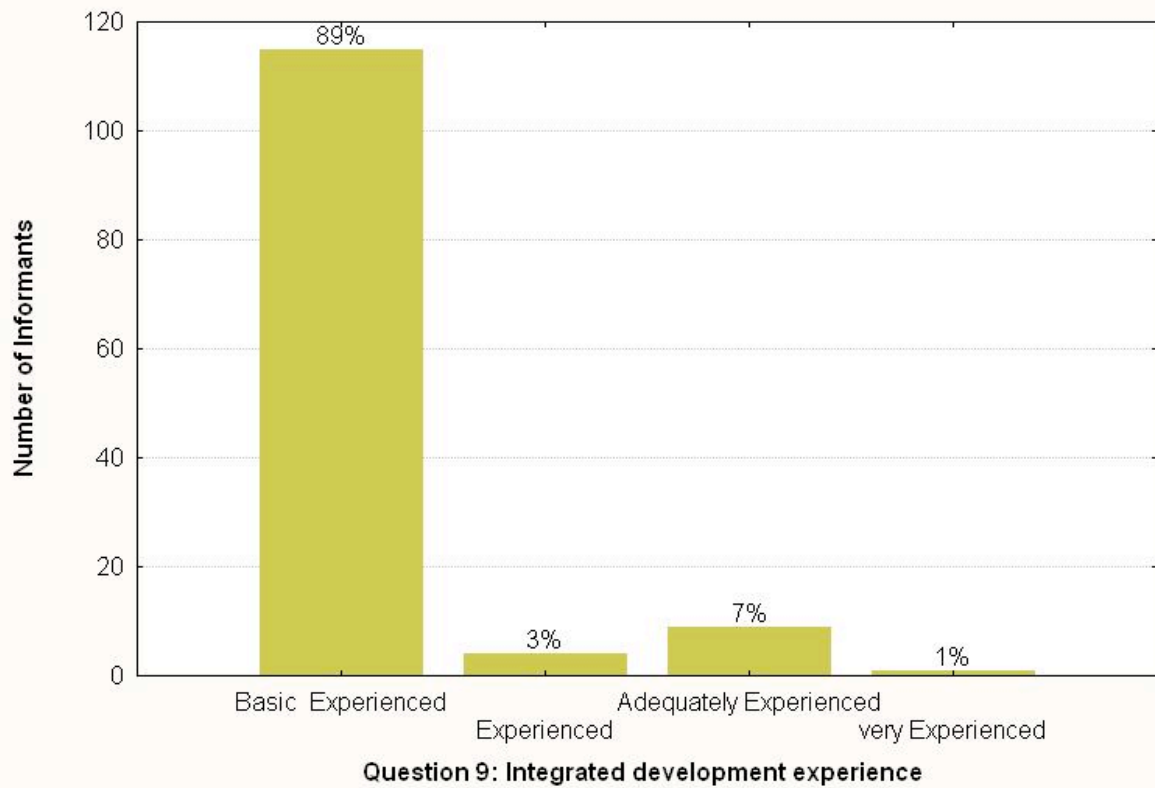


Section 1\_Demographic data - personal information Histogram 8: Period of involvement

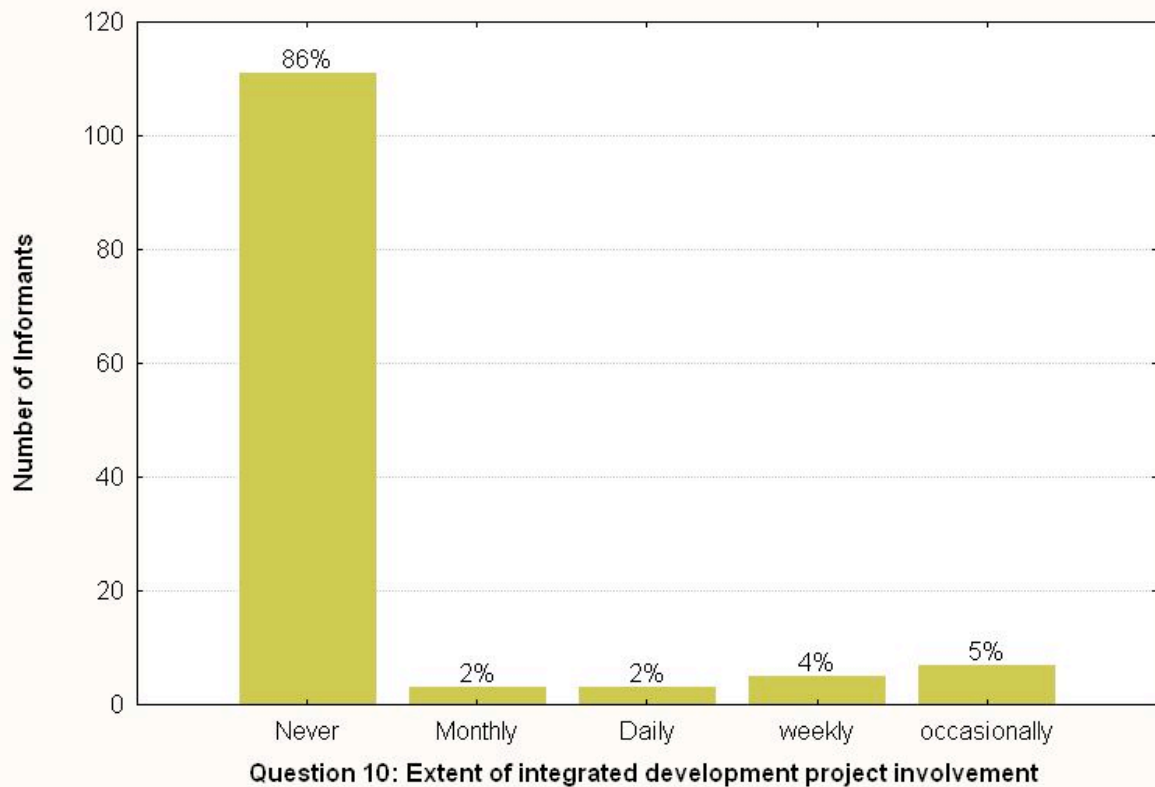


Section1: Histogram question 7; 8

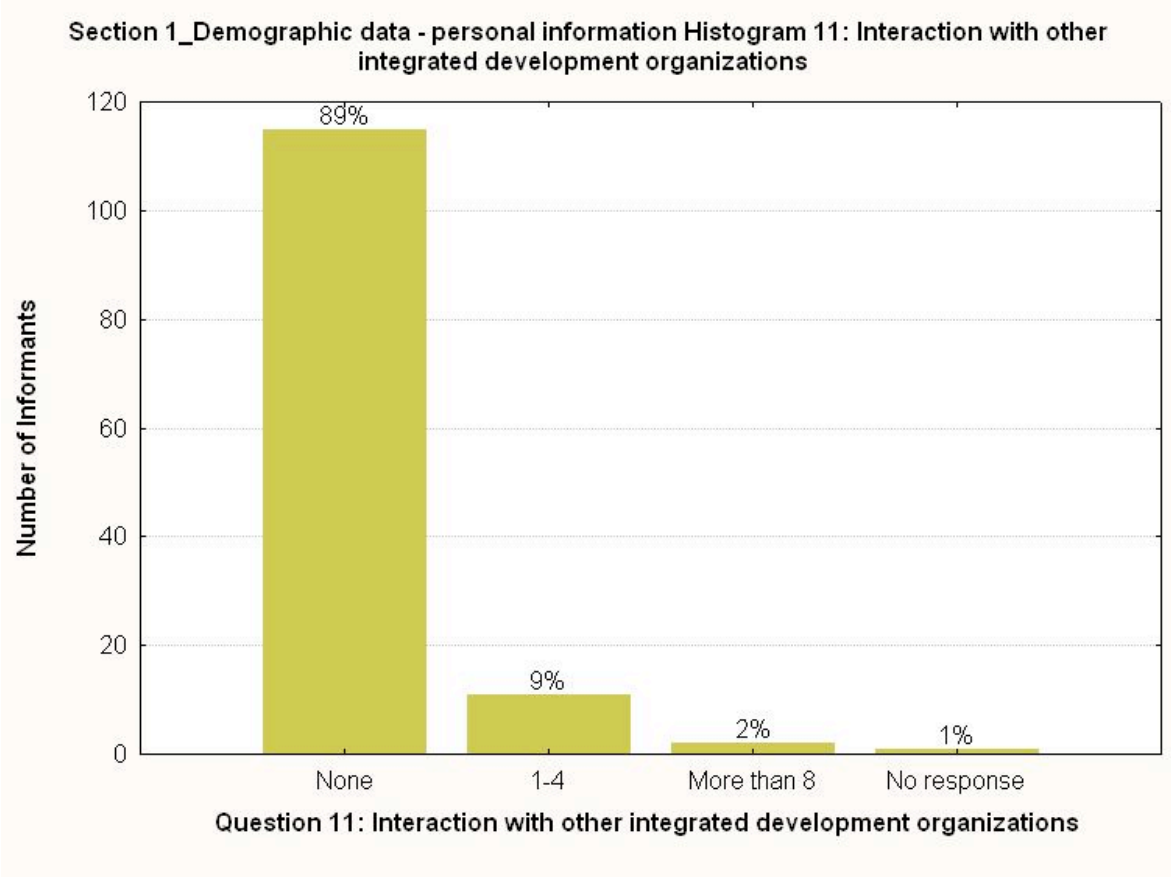
Section 1\_Demographic data - personal information Histogram 9: Integrated development experience



Section 1\_Demographic data - personal information Histogram 10: Extent of integrated development project involvement

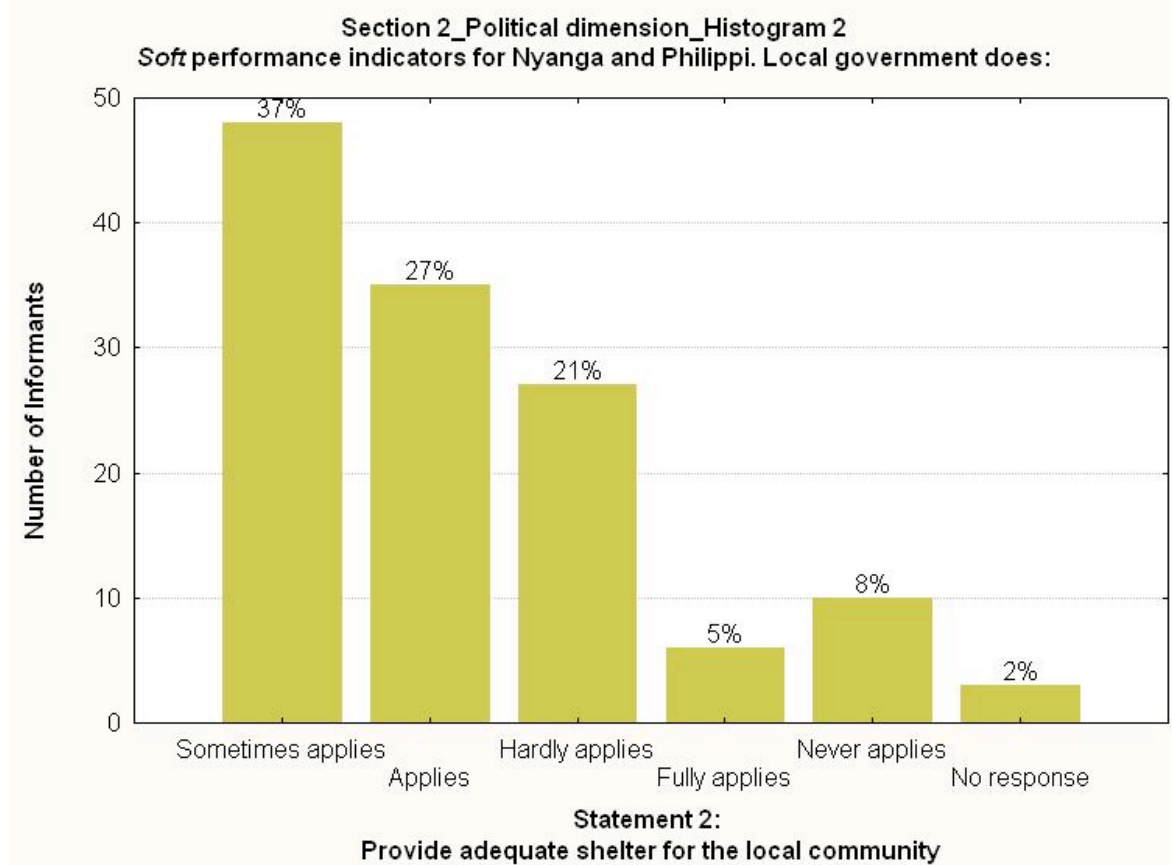
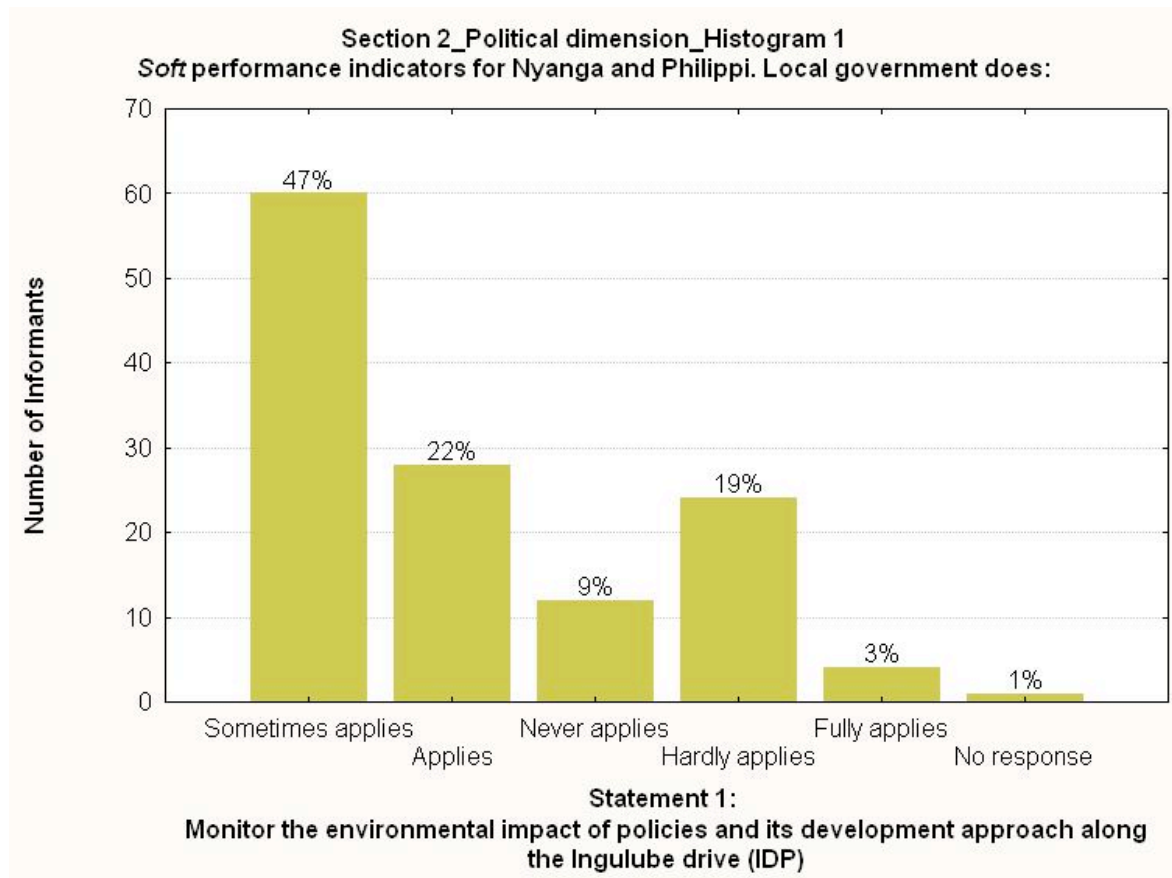


**Section1: Histogram question 9; 10**

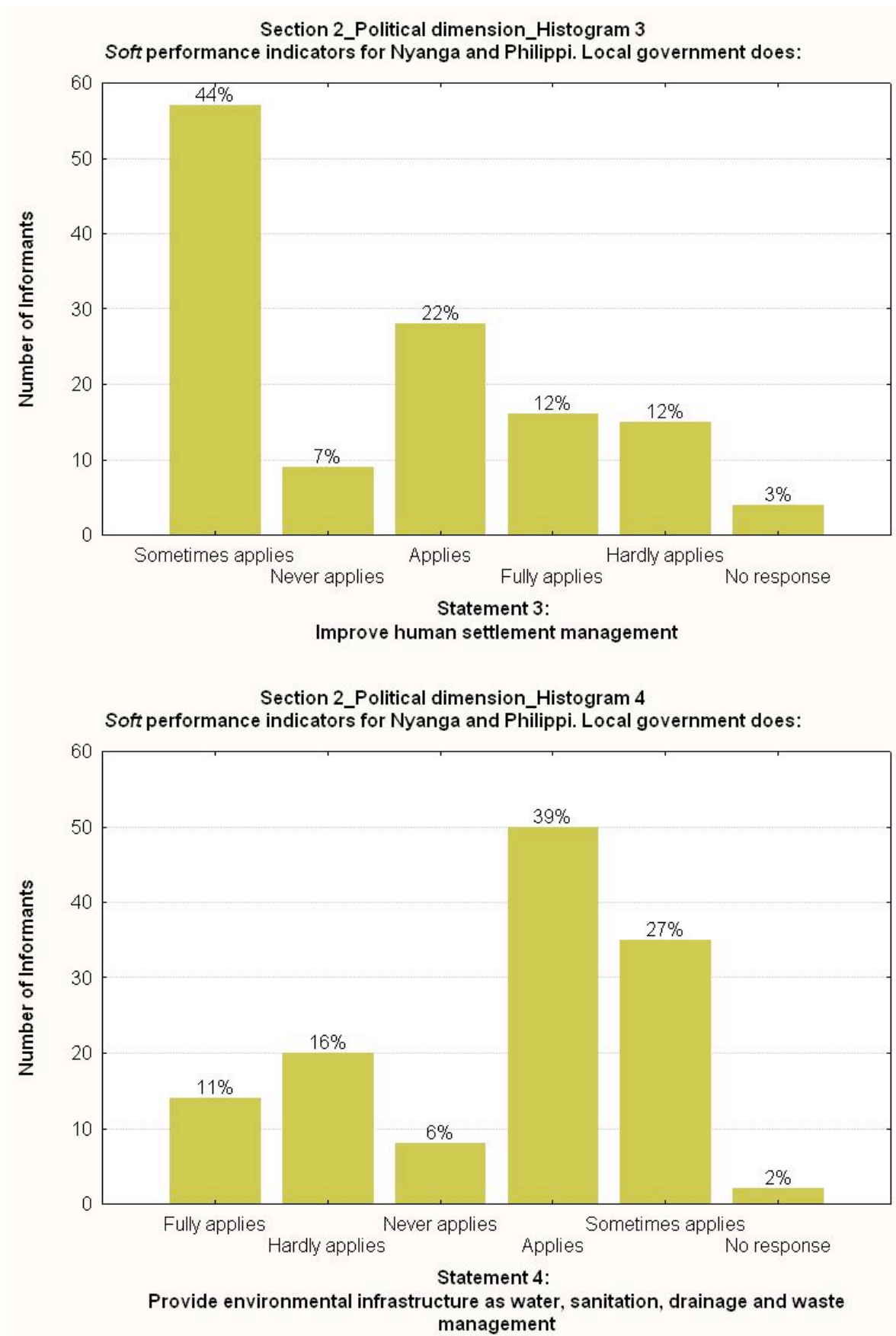


**Section 1: Histogram question 11**

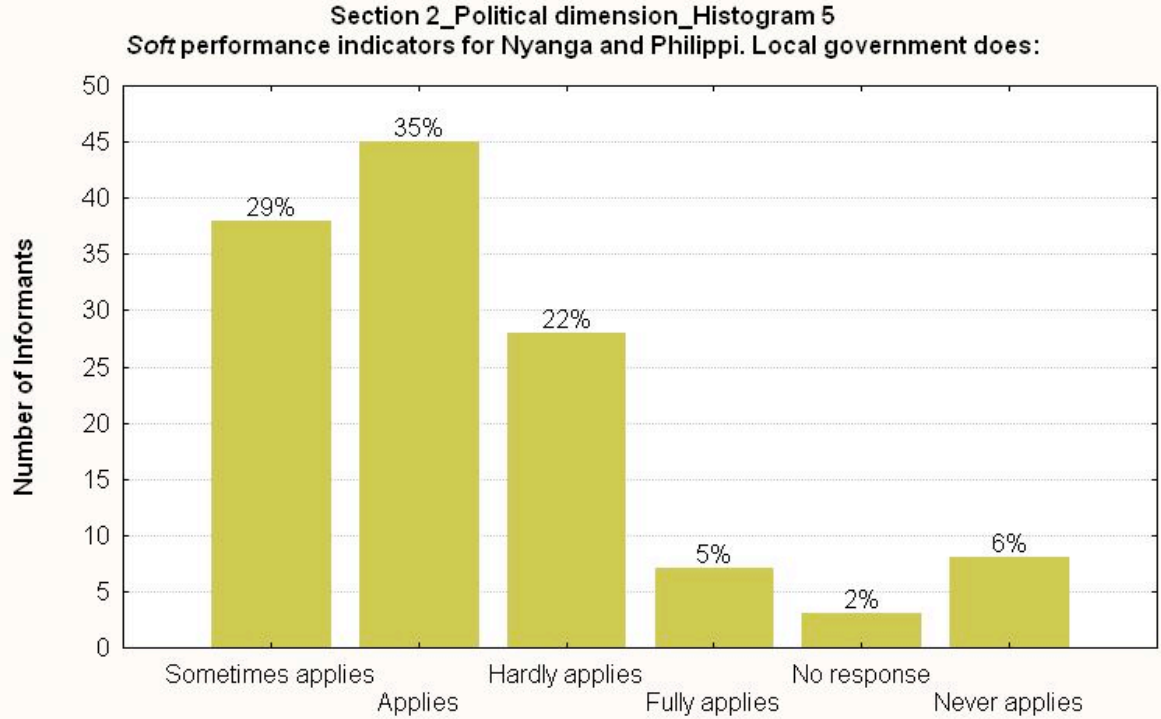
**Section 2: Political dimension**



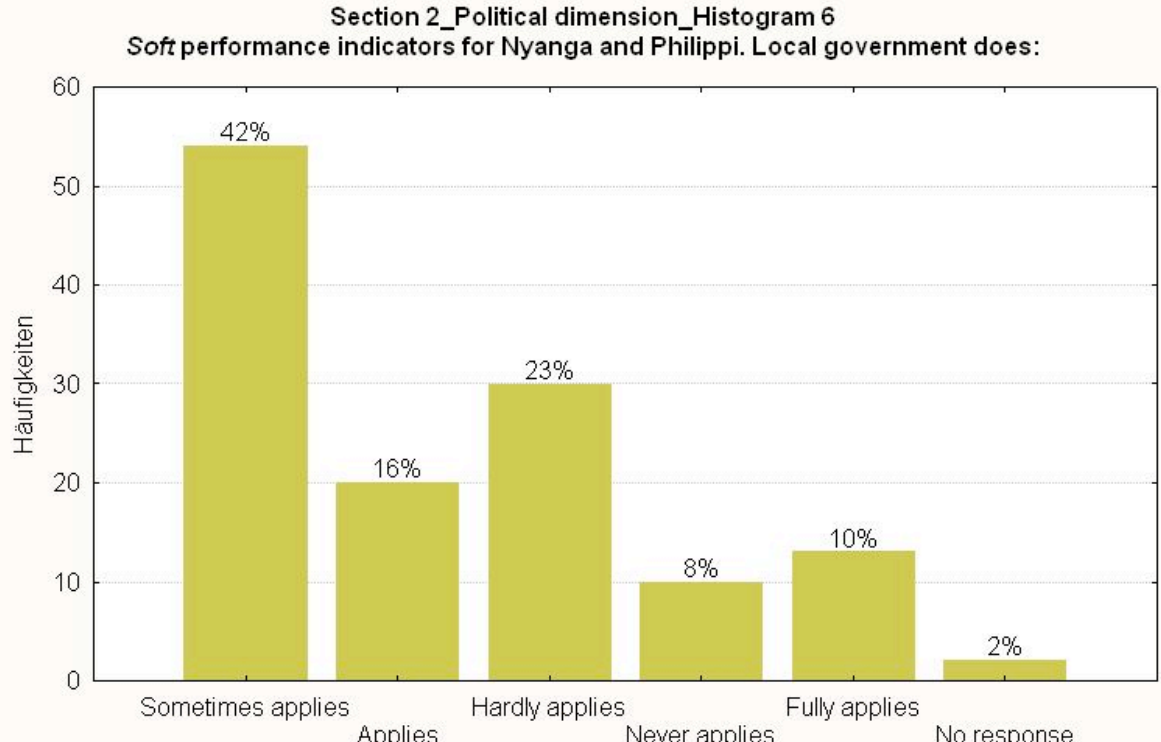
**Section 2: Histogram question 1; 2**



**Section 2: Histogram question 3; 4**

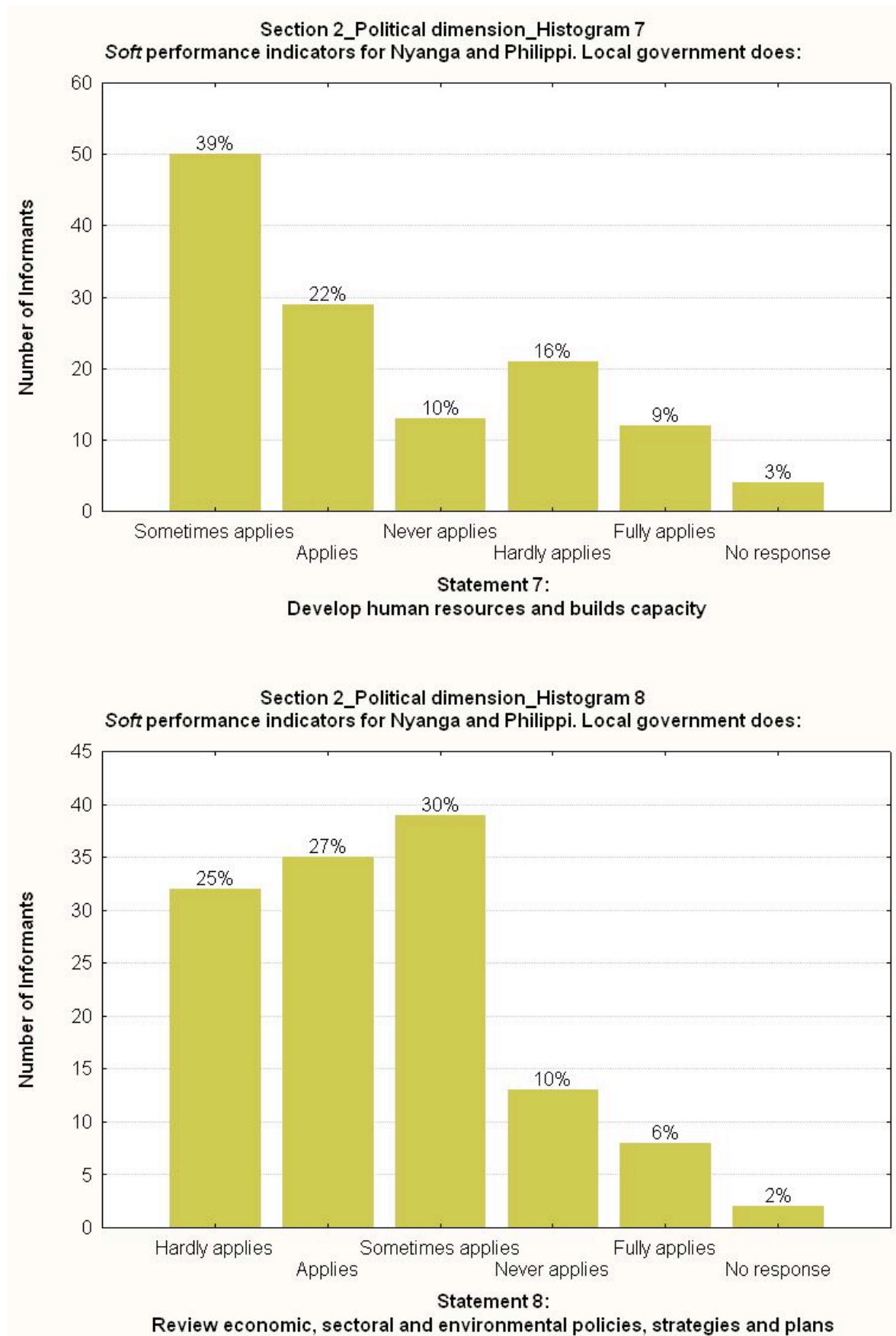


**Statement 5:**  
**Advance sustainable energy and transport systems**

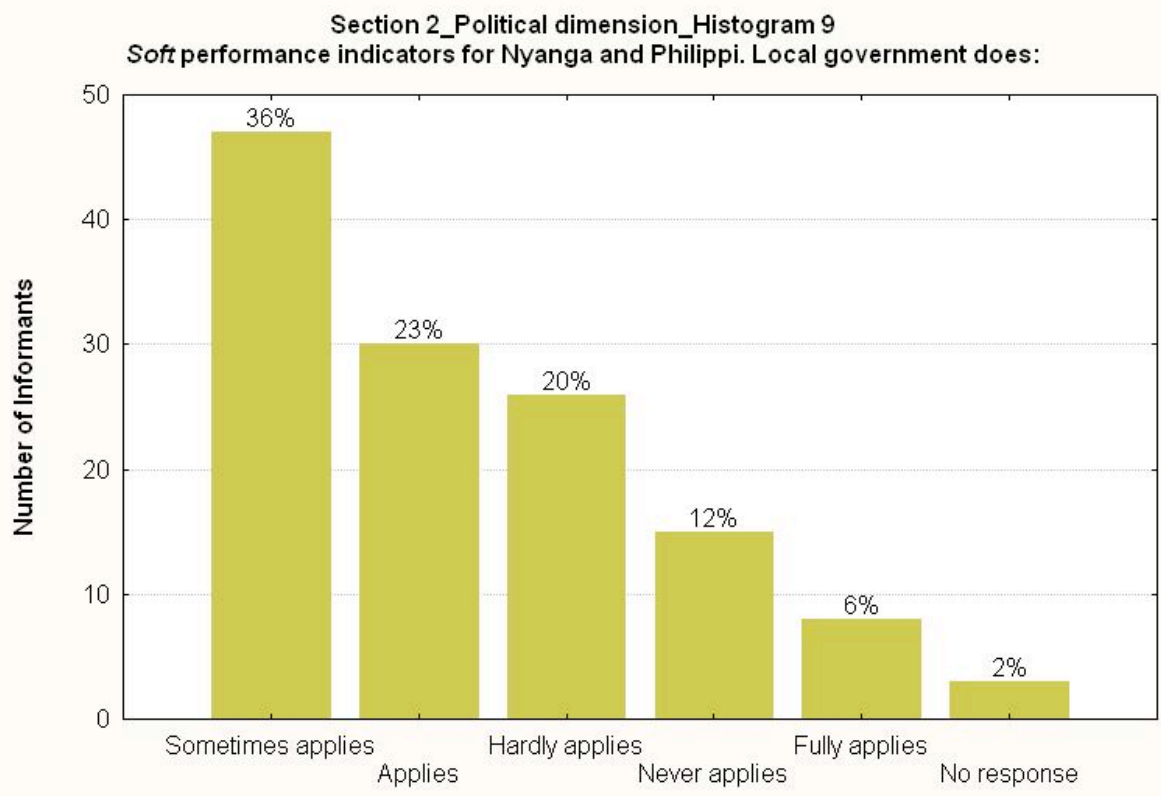


**Statement 6:**  
**Promote sustainable construction industry activities**

**Section 2: Histogram question 5; 6**

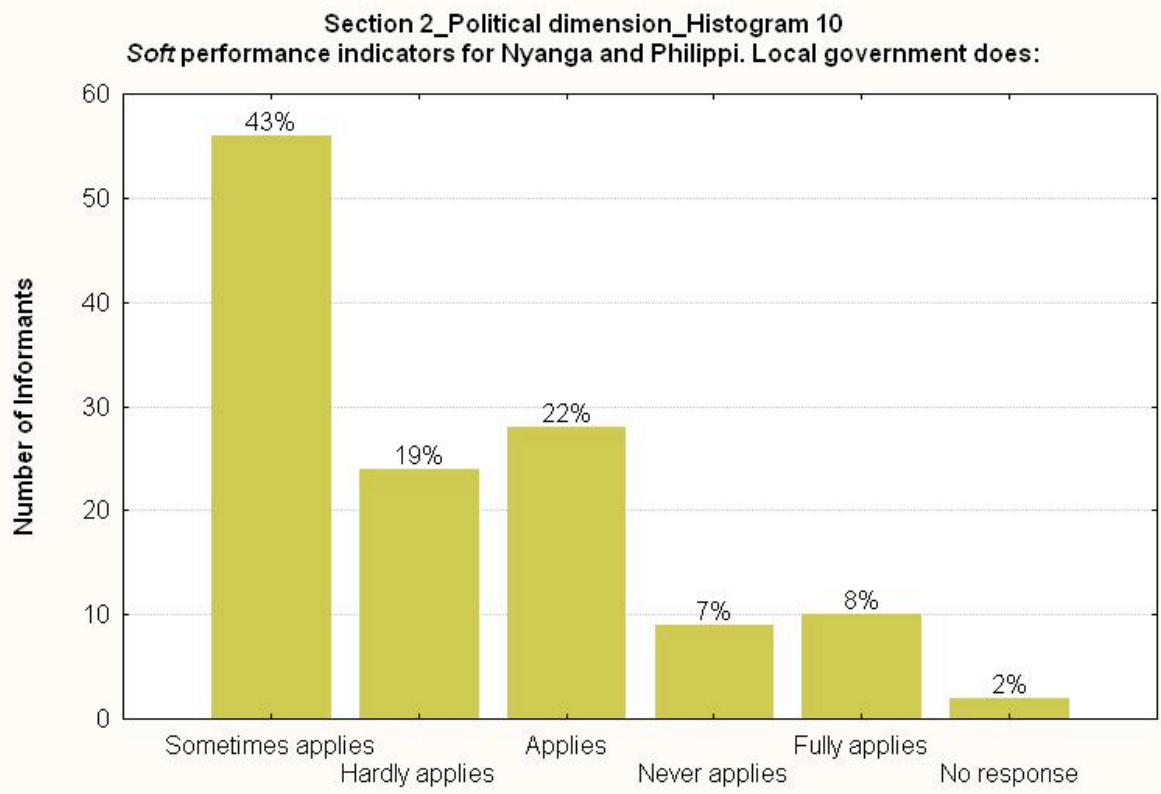


**Section 2: Histogram question 7; 8**



**Statement 9:**

**Strengthen the institutional structures to allow all levels for decision-making**

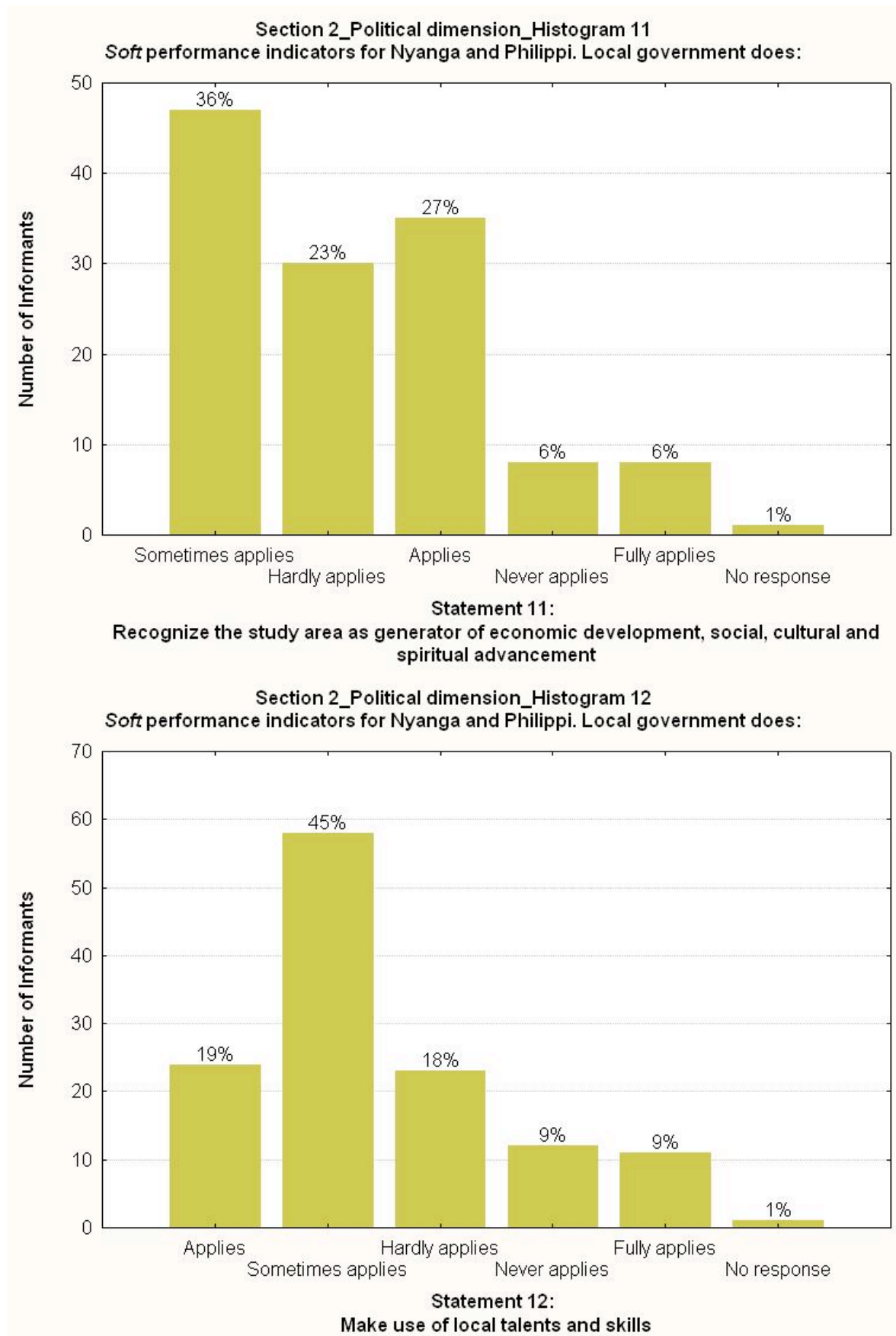


**Statement 10:**

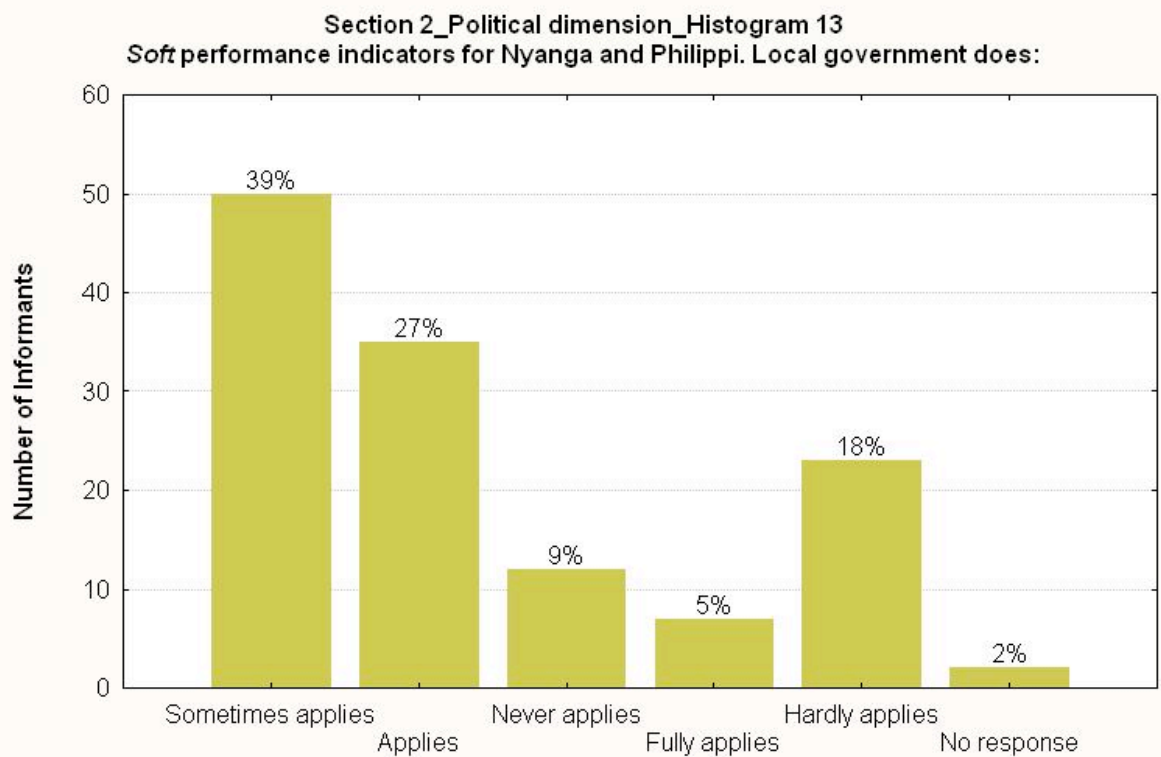
**Consider the local community's values, traditional knowledge and practices**

**Section 2: Histogram question 9; 10**

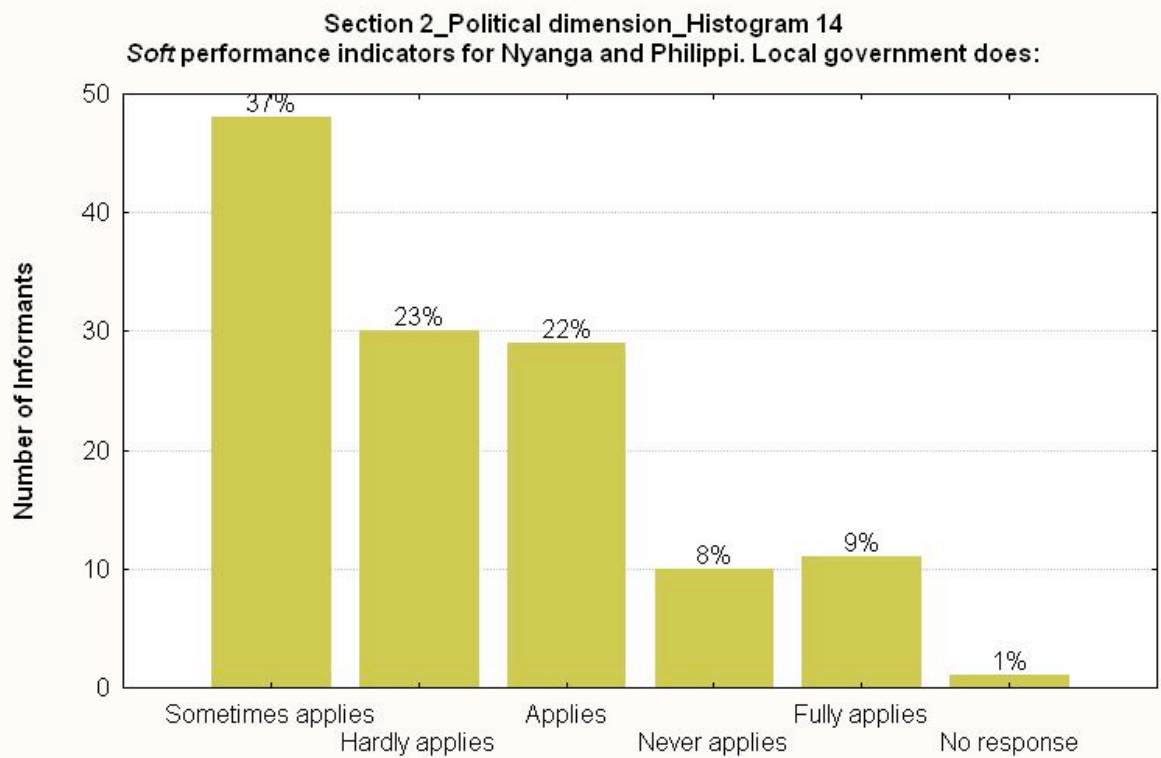




**Section 2: Histogram question 11; 12**

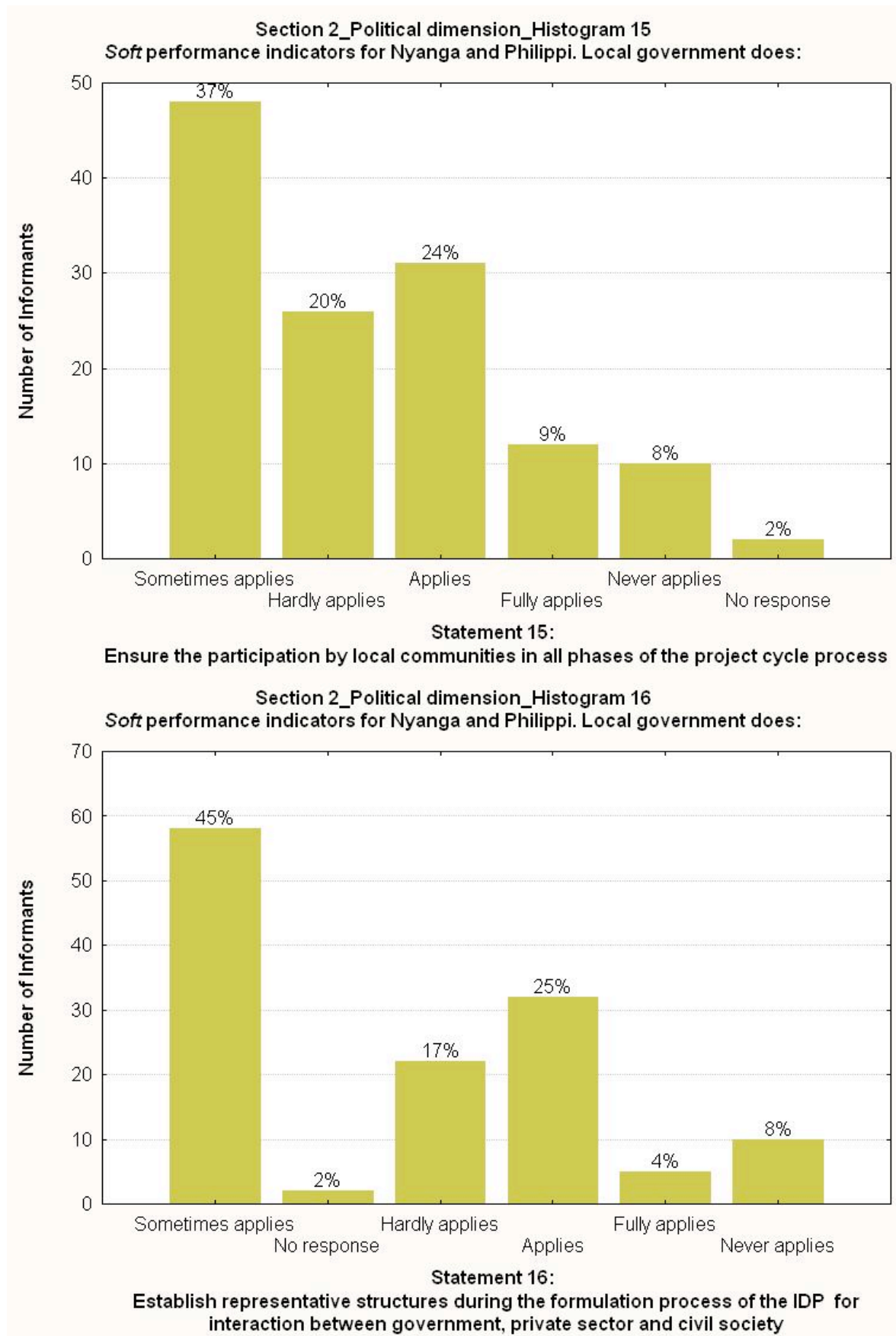


**Statement 13:**  
**Train councillors, traditional leaders and members of the community with capacity building interventions**

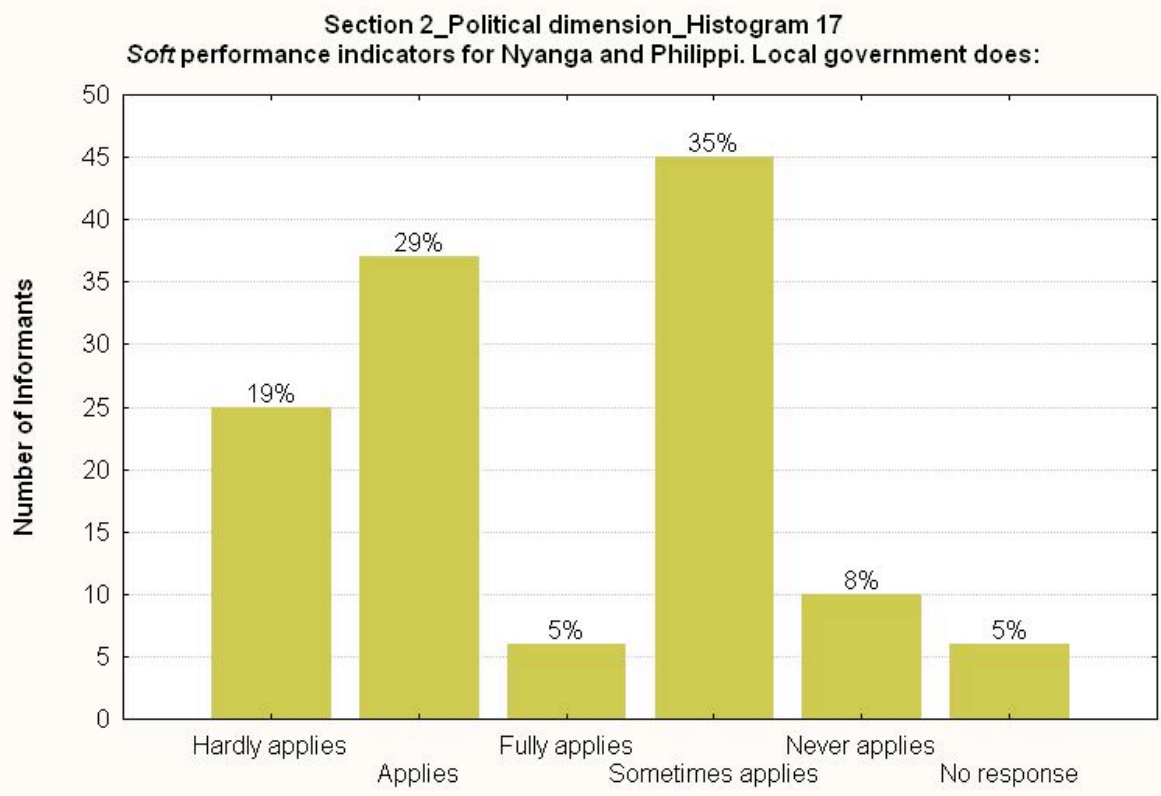


**Statement 14:**  
**Monitor the participation methods with respect to the medium, choice of language and its technical terms**

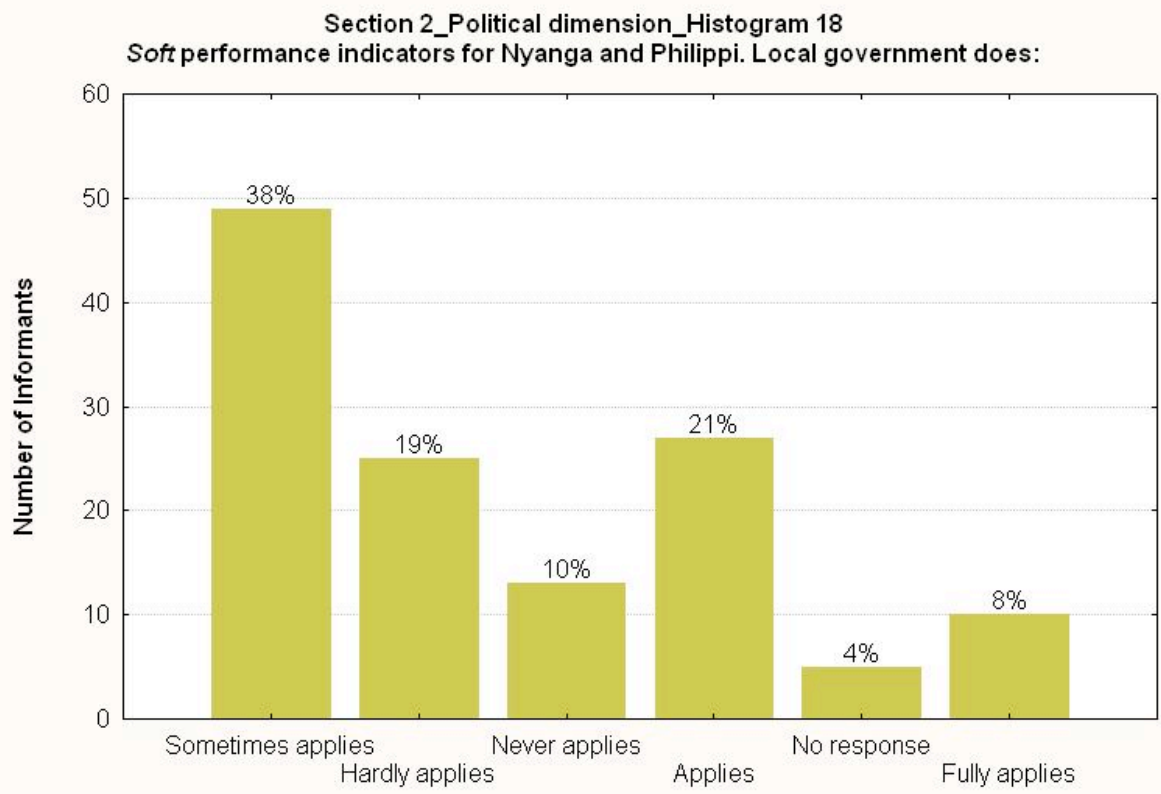
**Section 2: Histogram question 13; 14**



**Section 2: Histogram question 15; 16**

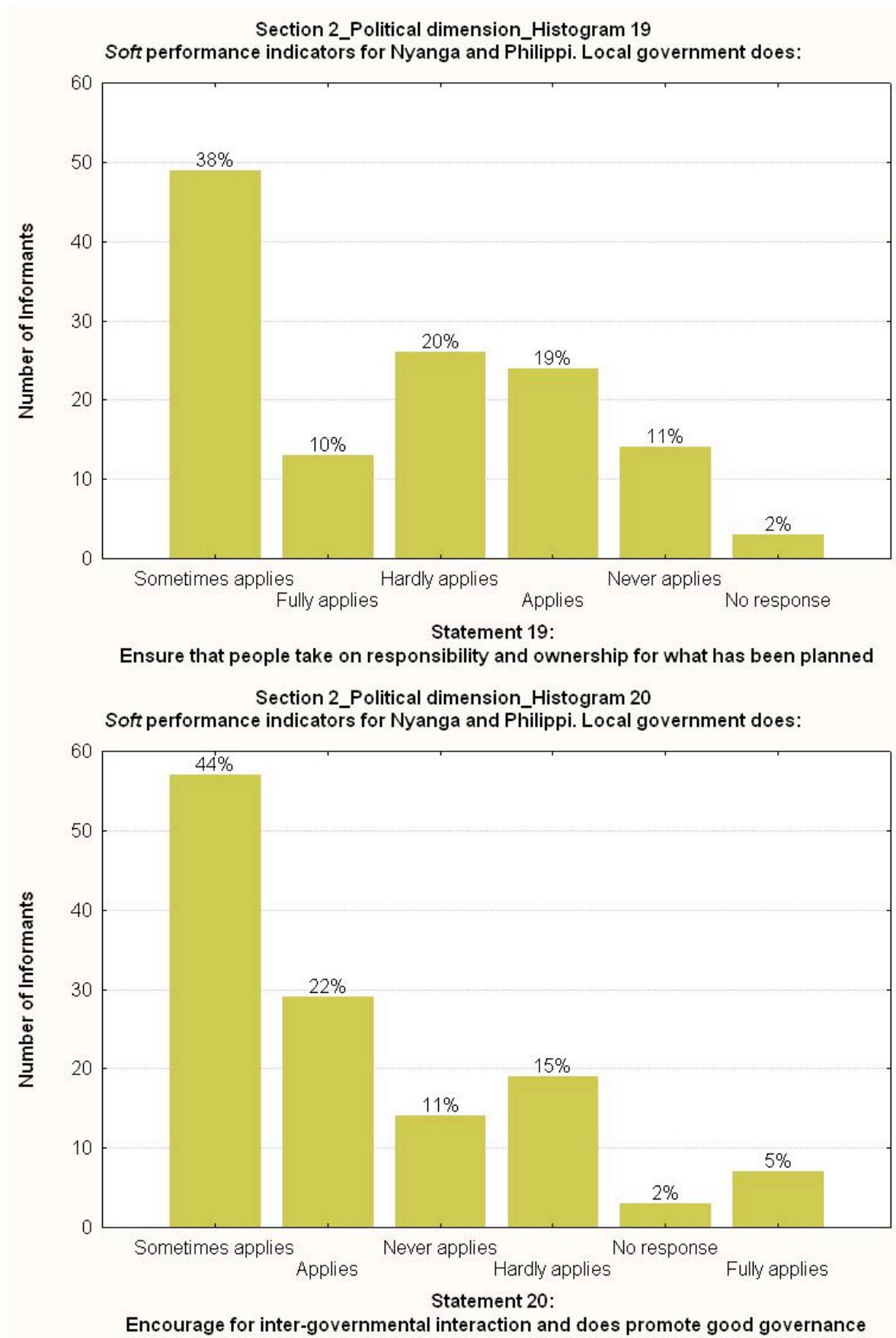


**Statement 17:**  
**Clarify the powers and responsibilities within the participatory process**

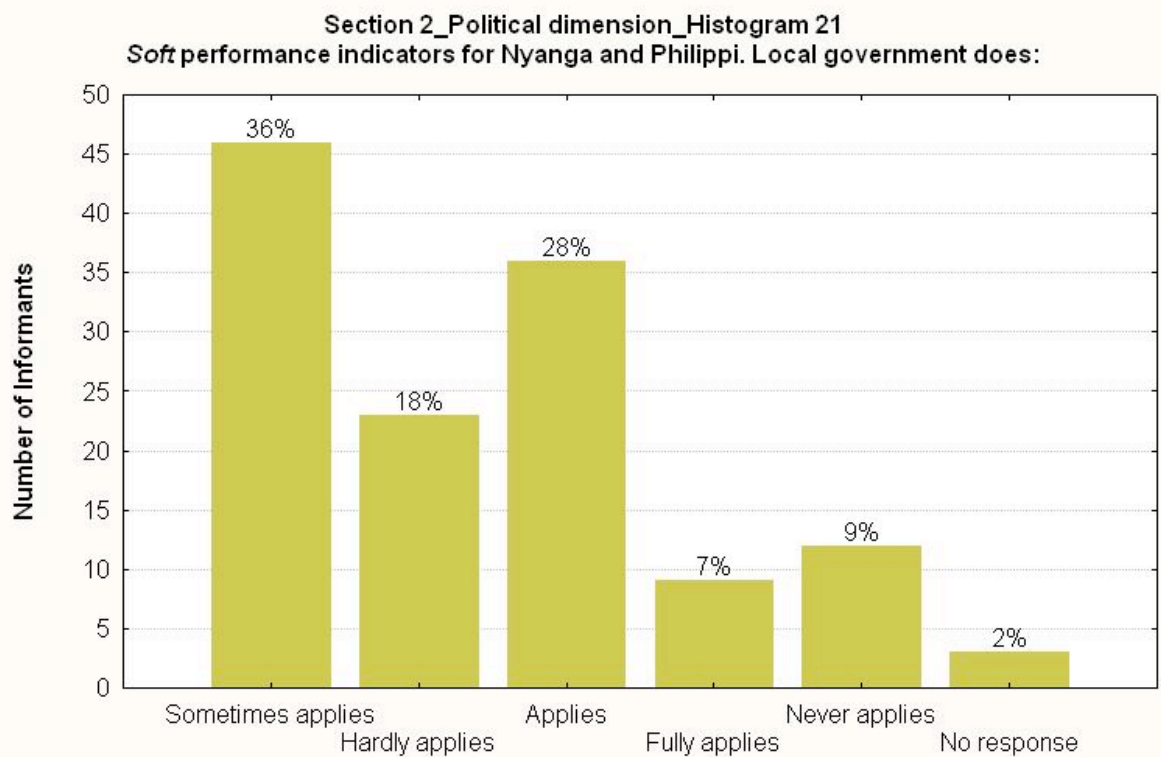


**Statement 18:**  
**Align provincial and local priorities and budgets**

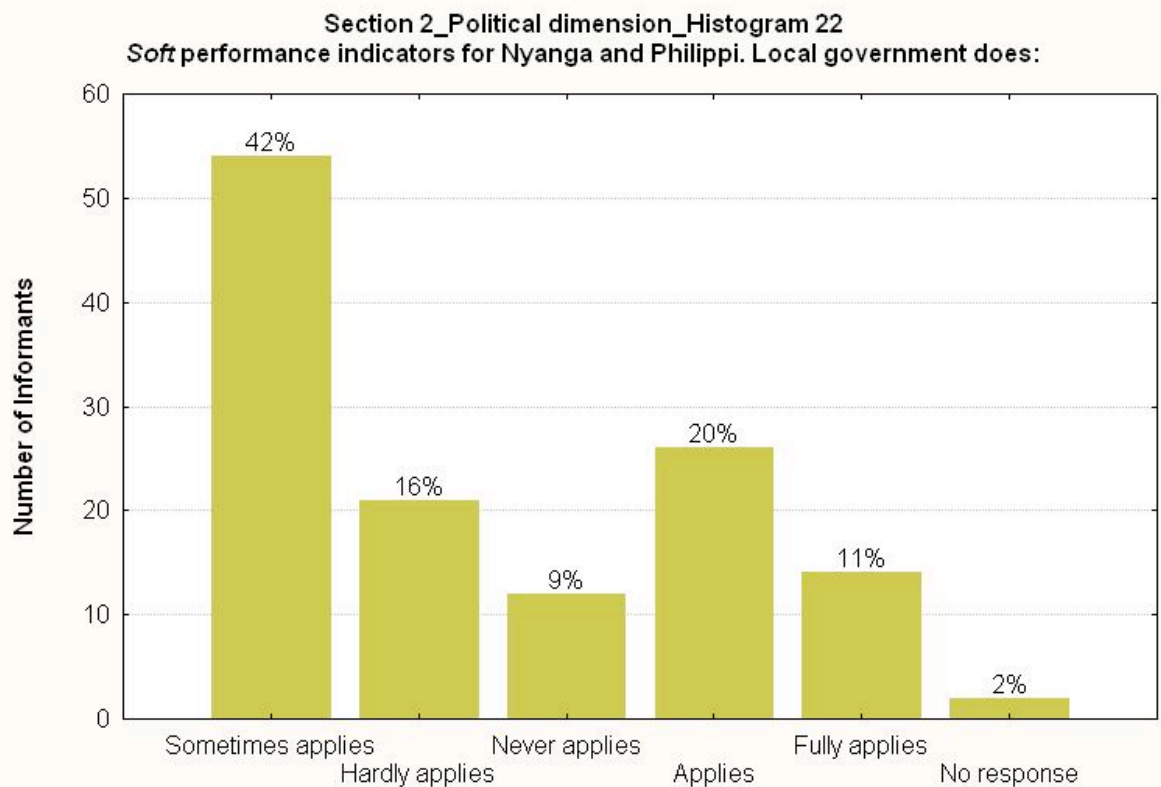
**Section 2: Histogram question 17; 18**



**Section 2: Histogram question 19; 20**

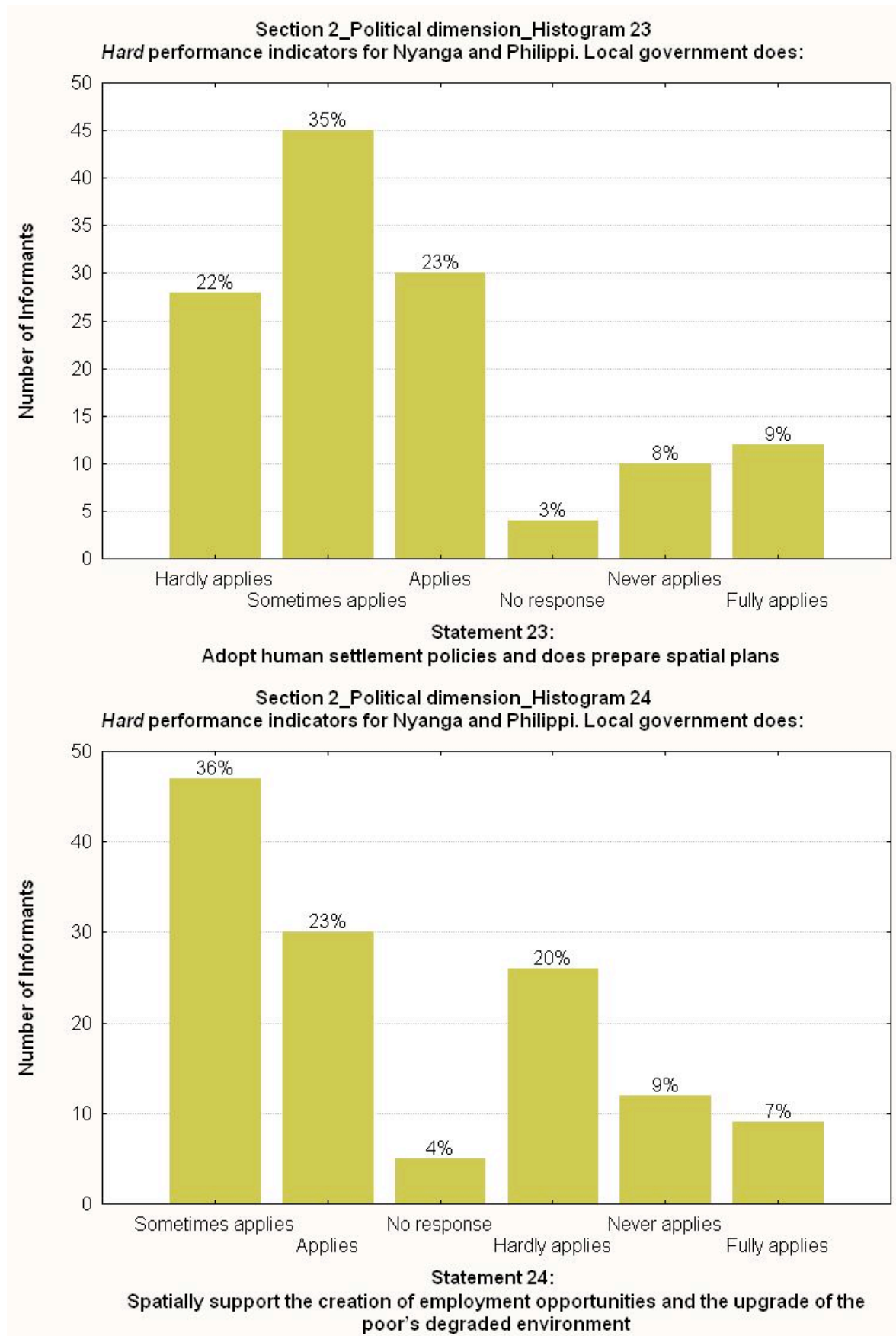


**Statement 21:**  
**Set development priorities for the development for the metropolitan area of Cape Town to achieve more equity**

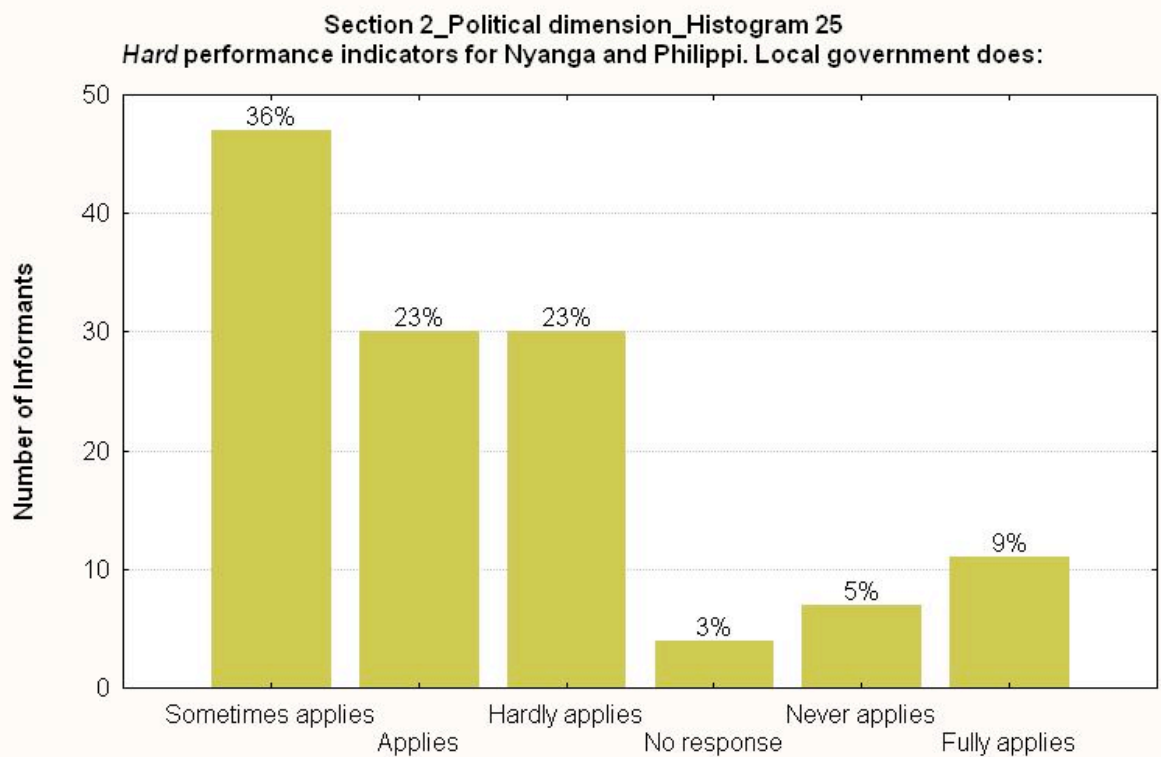


**Statement 22:**  
**Promote non-racialism and non-sexism in the integrated development process (IDP)**

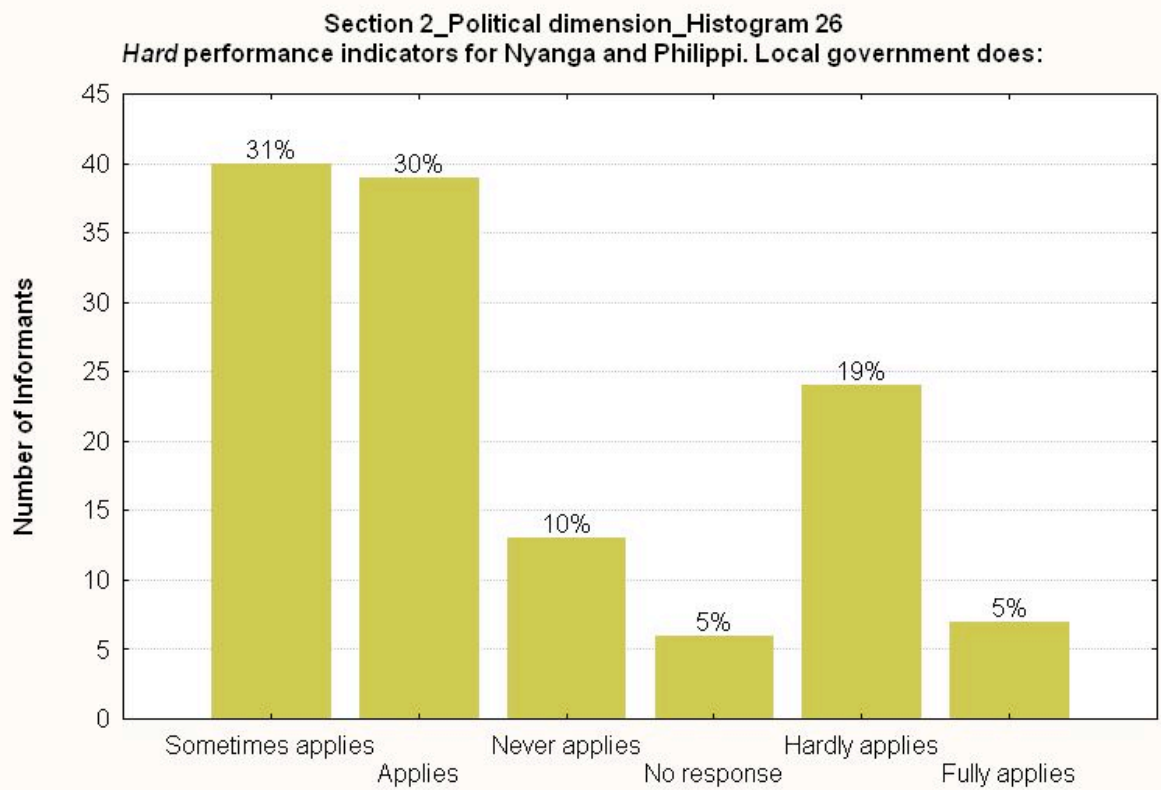
**Section 2: Histogram question 21; 22**



**Section 2: Histogram question 23; 24**



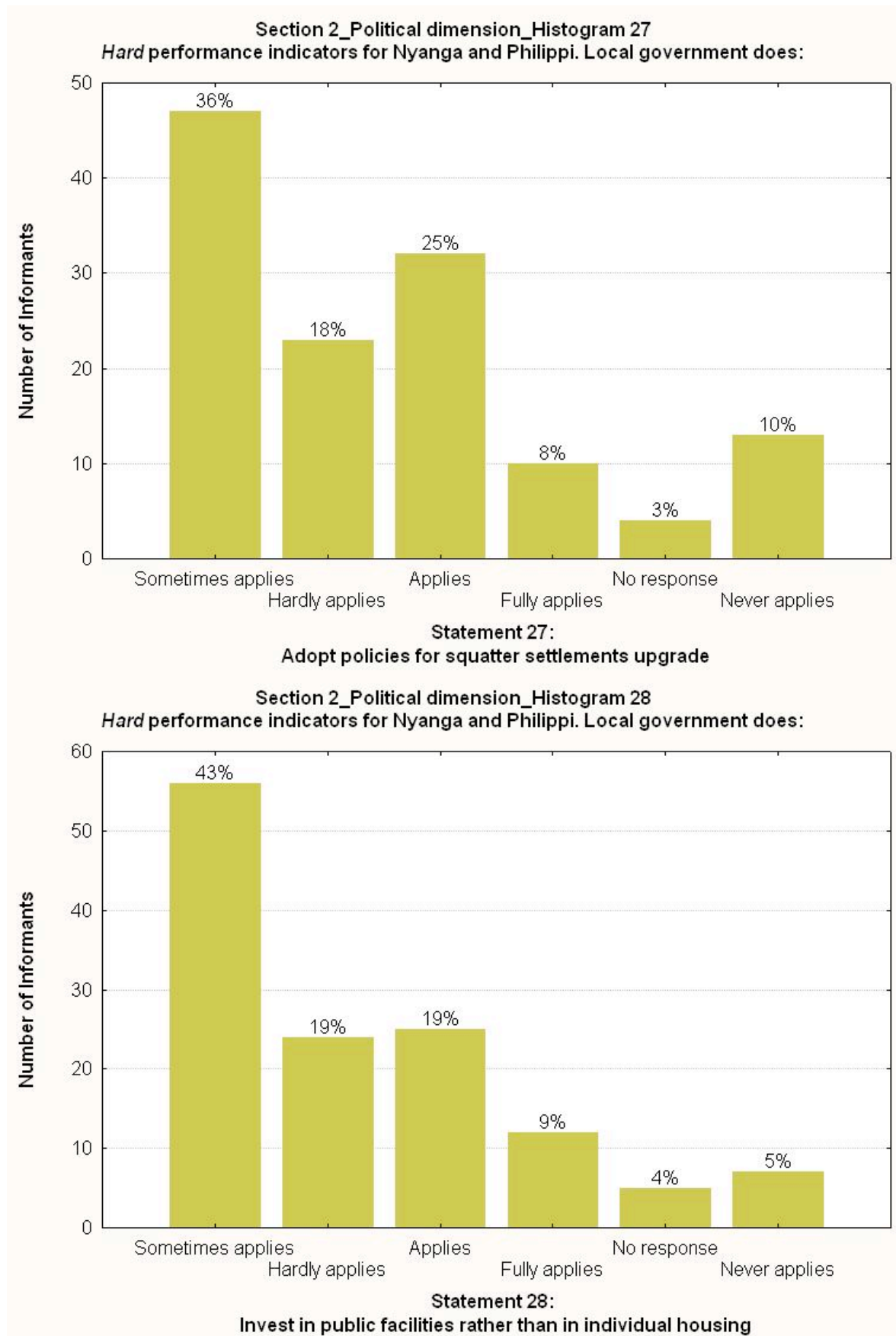
**Statement 25:**  
**Address poverty, homelessness, unemployment, lack of basic services and the exclusion of women and marginalized groups**



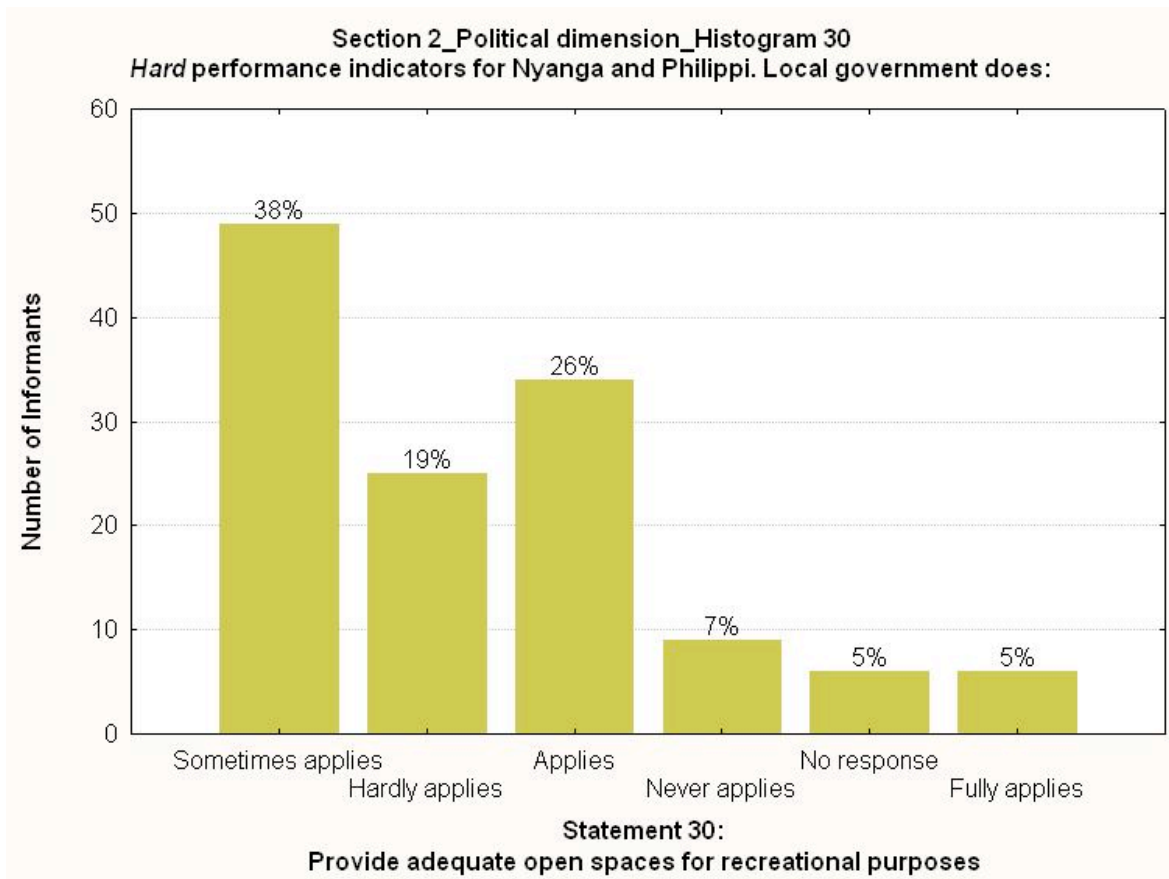
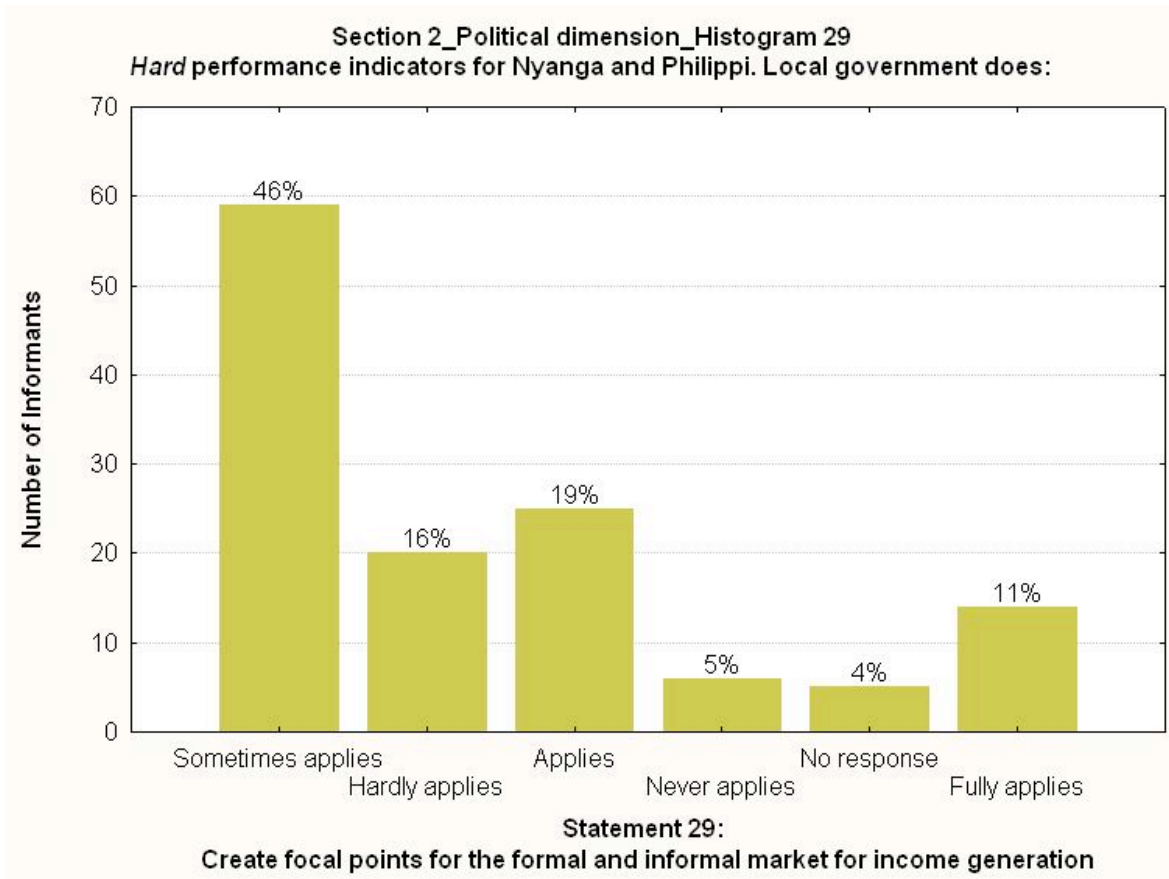
**Statement 26:**  
**Adopt policies for squatter settlements upgrade**

**Section 2: Histogram question 25; 26**

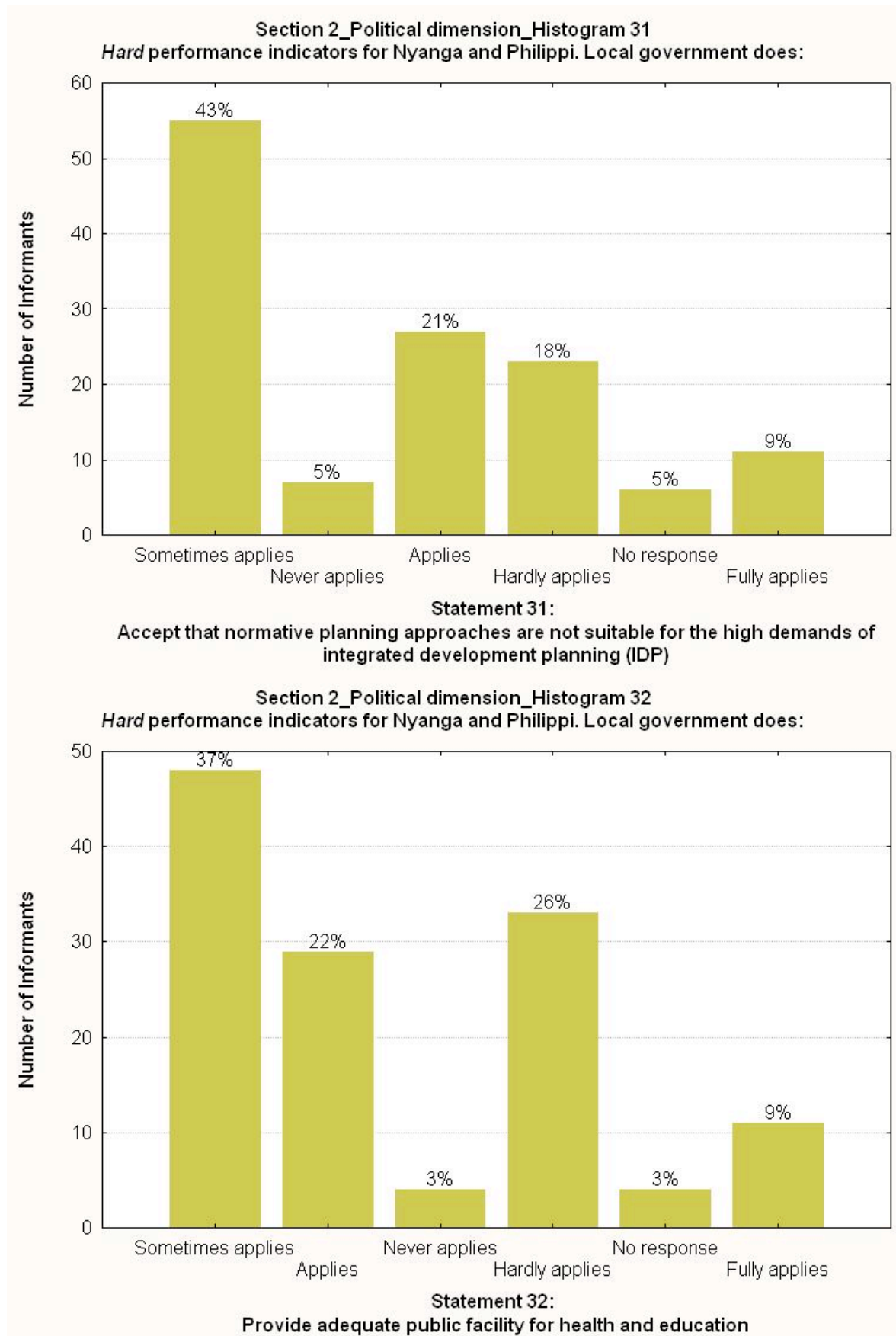




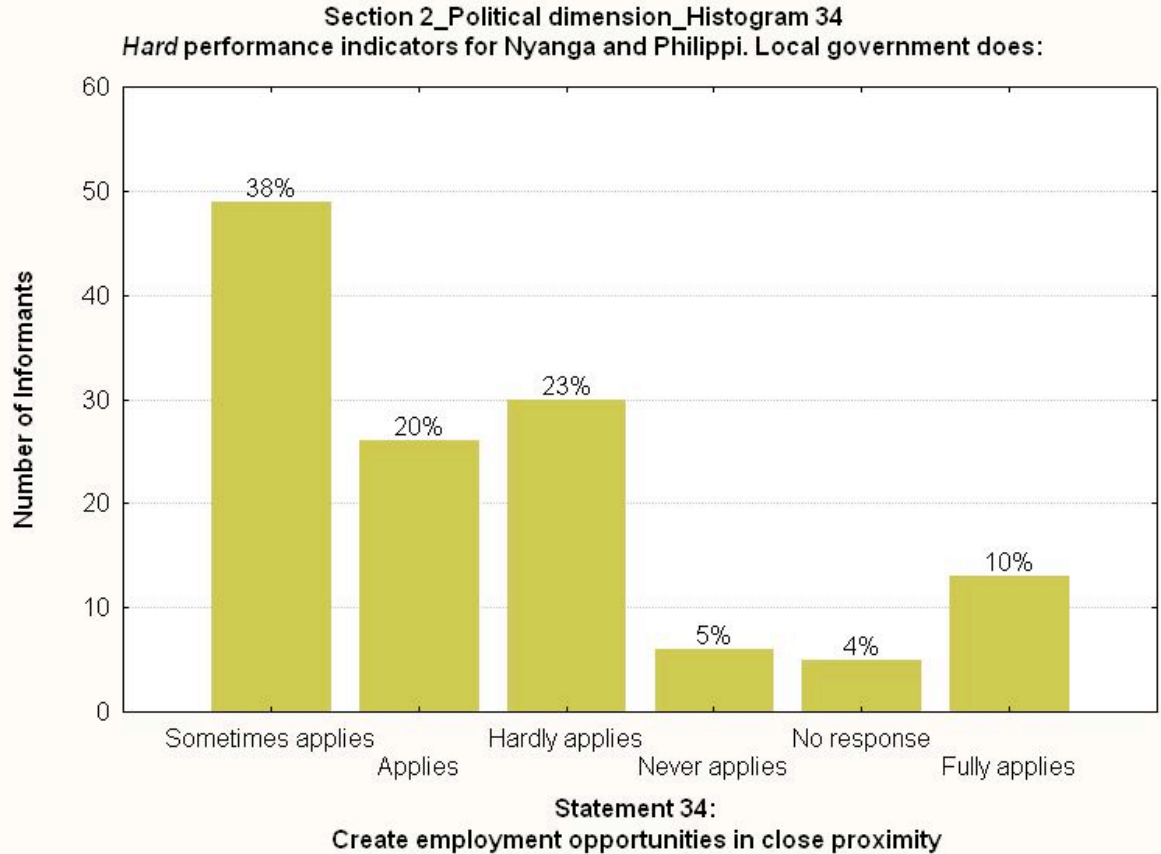
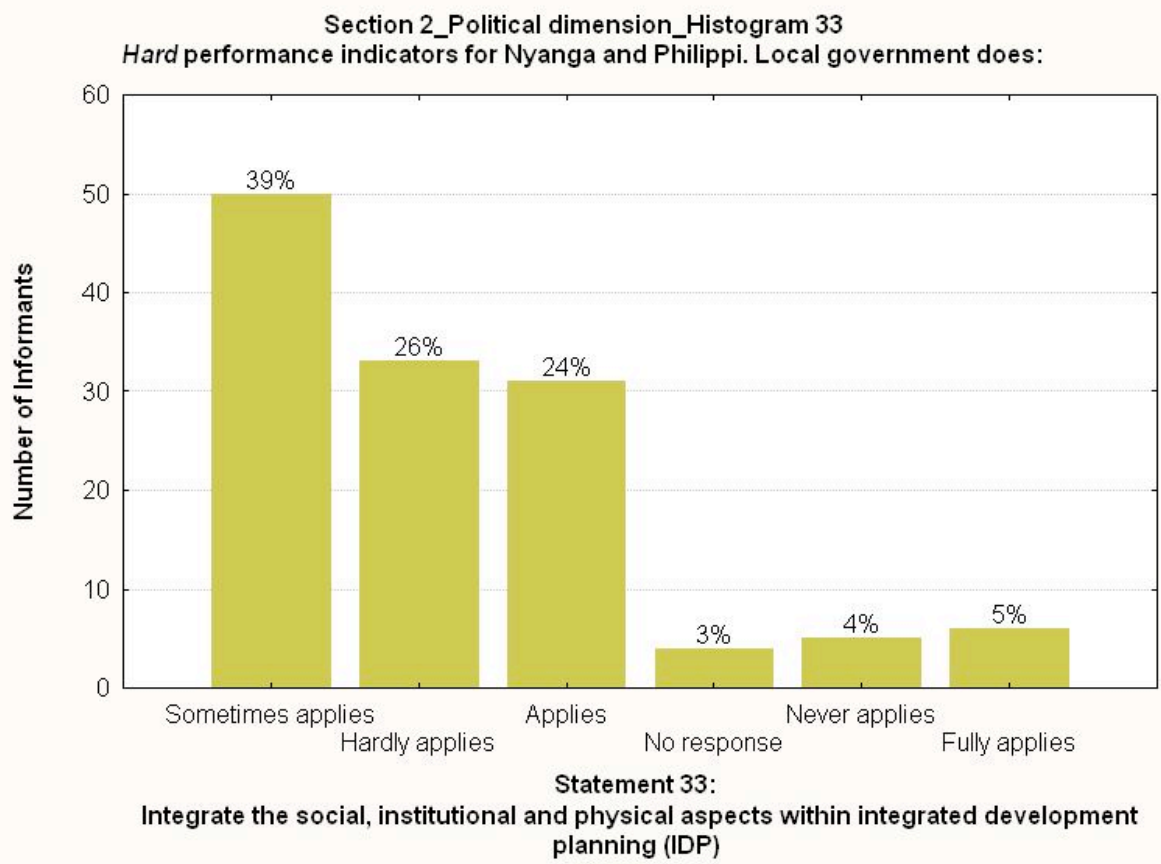
**Section 2: Histogram question 27; 28**



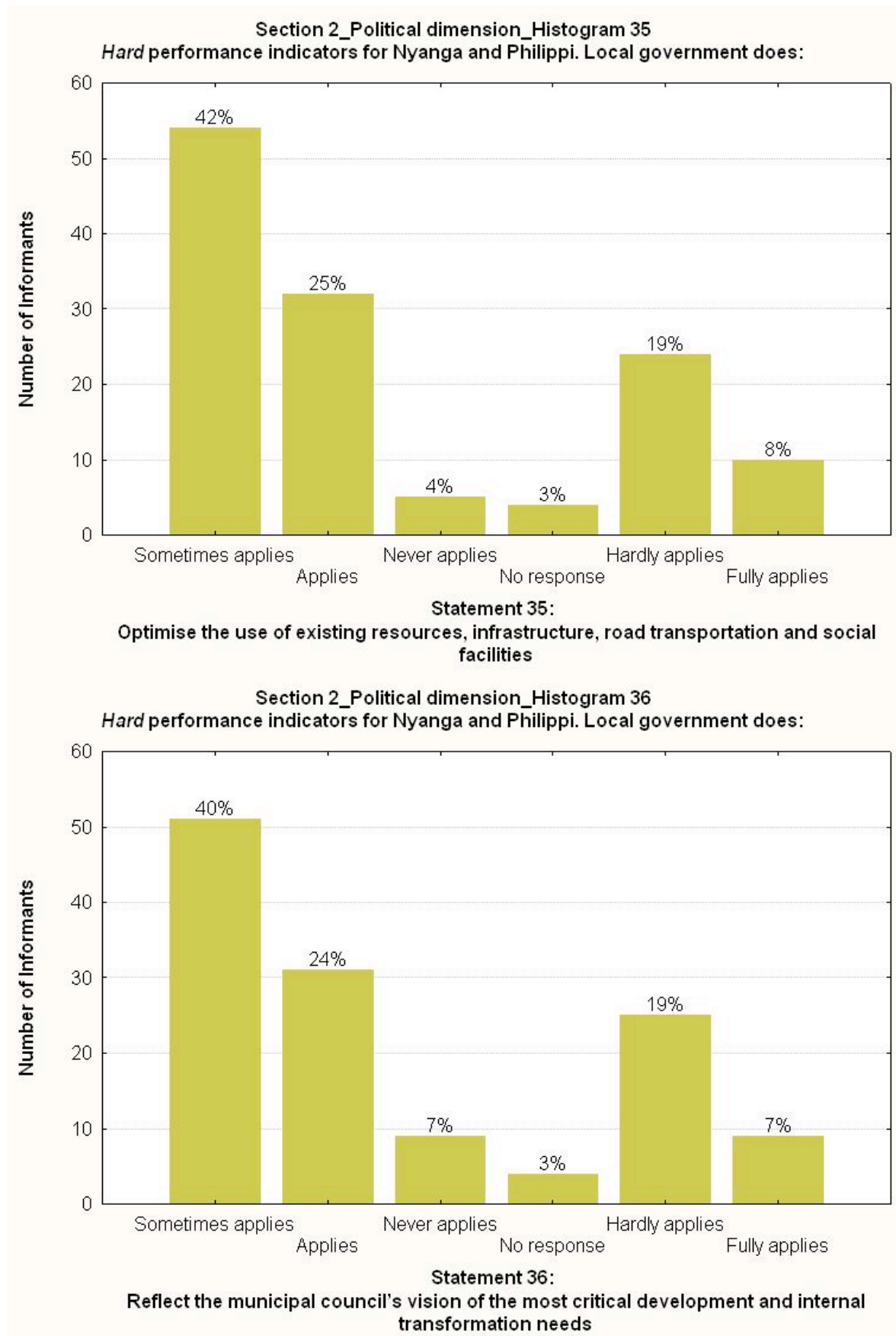
**Section 2: Histogram question 29; 30**



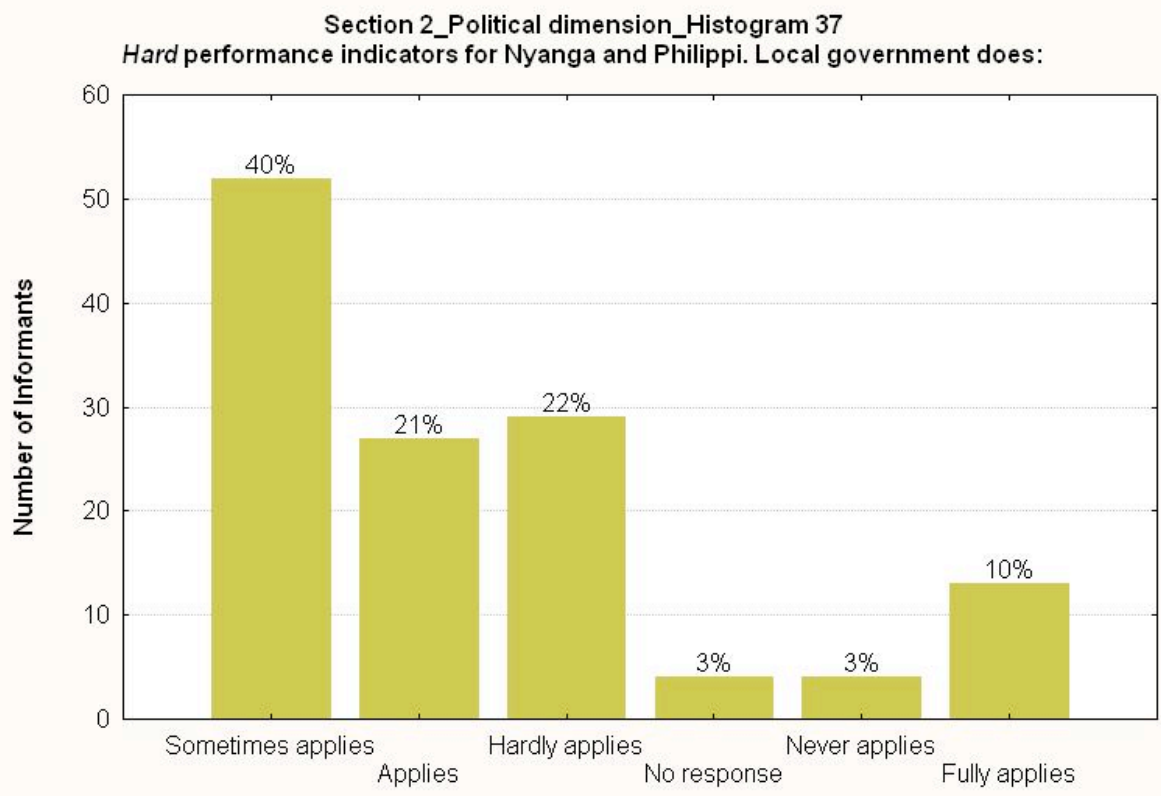
**Section 2: Histogram question 31; 32**



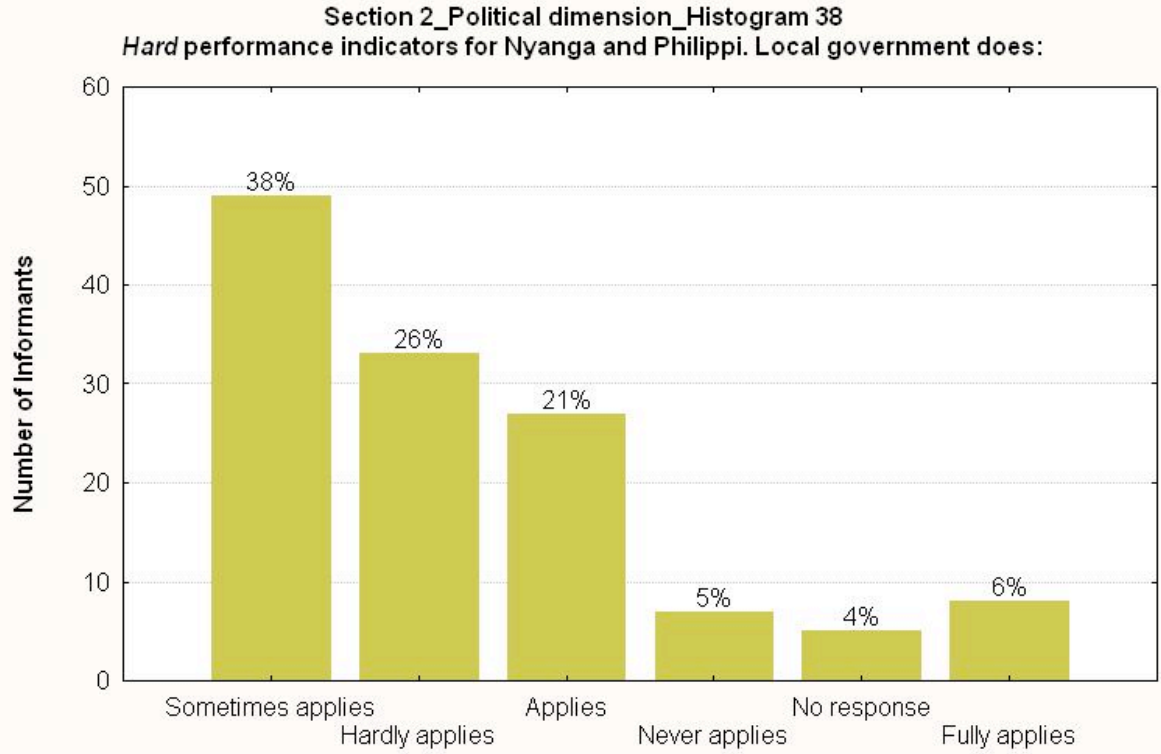
**Section 2: Histogram question 33; 34**



**Section 2: Histogram question 35; 36**

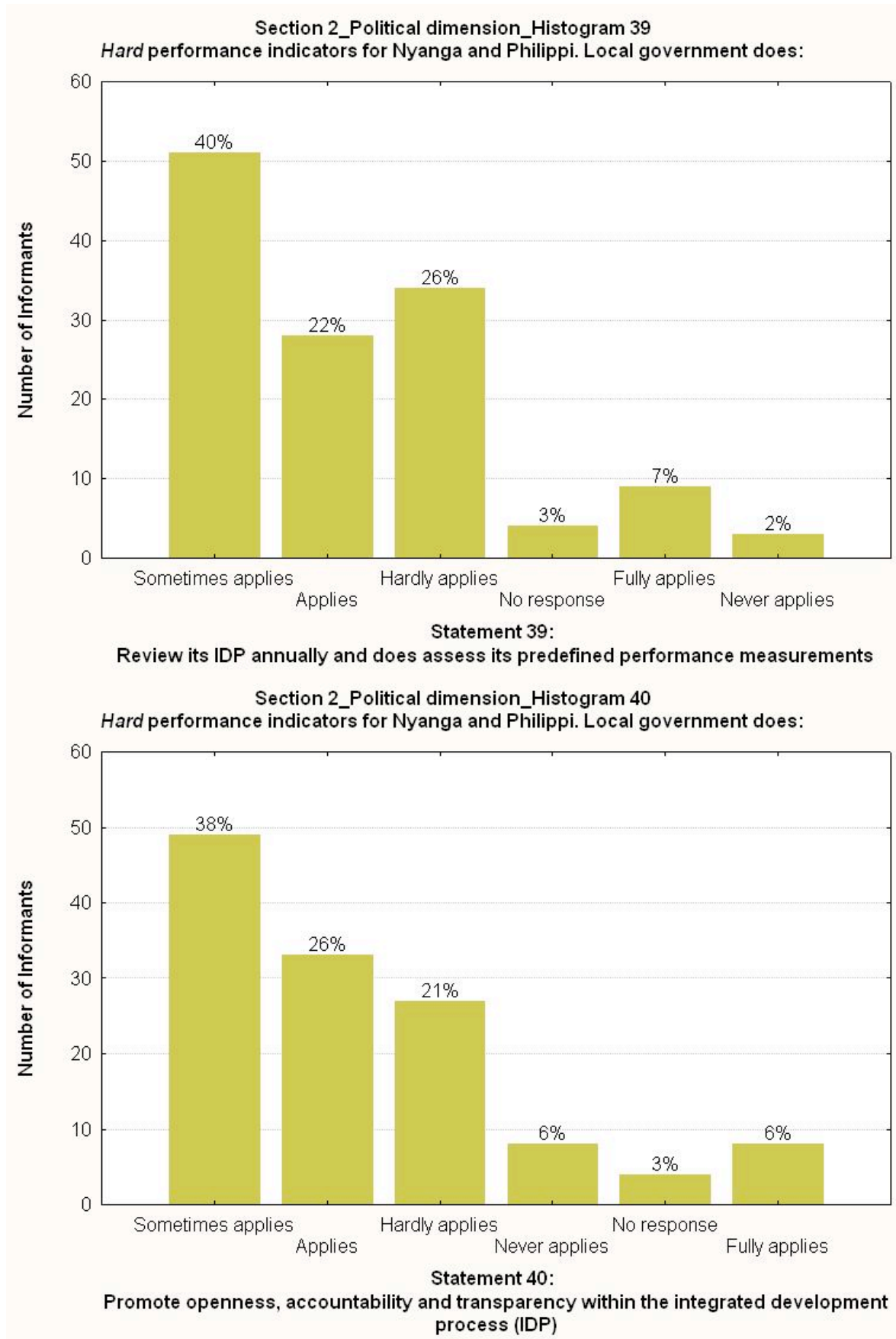


**Statement 37:**  
**Identify the communities who have not adequate access to basic municipal services**

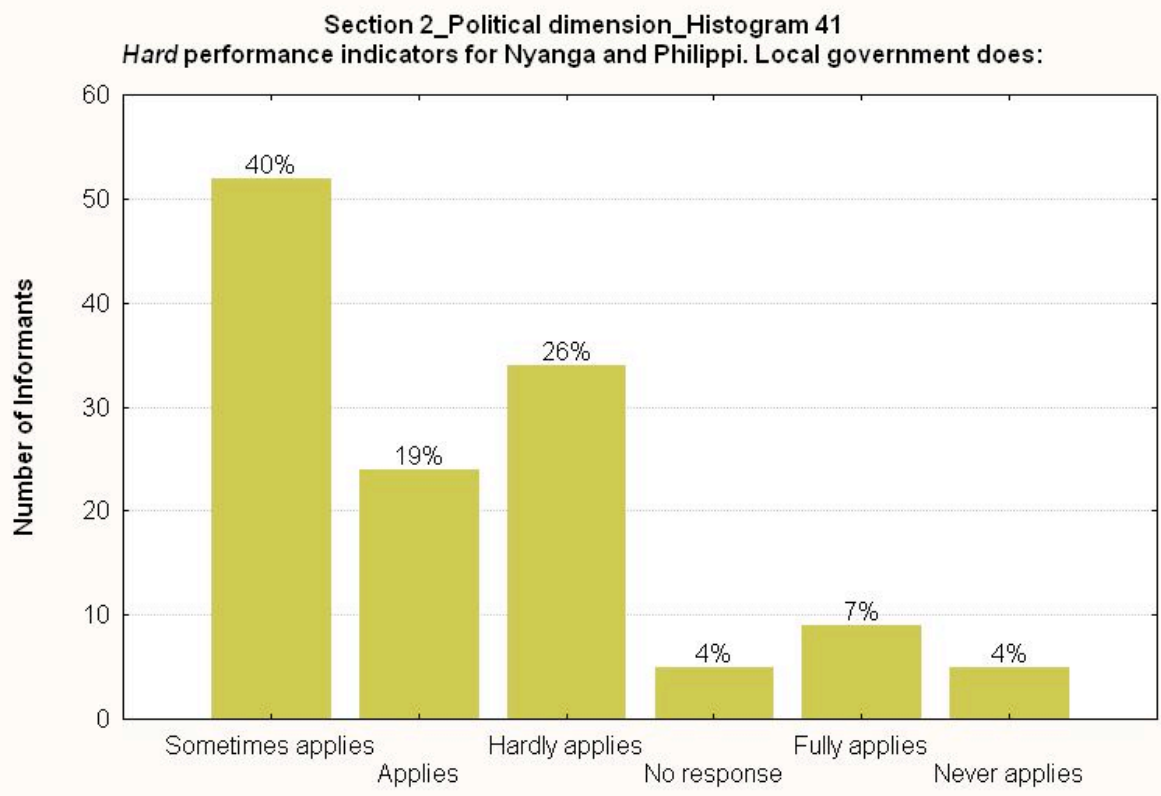


**Statement 38:**  
**Provide a spatial development framework for the city's impoverished areas**

**Section 2: Histogram question 37; 38**

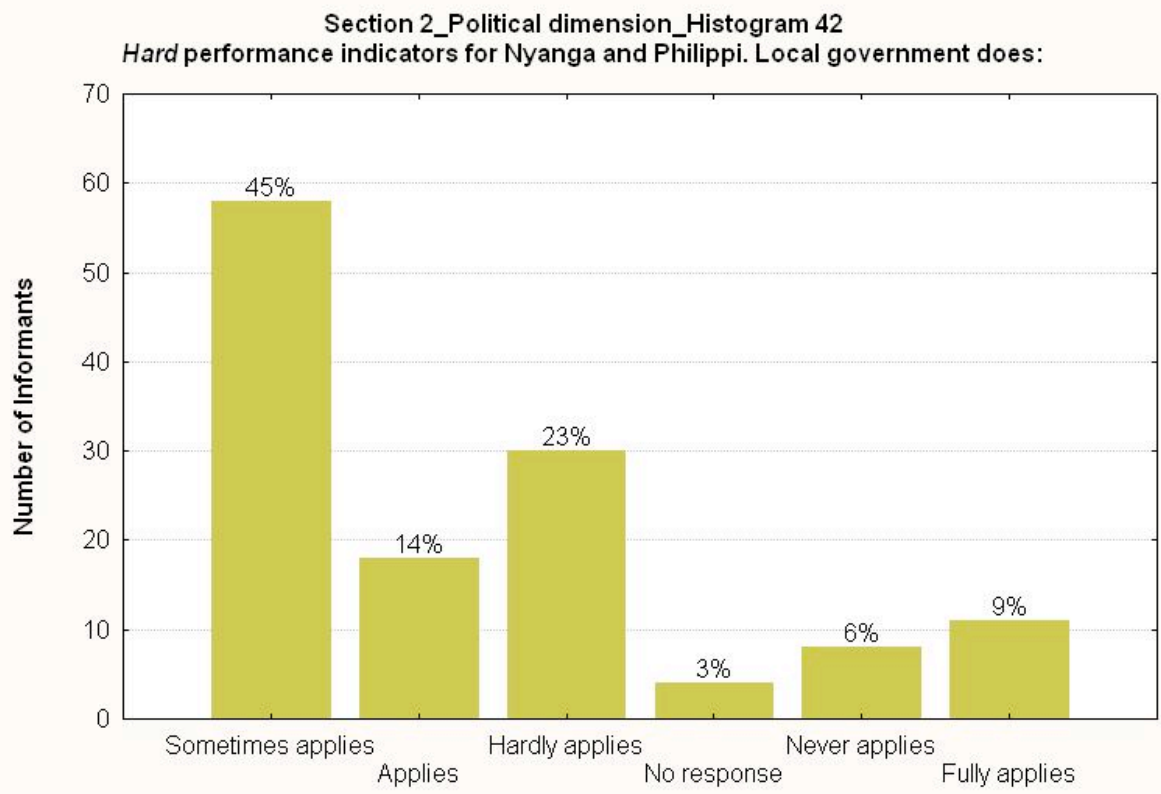


**Section 2: Histogram question 39; 40**



**Statement 41:**

**Follow a clear direction and purpose within integrated development planning (IDP)**



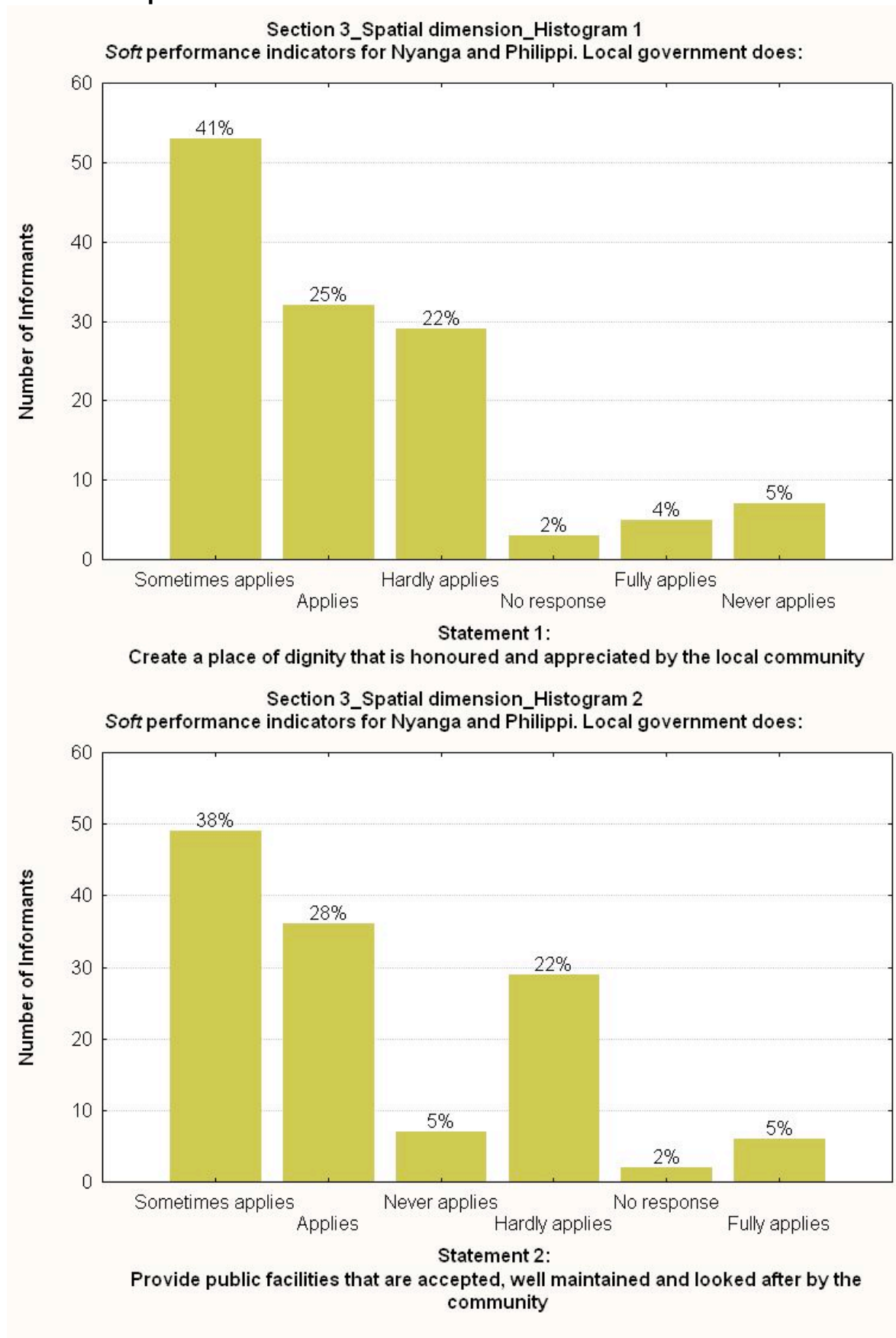
**Statement 42:**

**Support the poor's informal social and cultural responses to help themselves**

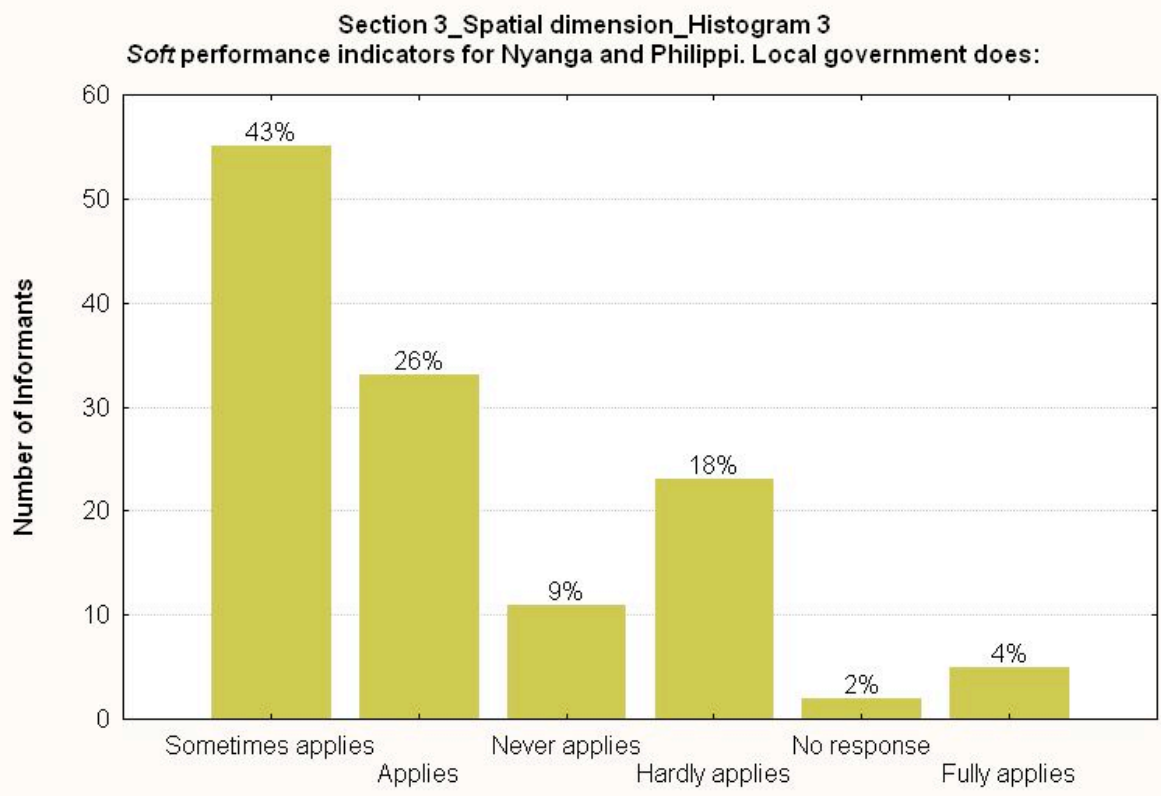
**Section 2: Histogram question 41; 42**



### Section 3: Spatial dimension

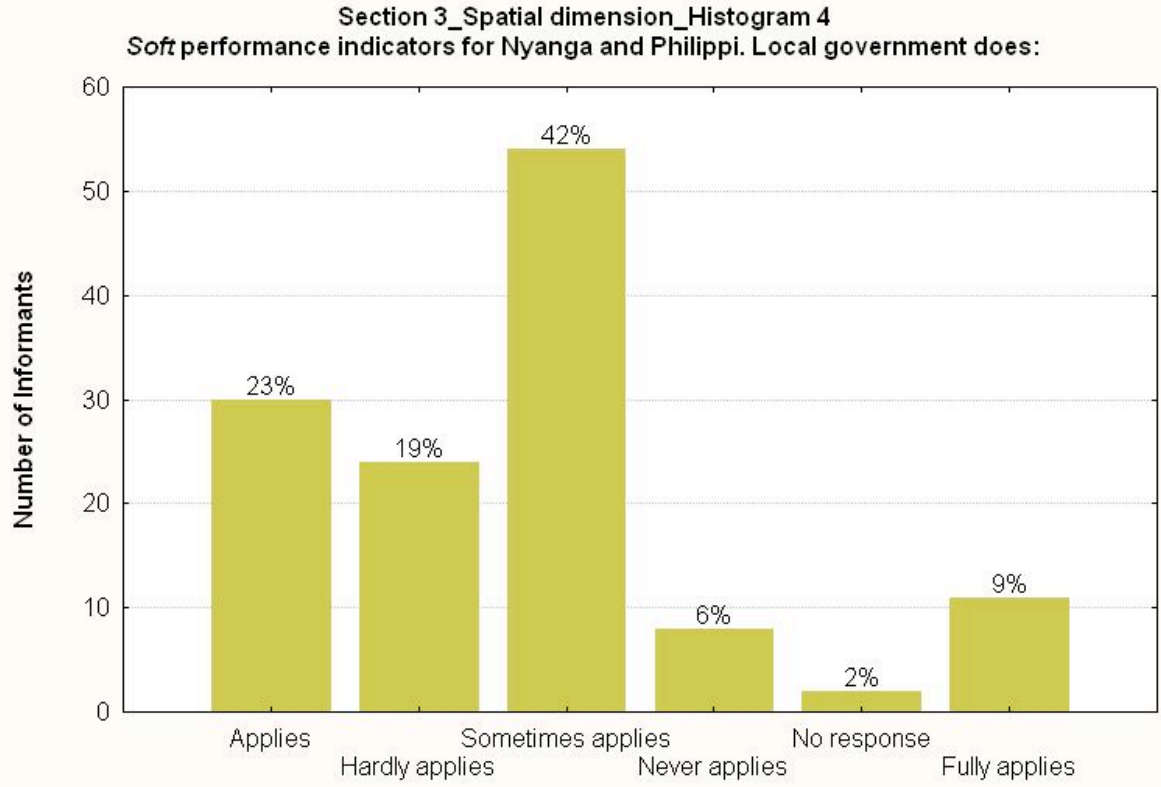


### Section 3: Histogram question 1; 2



**Statement 3:**

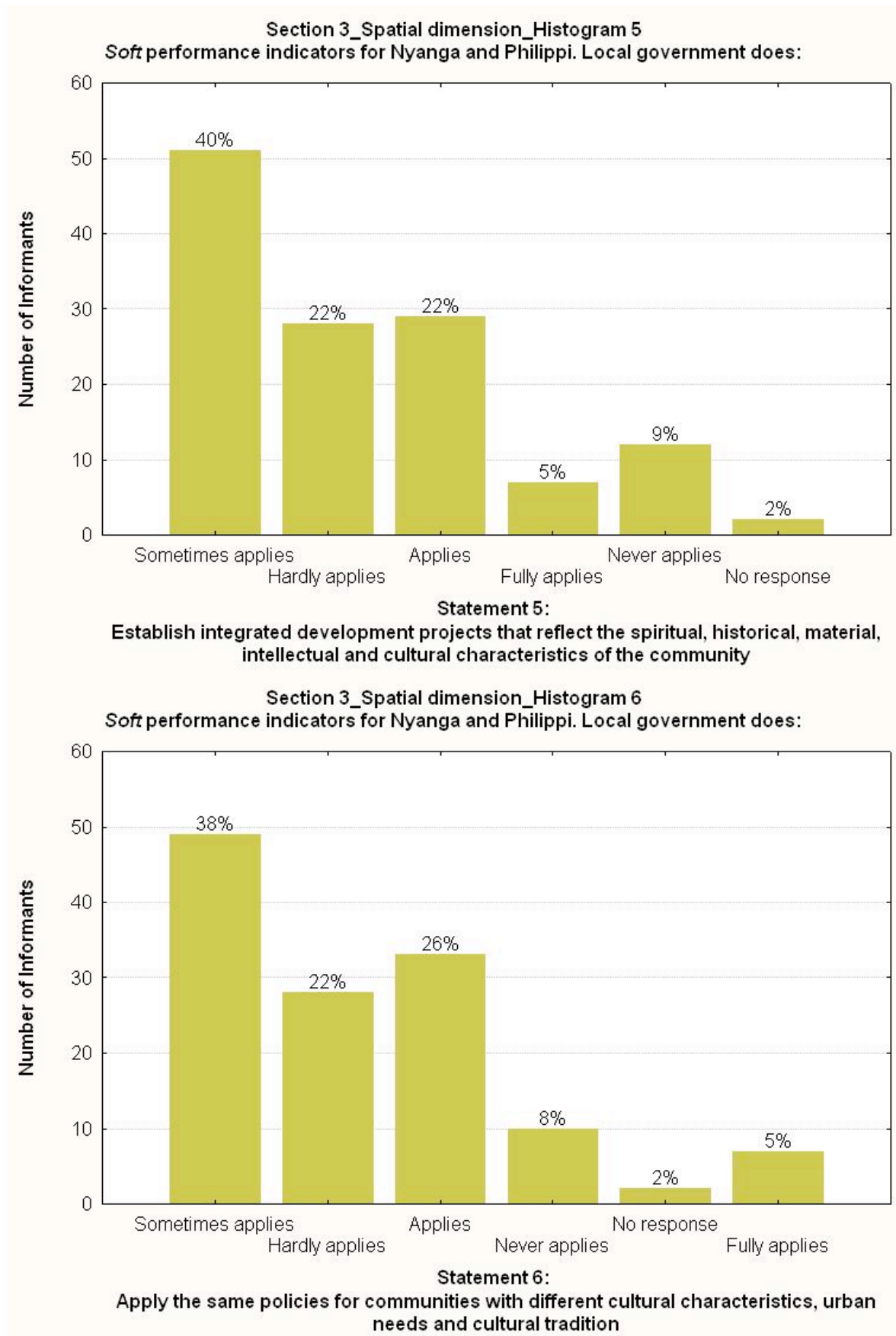
**Provide sustainable transport that is accessible, including people with disabilities**



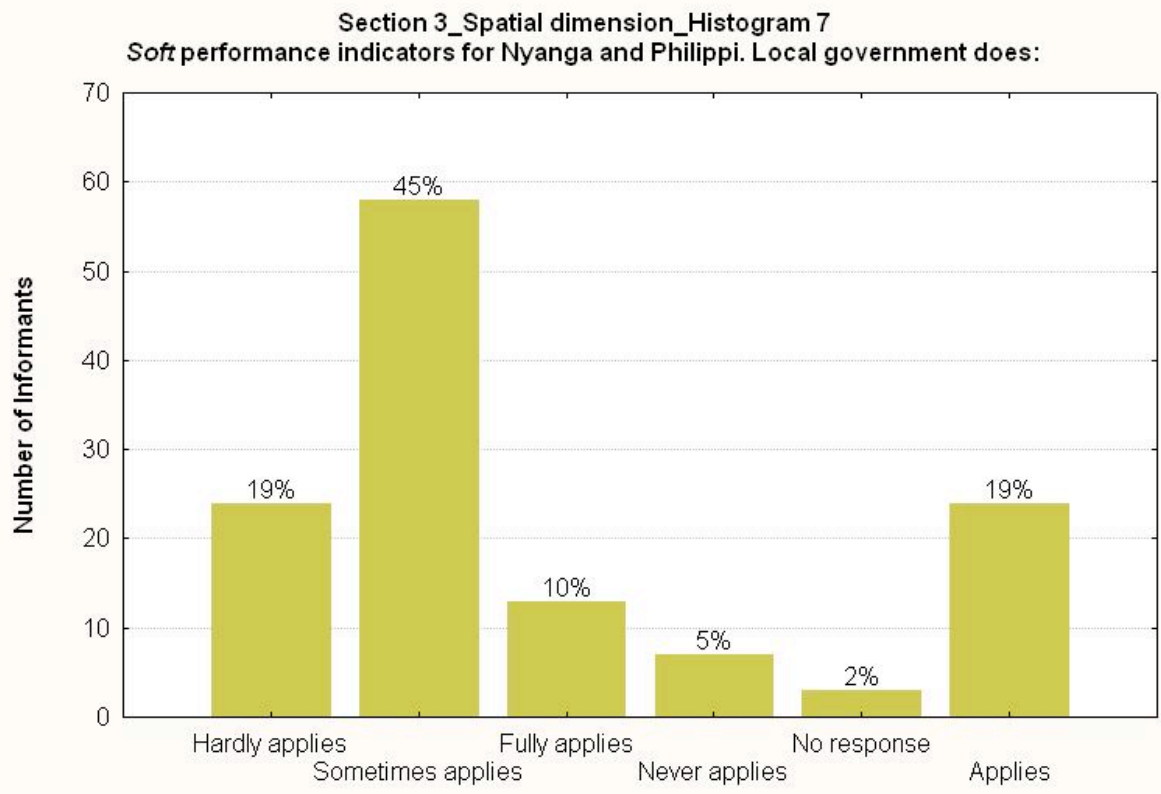
**Statement 4:**

**Provide community facilities that offer training and educational programmes**

**Section 3: Histogram question 3; 4**

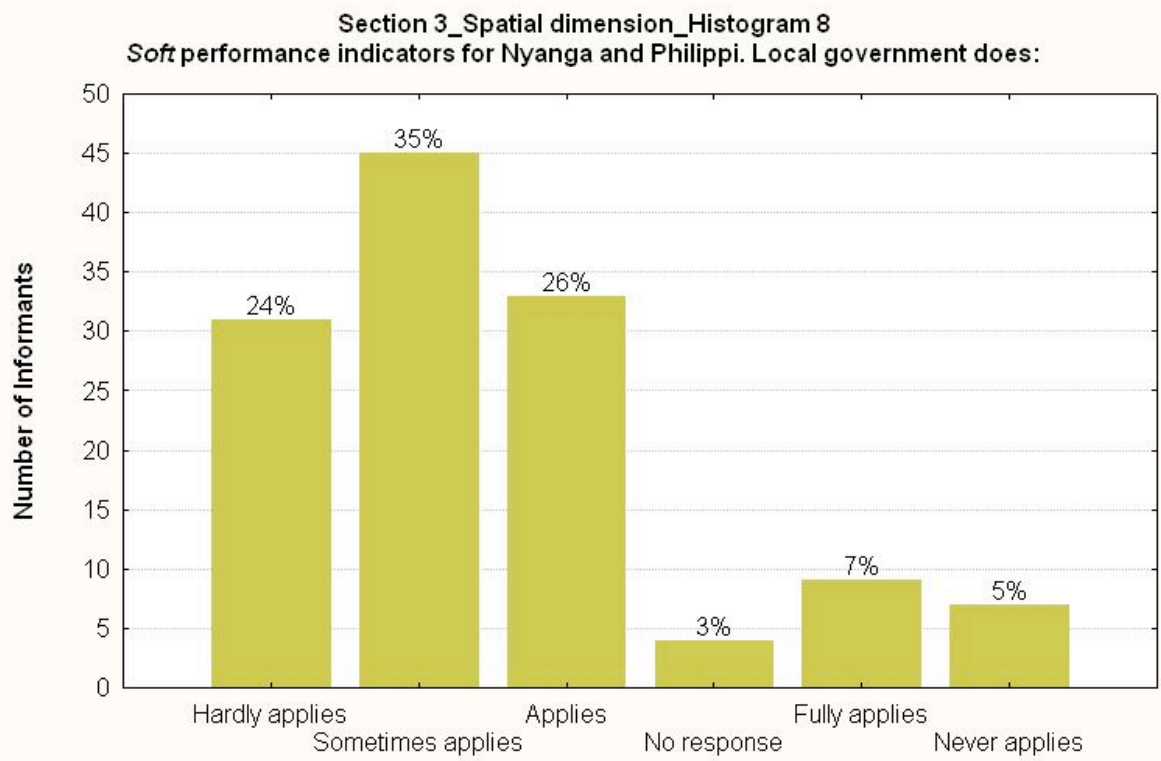


**Section 3: Histogram question 5; 6**



**Statement 7:**

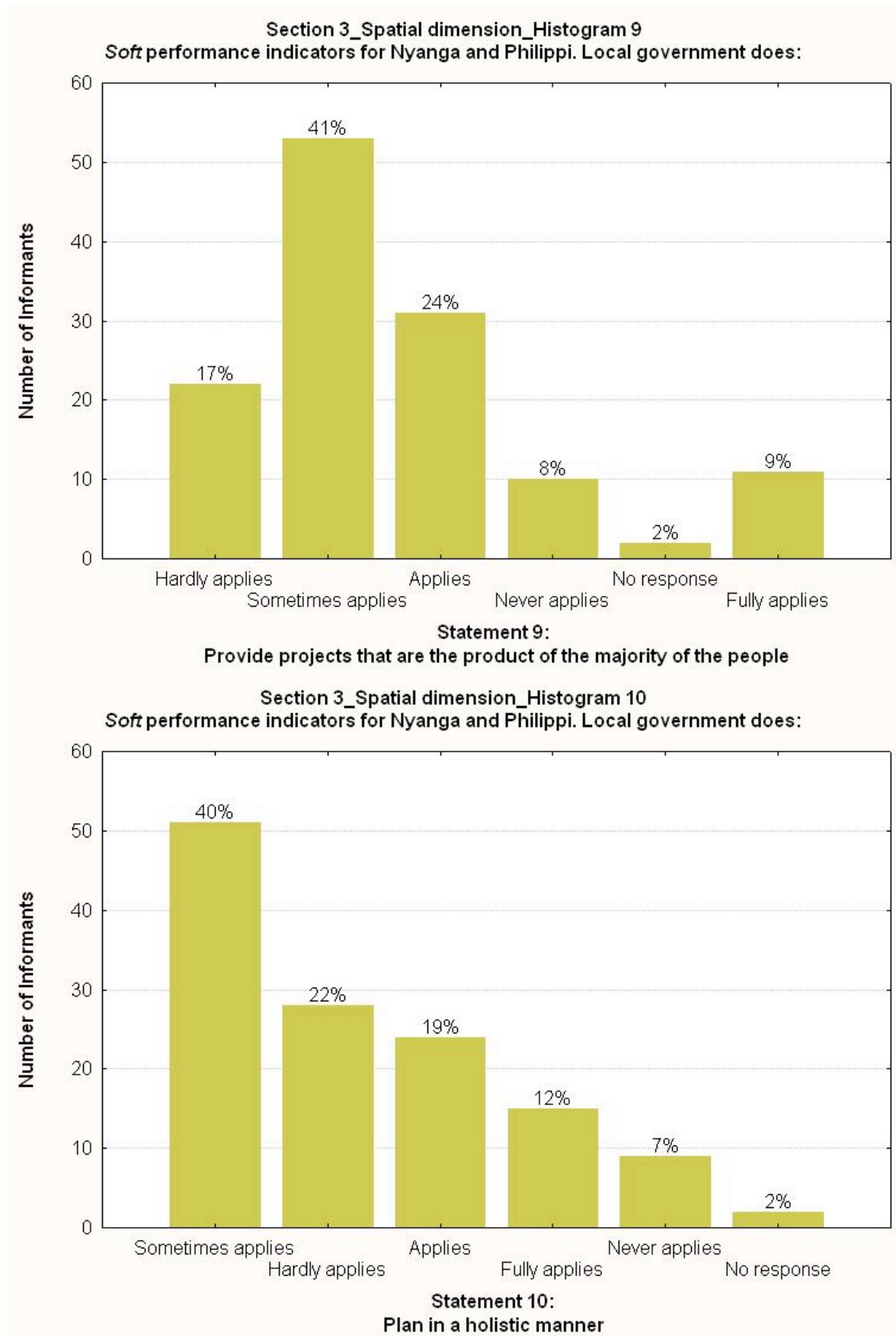
**Strengthen the existing places that are already established**



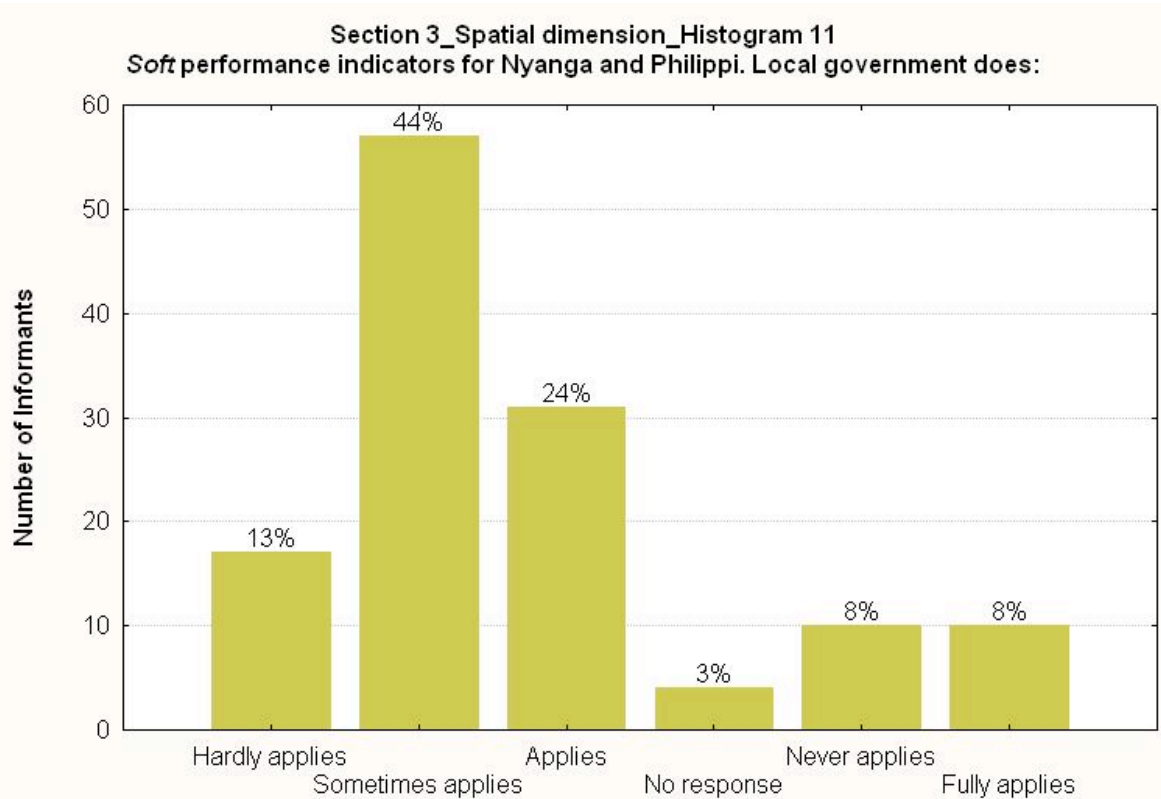
**Statement 8:**

**Believe that integrated development planning improves the social infrastructure through job creation and income generation**

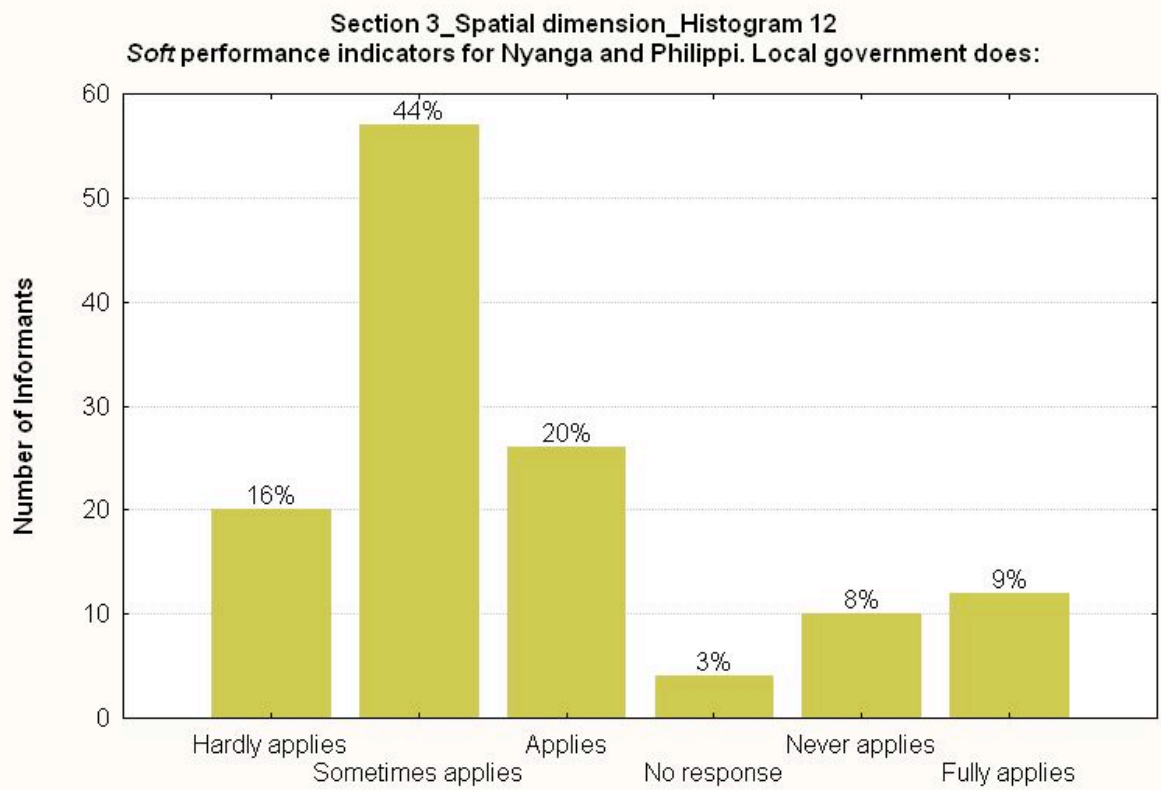
**Section 3: Histogram question 7; 8**



**Section 3: Histogram question 9; 10**

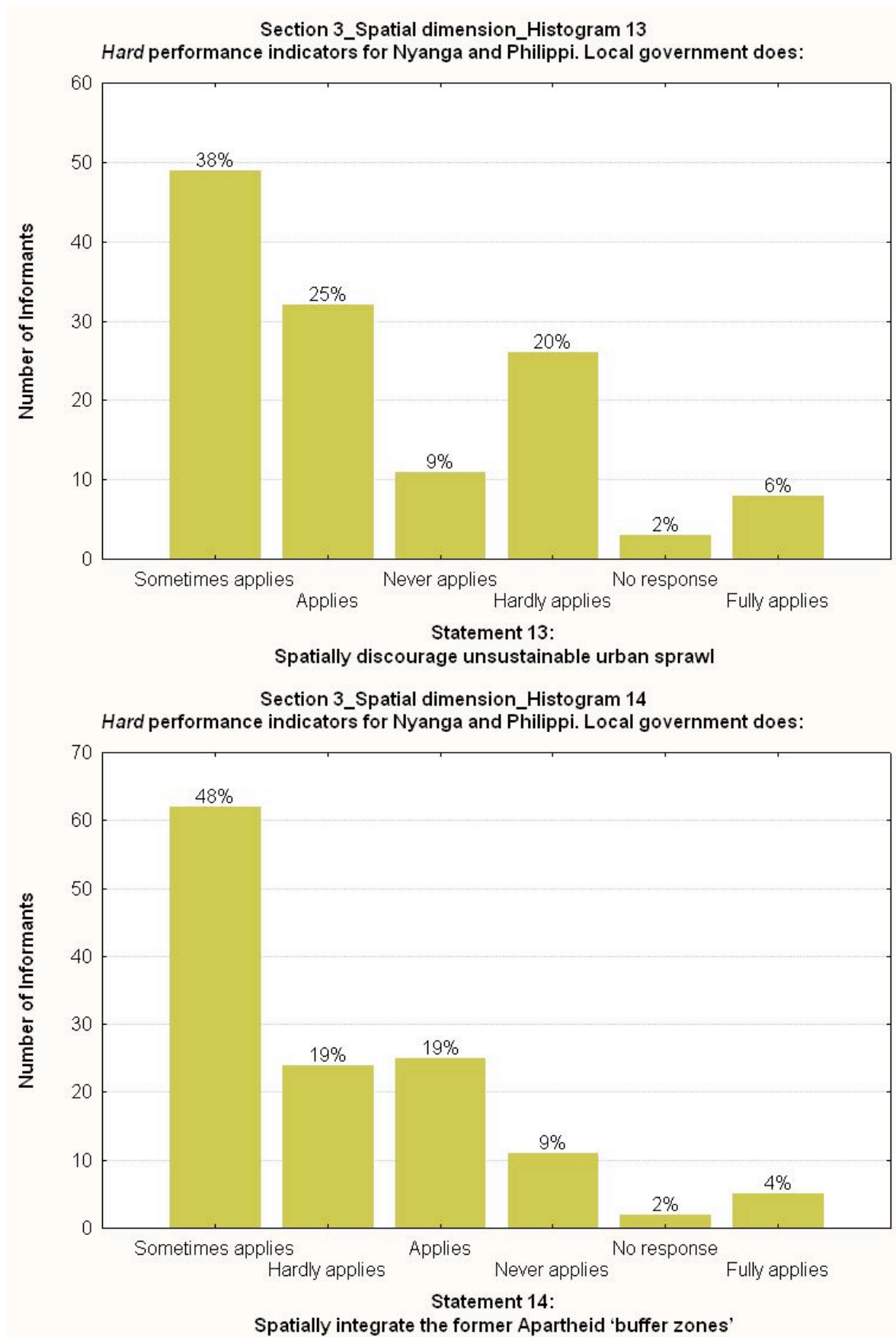


**Statement 11:**  
**Encourage social contact amongst the community of Nyanga and Philippi**

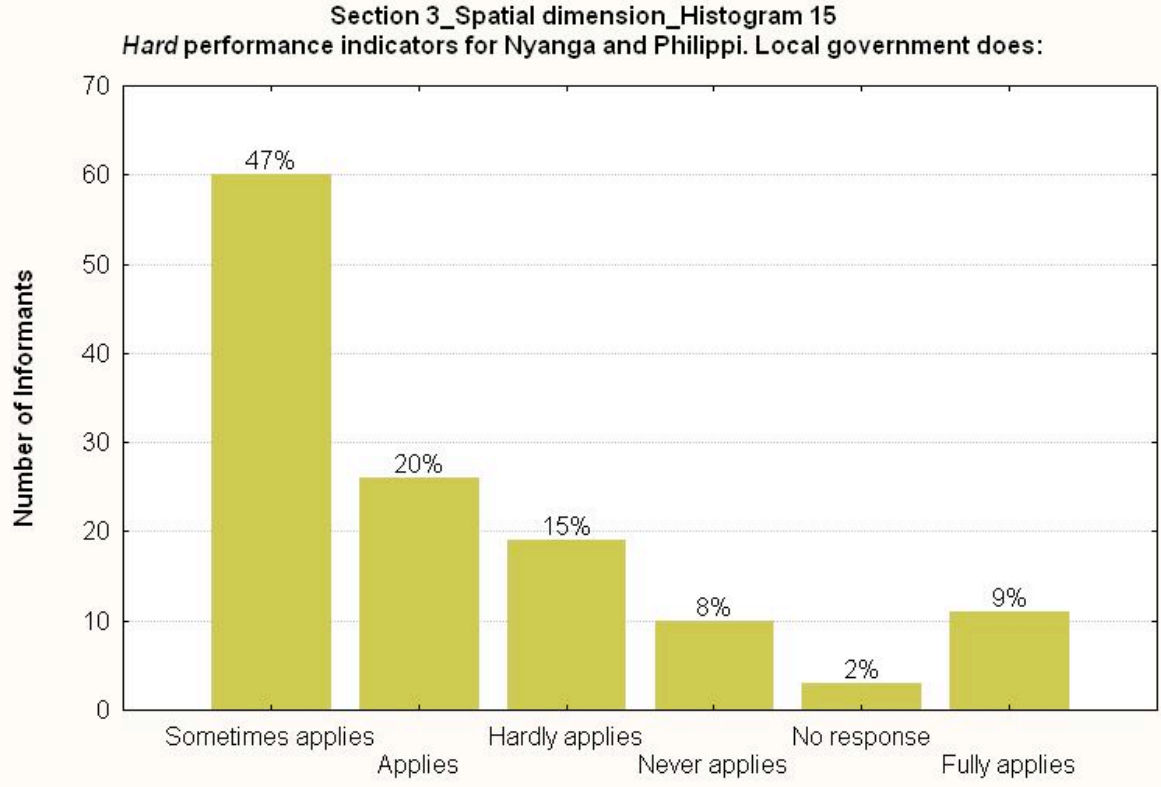


**Statement 12:**  
**Endorse opportunities for small business creation**

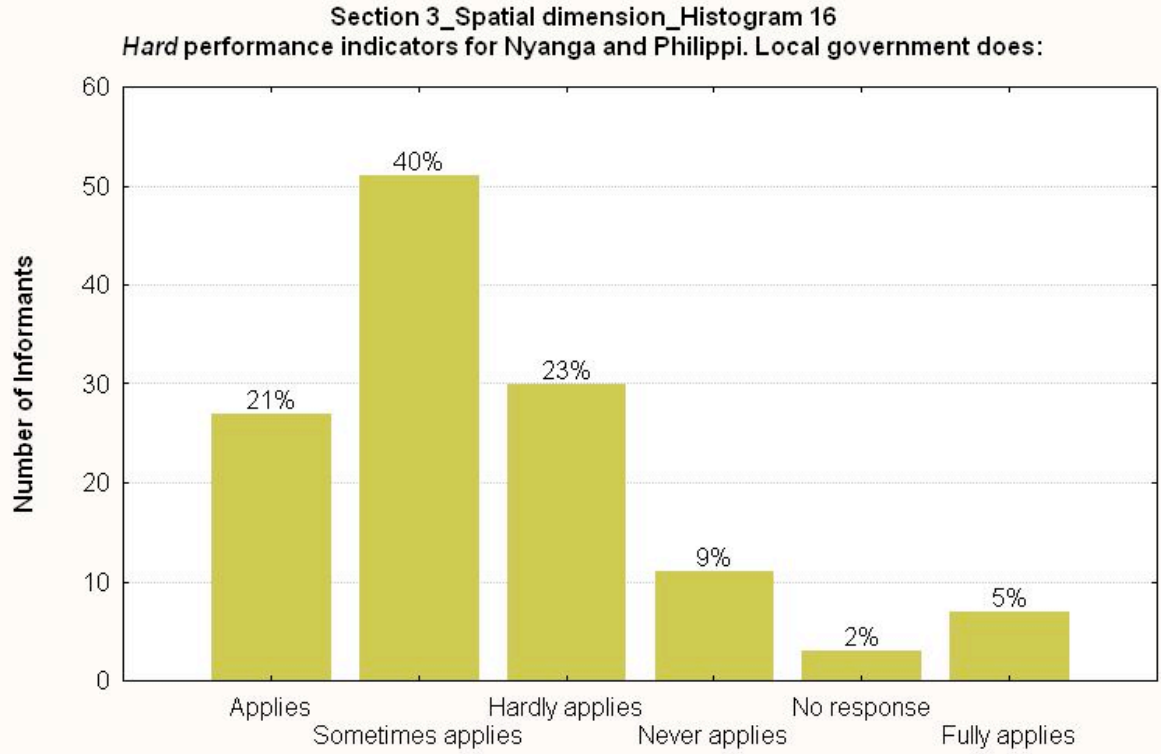
**Section 3: Histogram question 11; 12**



**Section 3: Histogram question 13; 14**



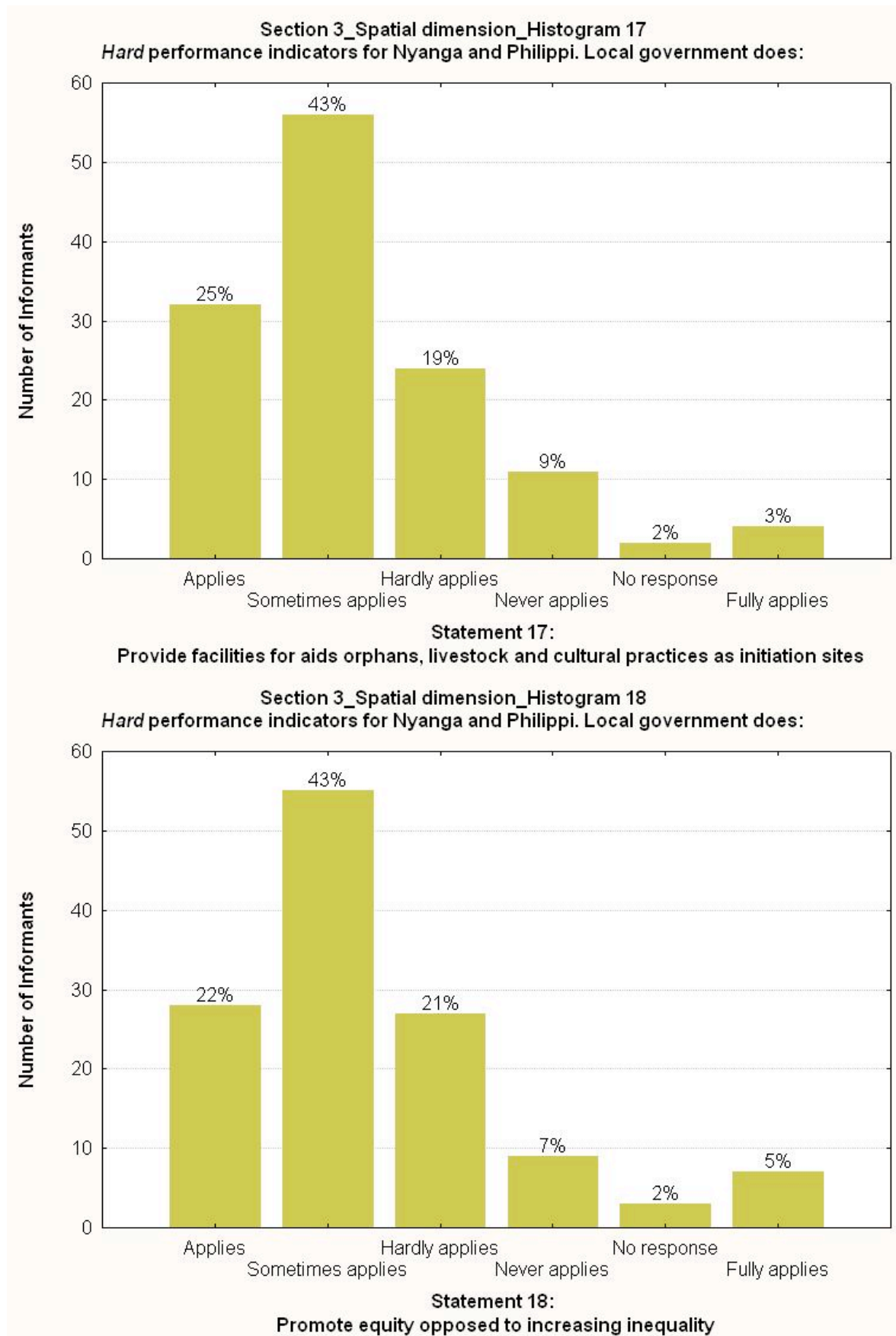
**Statement 15:**  
**Provide efficient and viable public transport systems**



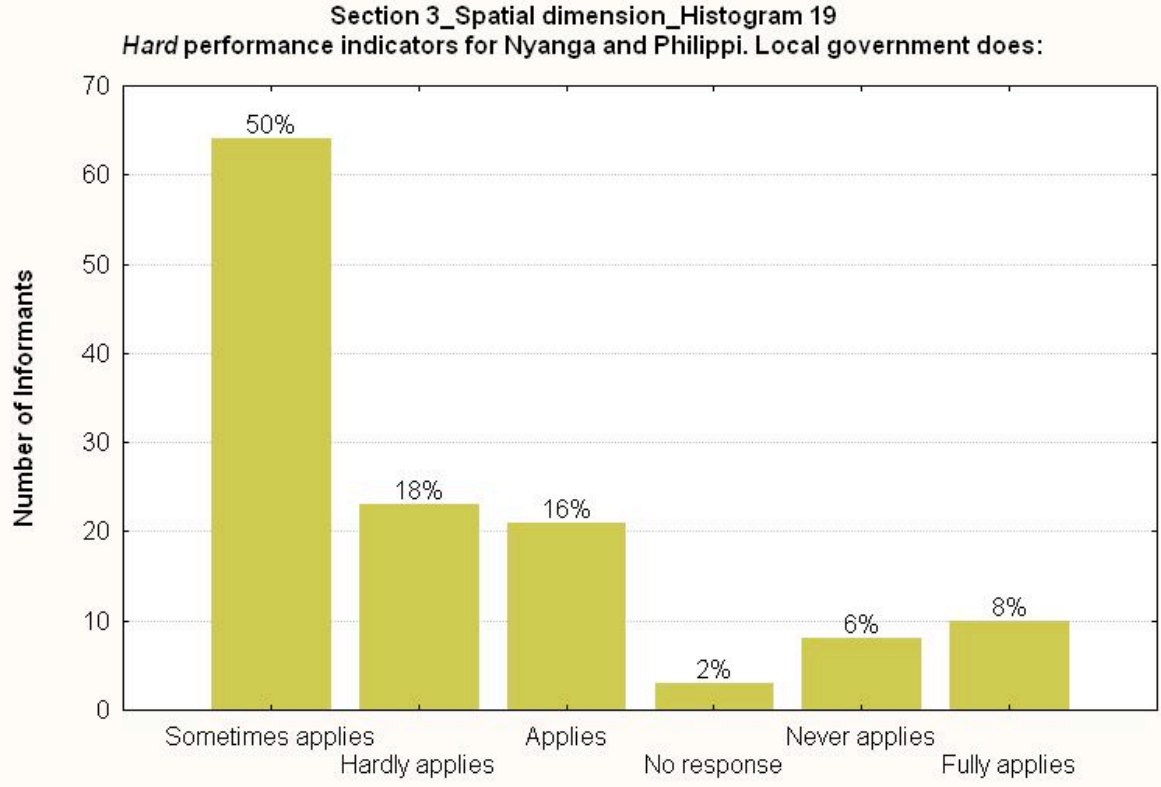
**Statement 16:**  
**Enrich the quality of the spatial environment through a maintenance programme after the project's completion**

**Section 3: Histogram question 15; 16**

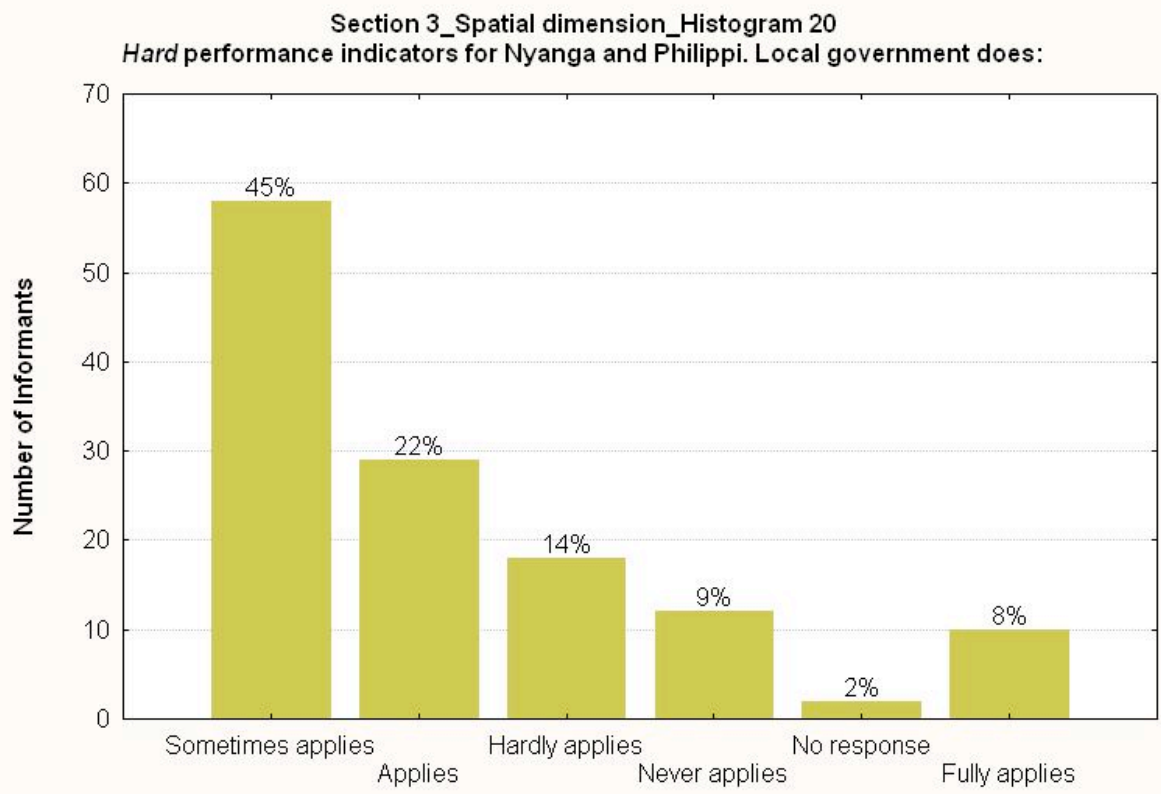




**Section 3: Histogram question 17; 18**

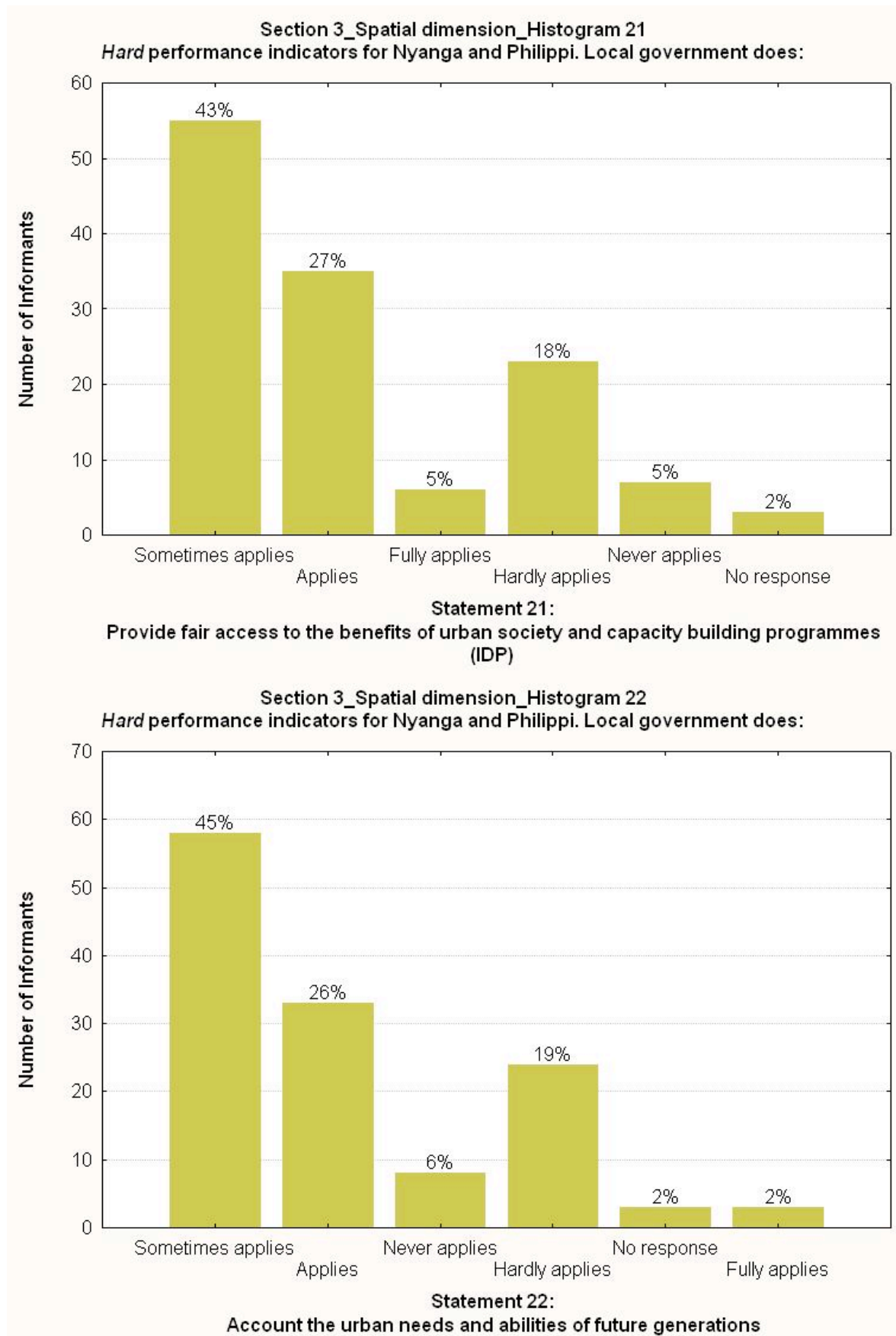


**Statement 19:**  
**Operate urban planning in a sustainable manner**

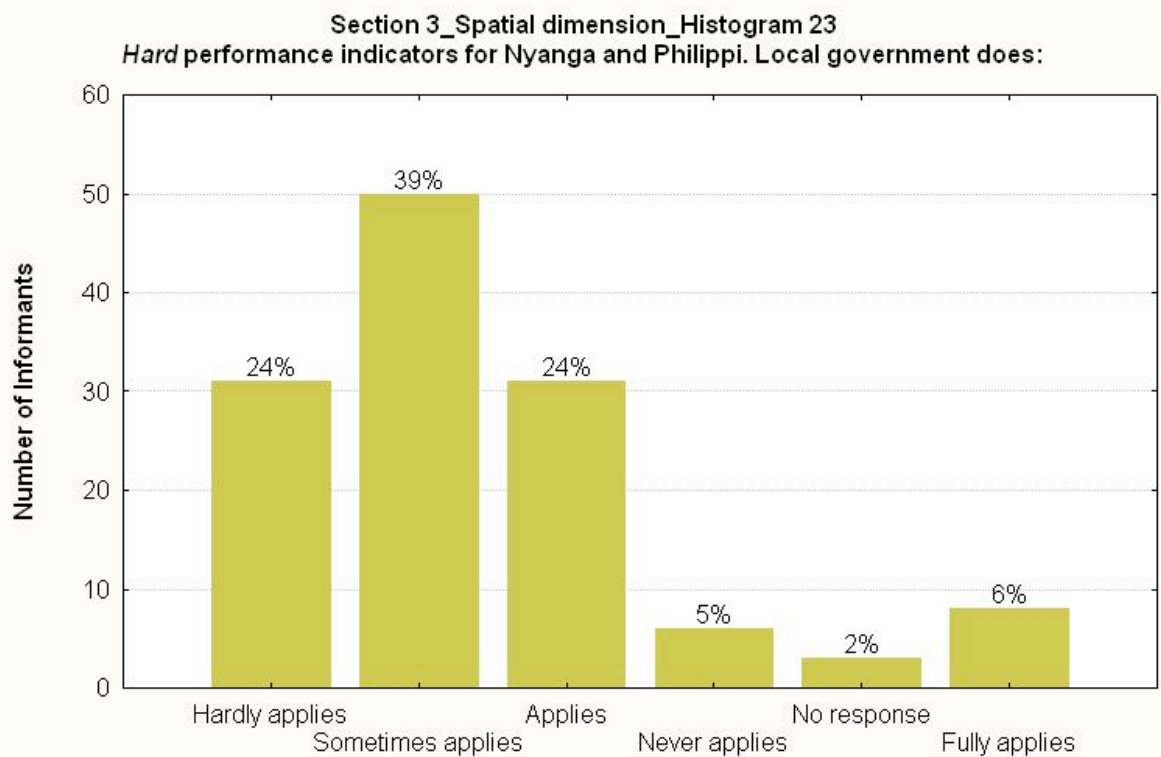


**Statement 20:**  
**Endorse emergency and utility services**

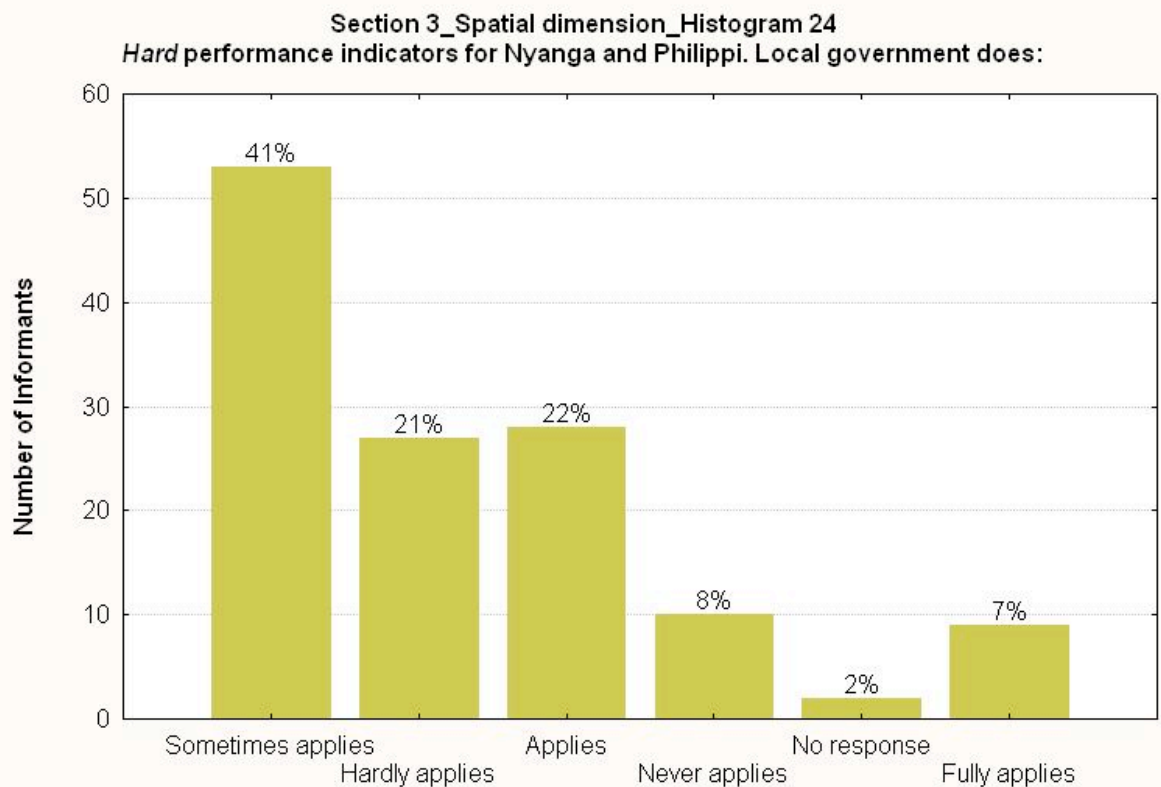
**Section 3: Histogram question 19; 20**



**Section 3: Histogram question 21; 22**

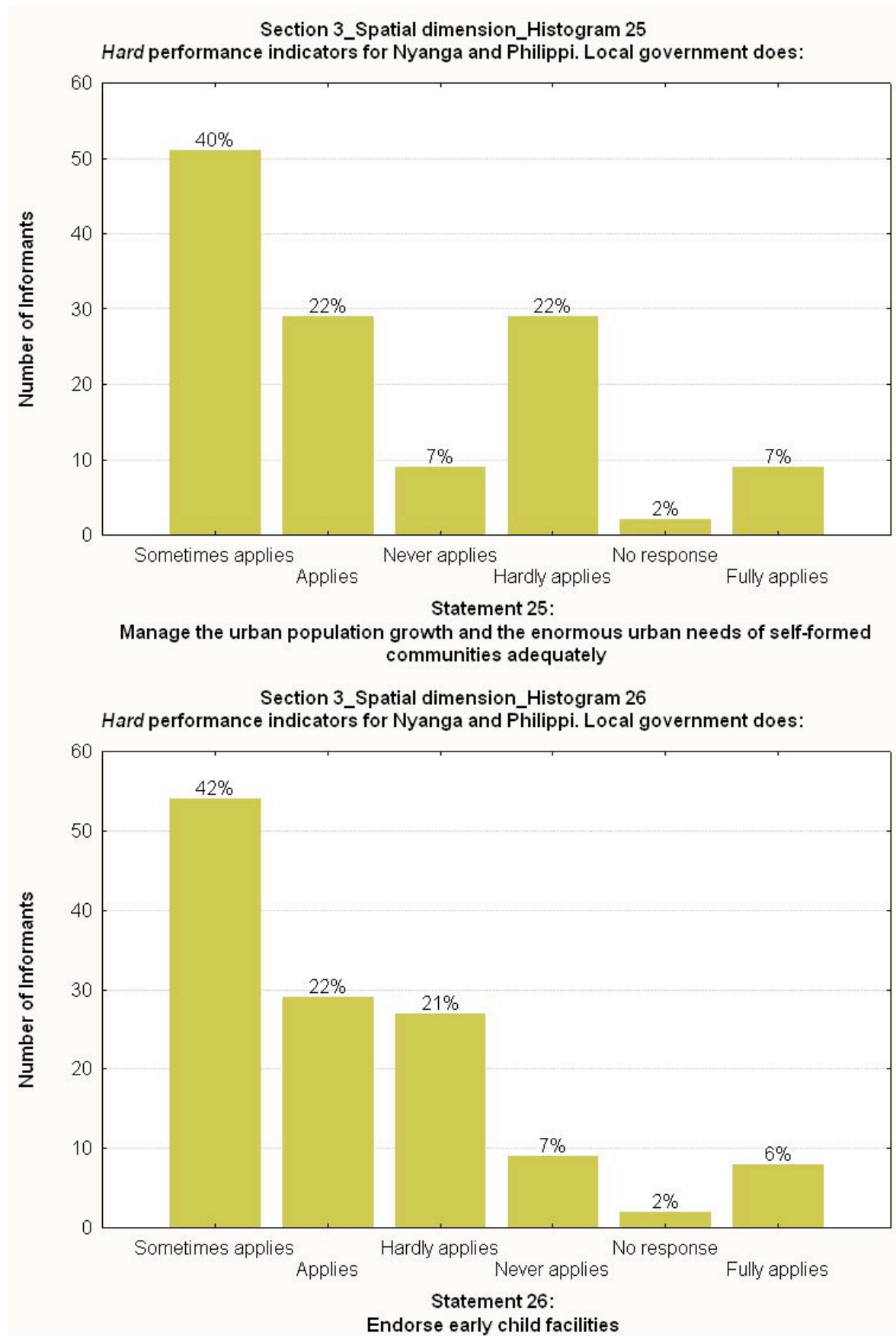


**Statement 23:**  
**Promote urban development that reflects the cultural diversity of the community of Nyanga and Philippi**

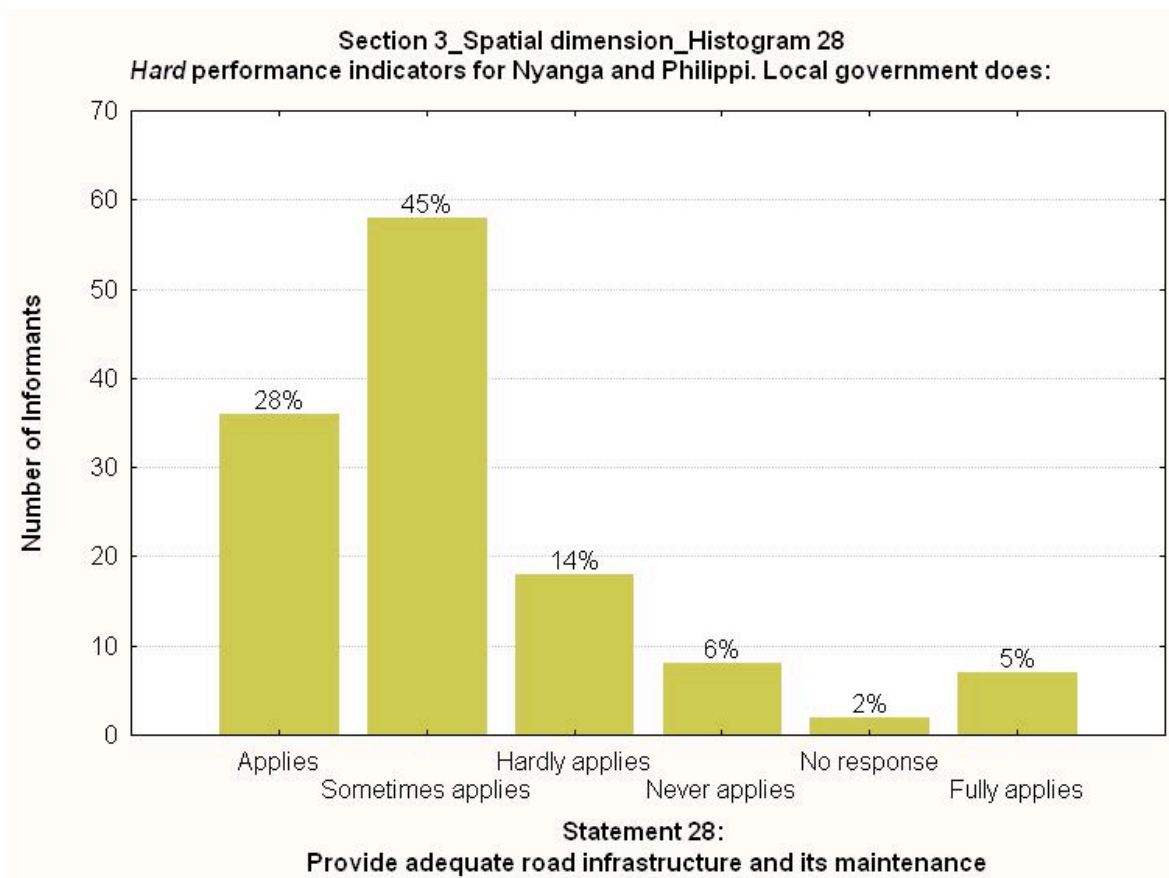
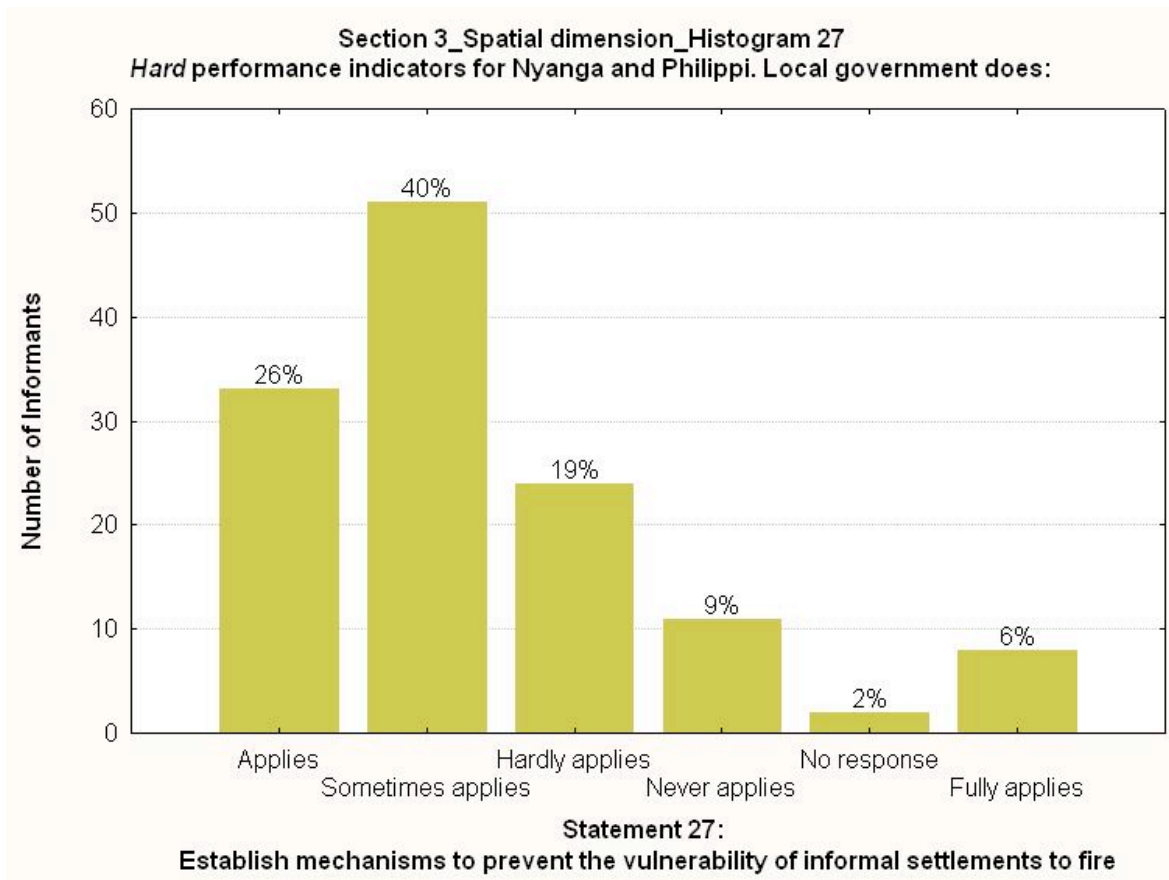


**Statement 24:**  
**Support the growth of the informal sector by implementing programmes**

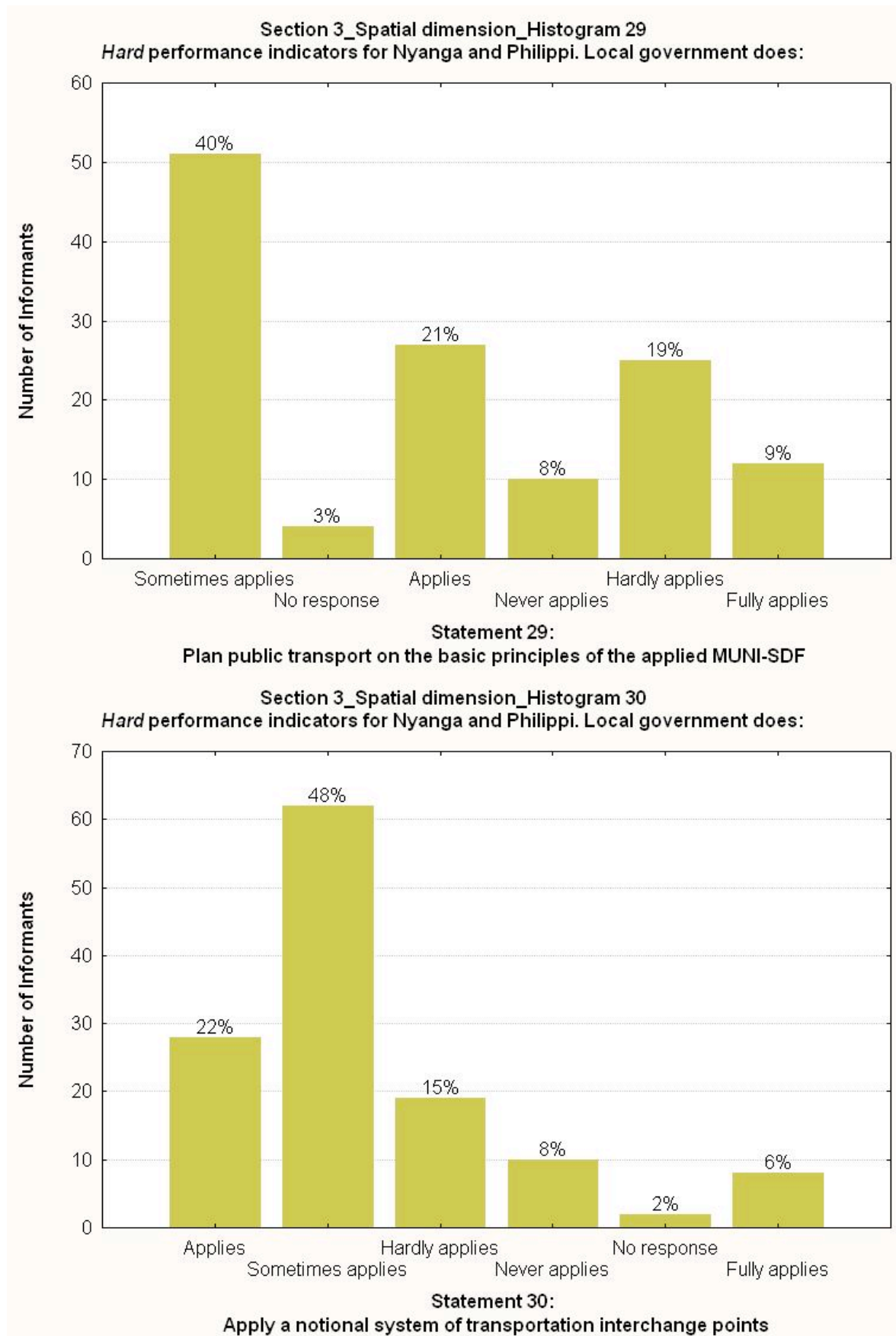
**Section 3: Histogram question 23; 24**



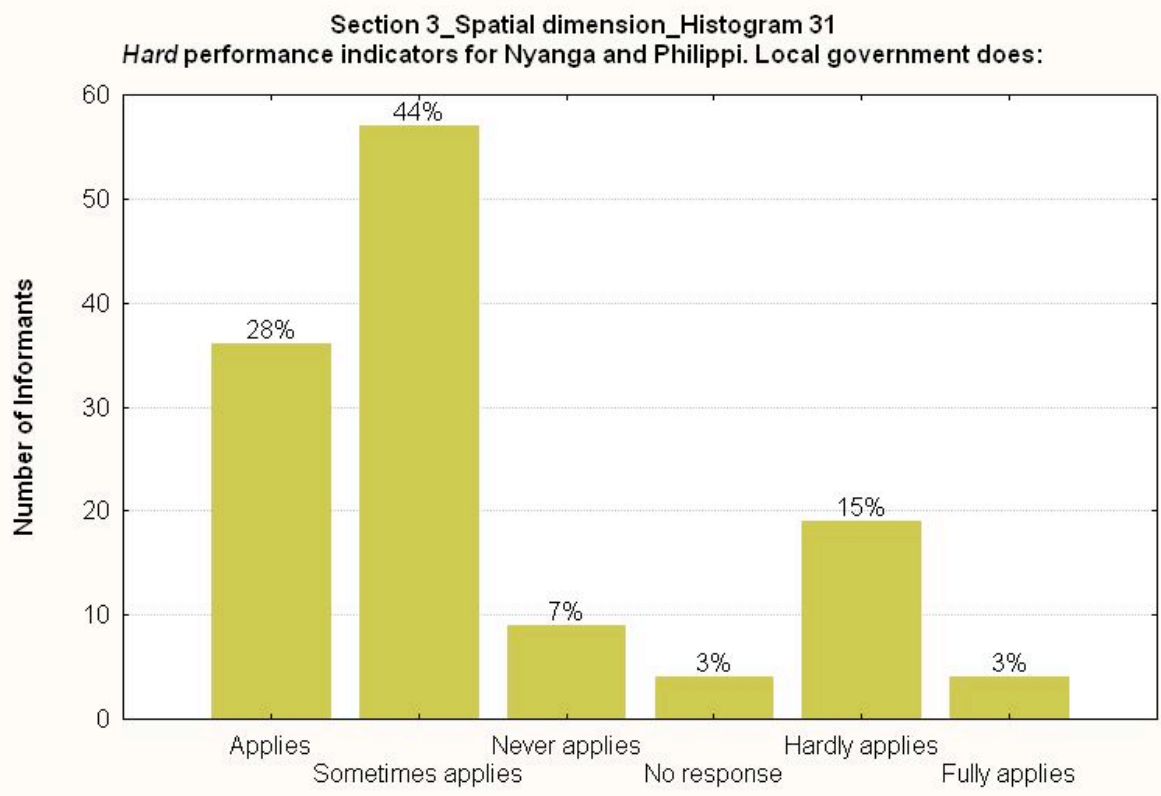
**Section 3: Histogram question 25; 26**



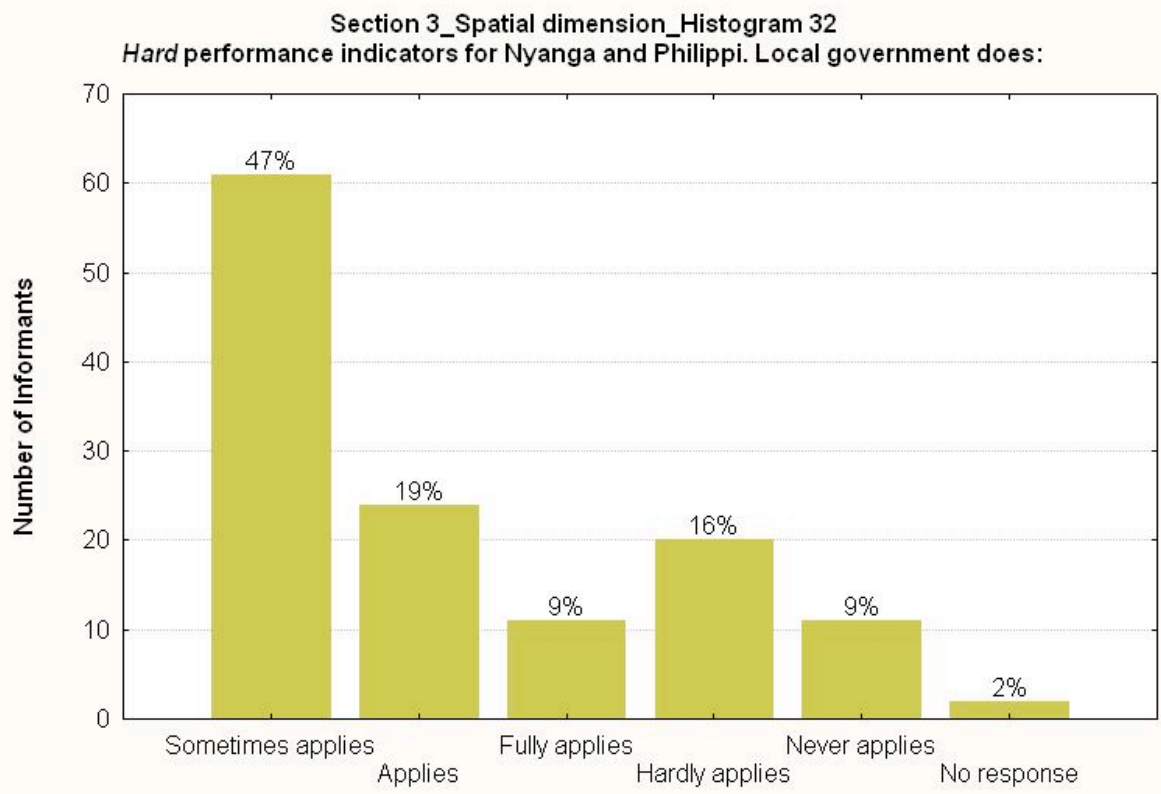
**Section 3: Histogram question 27; 28**



**Section 3: Histogram question 29; 30**



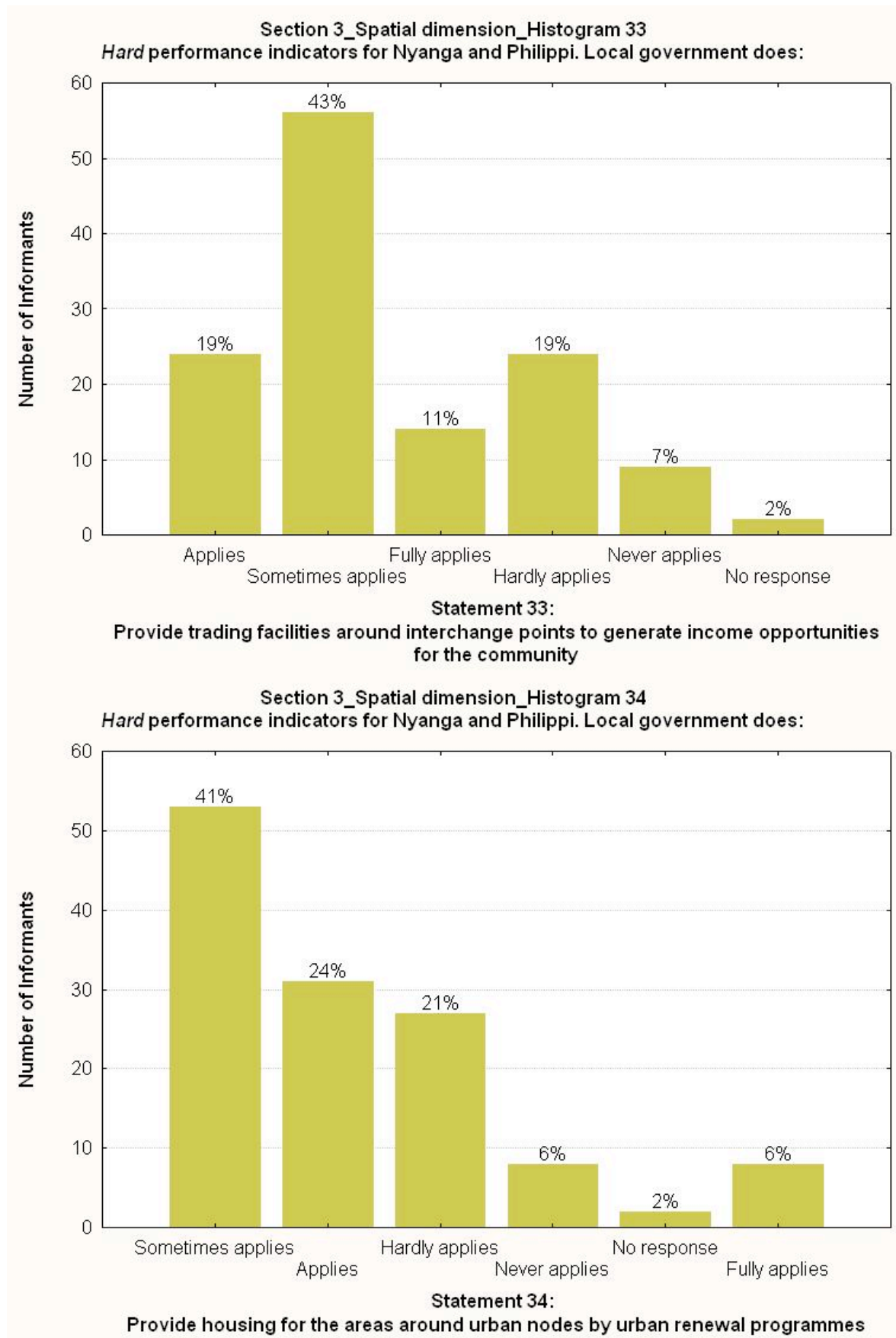
**Statement 31:**  
**Consider public space as the generator for the creation of positive environments**



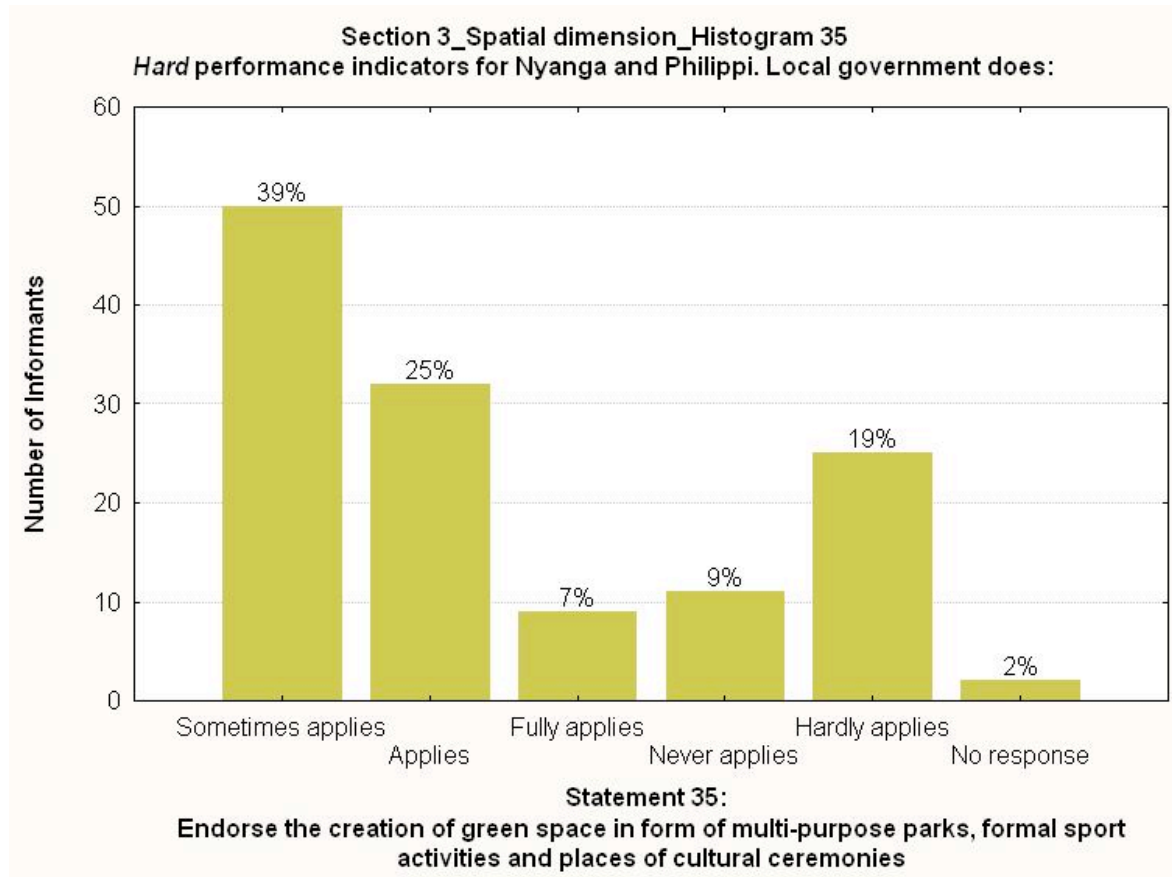
**Statement 32:**  
**Believe that the clustering of facilities increases the level of utilization**

**Section 3: Histogram question 31; 32**





**Section 3: Histogram question 33; 34**



**Section 3: Histogram question 35**



## **Appendix 2: Governmental papers and organizations**

### **Thesis chapter 3: Pre and during Apartheid before 1994 – Segregative planning generating Apartheid-City Cape Town**

#### **The Freedom Charter of 1955; Adopted at the Congress of the People, Kliptown, on June 1955**

**“We, the People of South Africa, declare for all our country and the world to know:** that South Africa belongs to all who live in it, black and white, and that no government can justly claim authority unless it is based on the will of all the people; that our people have been robbed of their birthright to land, liberty and peace by a form of government founded on injustice and inequality; that our country will never be prosperous or free until all our people live in brotherhood, enjoying equal rights and opportunities; that only a democratic state, based on the will of all the people, can secure to all their birthright without distinction of colour, race, sex or belief; And therefore, we, the people of South Africa, black and white together equals, countrymen and brothers adopt this Freedom Charter; And we pledge ourselves to strive together, sparing neither strength nor courage, until the democratic changes here set out have been won.

#### **The People Shall Govern!**

Every man and woman shall have the right to vote for and to stand as a candidate for all bodies which make laws;  
All people shall be entitled to take part in the administration of the country;  
The rights of the people shall be the same, regardless of race, colour or sex;  
All bodies of minority rule, advisory boards, councils and authorities shall be replaced by democratic organs of self-government.

#### **All National Groups Shall have Equal Rights!**

There shall be equal status in the bodies of state, in the courts and in the schools for all national groups and races;  
All people shall have equal right to use their own languages, and to develop their own folk culture and customs;  
All national groups shall be protected by law against insults to their race and national pride;  
The preaching and practice of national, race or colour discrimination and contempt shall be a punishable crime;  
All apartheid laws and practices shall be set aside.

#### **The People Shall Share in the Country's Wealth!**

The national wealth of our country, the heritage of South Africans, shall be restored to the people;  
The mineral wealth beneath the soil, the Banks and monopoly industry shall be transferred to the ownership of the people as a whole;  
All other industry and trade shall be controlled to assist the wellbeing of the people;  
All people shall have equal rights to trade where they choose, to manufacture and to enter all trades, crafts and professions.

### **The Land Shall be Shared Among Those Who Work It!**

Restrictions of land ownership on a racial basis shall be ended, and all the land re-divided amongst those who work it to banish famine and land hunger;  
The state shall help the peasants with implements, seed, tractors and dams to save the soil and assist the tillers;  
Freedom of movement shall be guaranteed to all who work on the land;  
All shall have the right to occupy land wherever they choose;  
People shall not be robbed of their cattle, and forced labour and farm prisons shall be abolished.

### **All Shall be Equal Before the Law!**

No-one shall be imprisoned, deported or restricted without a fair trial; No-one shall be condemned by the order of any Government official;  
The courts shall be representative of all the people;  
Imprisonment shall be only for serious crimes against the people, and shall aim at re-education, not vengeance;  
The police force and army shall be open to all on an equal basis and shall be the helpers and protectors of the people;  
All laws which discriminate on grounds of race, colour or belief shall be repealed.

### **All Shall Enjoy Equal Human Rights!**

The law shall guarantee to all their right to speak, to organise, to meet together, to publish, to preach, to worship and to educate their children;  
The privacy of the house from police raids shall be protected by law;  
All shall be free to travel without restriction from countryside to town, from province to province, and from South Africa abroad;  
Pass Laws, permits and all other laws restricting these freedoms shall be abolished.

### **There Shall be Work and Security!**

All who work shall be free to form trade unions, to elect their officers and to make wage agreements with their employers;  
The state shall recognise the right and duty of all to work, and to draw full unemployment benefits;  
Men and women of all races shall receive equal pay for equal work;  
There shall be a forty-hour working week, a national minimum wage, paid annual leave, and sick leave for all workers, and maternity leave on full pay for all working mothers;  
Miners, domestic workers, farm workers and civil servants shall have the same rights as all others who work;  
Child labour, compound labour, the tot system and contract labour shall be abolished.

### **The Doors of Learning and Culture Shall be Opened!**

The government shall discover, develop and encourage national talent for the enhancement of our cultural life;  
All the cultural treasures of mankind shall be open to all, by free exchange of books, ideas and contact with other lands;  
The aim of education shall be to teach the youth to love their people and their culture, to honour human brotherhood, liberty and peace;  
Education shall be free, compulsory, universal and equal for all children; Higher education and technical training shall be opened to all by means of state allowances and scholarships awarded on the basis of merit;  
Adult illiteracy shall be ended by a mass state education plan;  
Teachers shall have all the rights of other citizens;  
The colour bar in cultural life, in sport and in education shall be abolished.

### **There Shall be Houses, Security and Comfort!**

All people shall have the right to live where they choose, be decently housed, and to bring up their families in comfort and security;

Unused housing space to be made available to the people;

Rent and prices shall be lowered, food plentiful and no-one shall go hungry;

A preventive health scheme shall be run by the state;

Free medical care and hospitalisation shall be provided for all, with special care for mothers and young children;

Slums shall be demolished, and new suburbs built where all have transport, roads, lighting, playing fields, creches and social centres;

The aged, the orphans, the disabled and the sick shall be cared for by the state;

Rest, leisure and recreation shall be the right of all:

Fenced locations and ghettos shall be abolished, and laws which break up families shall be repealed.

### **There Shall be Peace and Friendship!**

South Africa shall be a fully independent state which respects the rights and sovereignty of all nations;

South Africa shall strive to maintain world peace and the settlement of all international disputes by negotiation - not war;

Peace and friendship amongst all our people shall be secured by upholding the equal rights, opportunities and status of all;

The people of the protectorates Basutoland, Bechuanaland and Swaziland shall be free to decide for themselves their own future;

The right of all peoples of Africa to independence and self-government shall be recognised, and shall be the basis of close co-operation.

Let all people who love their people and their country now say, as we say here:

### **THESE FREEDOMS WE WILL FIGHT FOR, SIDE BY SIDE, THROUGHOUT OUR LIVES, UNTIL WE HAVE WON OUR LIBERTY”**

Source: African National Congress ANC, 1955. The Freedom Charter: Adopted at the Congress of the People, Kliptown on 26<sup>th</sup> of June, 1955. [online] Available: <http://www.anc.org.za/ancdocs/history/charter.html>.

### **Thesis chapter 4: After 1994, during democracy– Integrated development transforming Apartheid- City Cape Town**

#### **Development Facilitation Act no. 67 of 1995; Extract of the chapter I: ‘General principles of land development and conflict resolution’. Section 3**

- “3(i) (a) Policy and administrative practice and laws should provide for urban and rural land development and should facilitate the development of formal and informal existing and new settlements
- 3(ii) (b) Policy, administrative practices and laws should discourage the illegal occupation of land with due recognition of informal land management processes.
- 3(iii) (c) Policy, administrative practices and laws should promote efficient and integrated land development in that they –
- (i) promote integration of the social, institutional and physical aspects of land development;
  - (ii) promote integrated land development in rural and urban areas in support of each other;

- (iii) promote the availability of residential and employment opportunities in close proximity to, or integrated with, each other;
- (iv) optimise the use of existing resources including such resources relating to agriculture, land minerals, bulk infrastructure, road transportation and social facilities;
- (v) promote a diverse combination of land uses, also at the level of individual erven or subdivisions of land;
- (vi) discourage the phenomenon of urban sprawl in urban areas and contribute to the development of more compact towns and cities;
- (vii) contribute to the correction of historically distorted spatial patterns of settlement in the Republic and to the optimum use of existing infrastructure in excess of current needs;
- (viii) encourage environmentally sustainable land development practices and Processes”

Source: South African Government Information 2007. Development Facilitation Act No.67 of 1995. [online] Available: <http://www.info.gov.za/documents/acts/1995.htm>. [last modified, 5 November 2007].

## **Municipal Systems Act no. 32 of 2000; Extract of the chapter V: ‘Integrated Development Planning’. Sections 23, 25, 26, 27, 34, 35**

### ***“Part 1: General***

**23. Municipal planning to be developmentally oriented.**—(1) A municipality must undertake developmentally-oriented planning so as to ensure that it—

- (a) strives to achieve the objects of local government set out in section 152 of the Constitution;
- (b) gives effect to its developmental duties as required by section 153 of the Constitution; and
- (c) together with other organs of state contribute to the progressive realisation of the fundamental rights contained in sections 24, 25, 26, 27 and 29 of the Constitution.

(2) Subsection (1) must be read with Chapter I of the Development Facilitation Act, 1995 (Act No. 67 of 1995).

(Date of commencement of s. 23: 1 July, 2001.)

**25. Adoption of integrated development plans.**—(1) Each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which—

- (a) links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;
- (b) aligns the resources and capacity of the municipality with the implementation of the plan;
- (c) forms the policy framework and general basis on which annual budgets must be based;
- (d) complies with the provisions of this Chapter; and
- (e) is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation.

(2) An integrated development plan adopted by a municipal council in terms of subsection (1) may be amended in terms of section 34 and remains in force until an integrated development plan is adopted by the next elected council.

(3) (a) A newly elected municipal council may, within the prescribed period referred to in subsection (1), adopt the integrated development plan of its predecessor, but

before taking a decision it must comply with section 29 (1) (b) (i), (c) and (d).

(b) A newly elected municipal council that adopts the integrated development plan of its predecessor with amendments, must effect the amendments in accordance with the process referred to in section 34 (b).

(4) A municipality must, within 14 days of the adoption of its integrated development plan in terms of subsection (1) or (3)—

(a) give notice to the public—

(i) of the adoption of the plan; and

(ii) that copies of or extracts from the plan are available for public inspection at specified places; and

(b) publicise a summary of the plan.

(Date of commencement of s. 25: 1 July, 2001.)

## **Part 2: Contents of integrated development plans**

**26. Core components of integrated development plans.**—An integrated development plan must reflect—

(a) the municipal council's vision for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;

(b) an assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services;

(c) the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;

(d) the council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;

(e) a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality;

(f) the council's operational strategies;

(g) applicable disaster management plans;

(h) a financial plan, which must include a budget projection for at least the next three years; and

(i) the key performance indicators and performance targets determined in terms of section 41.

(Date of commencement of s. 26: 1 July, 2001.)

## **27. Framework for integrated development planning**

(1) Each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole.

(2) A framework referred to in subsection (1) binds both the district municipality and the local municipalities in the area of the district municipality, and must at least

(a) identify the plans and planning requirements binding in terms of national and provincial legislation on the district municipality and the local municipalities or on any specific municipality;

(b) identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment;

(c) specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters: and

{d} determine procedures—

(i) for consultation between the district municipality and the local municipalities during the process of drafting their respective integrated



development plans; and  
(ii) to effect essential amendments to the framework.

**Part 3: Process for planning, drafting, adopting and review of integrated development plans**

**34. Annual review and amendment of integrated development plan.**—A municipal council—

- (a) must review its integrated development plan—  
(i) annually in accordance with an assessment of its performance measurements in terms of section 41; and  
(ii) to the extent that changing circumstances so demand; and  
(b) may amend its integrated development plan in accordance with a prescribed process.

(Date of commencement of s. 34: 1 July, 2001.)

**Part 4: Miscellaneous**

**35. Status of integrated development plan.**—(1) An integrated development plan adopted by the council of a municipality—

- (a) is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality;  
(b) binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality's integrated development plan and national or provincial legislation, in which case such legislation prevails; and  
(c) binds all other persons to the extent that those parts of the integrated development plan that impose duties or affect the rights of those persons have been passed as a by-law.

(2) A spatial development framework contained in an integrated development plan prevails over a plan as defined in section 1 of the Physical Planning Act, 1991 (Act No. 125 of 1991).

(Date of commencement of s. 35: 1 July, 2001.)”

Source: South African Government Information 2007. Local government: Municipal Systems Act 2000. Sections 23,25, 26, 27, 34, 35. [online] Available: <http://www.info.gov.za/documents/acts/2000.htm>.

**Statutes of the Republic of South Africa-Constitutional Law; ‘Constitution of the Republic of South Africa Act, No. 108 of 1996’. Sections 24, 25, 26, 27, 29**

**“24. Environment.** - Everyone has the right-

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

**25. Property.**-(1) No one may be deprived of property except in terms of law of general application, and no law may permit arbitrary deprivation of property.

(2) Property may be expropriated only in terms of law of general application--

- (a) for a public purpose or in the public interest; and

(6) subject to compensation, the amount of which and the time and manner of payment of which have either been agreed to by those affected or decided or approved by a court

(3) The amount of the compensation and the time and manner of; payment must be just and equitable, reflecting an equitable balance between the public interest and the interests of

those affected, having regard to all relevant circumstances, including-

(a) the current use of the property;

(b) the history of the acquisition and use of the property;

(e) the market value of the property;

(d) the extent of direct state investment and subsidy in the acquisition and beneficial capital improvement of the property; and

(e) the purpose of the expropriation.

(4) For the purposes of this section-

(a) the public interest includes the nation's commitment to land reform, and to reforms to bring about equitable access to all South Africa's natural resources;

and

(6) property is not limited to land.

(5) The state must take reasonable legislative and other measures, within its available resources, to foster conditions which enable citizens to gain access to land on an equitable

basis.

(6) A person or community whose tenure of land is legally insecure as a result of past racially discriminatory laws or practices is entitled, to the extent provided by an Act of Parliament,

either to tenure which is legally secure or to comparable redress.

(7) A person or community dispossessed of property after 19 June 1913 as a result of past racially discriminatory laws or practices is entitled, to the extent provided by an Act of Parliament, either to restitution of that property or to equitable redress.

(8) No provision of this section may impede the state from taking legislative and other measures to achieve land, water and related reform, in order to redress the results of past racial discrimination, provided that any departure from the provisions of this section is in accordance with the provisions of section 36 (1).

(9) Parliament must enact the legislation referred to in subsection (6).

**26. Housing.-(1)** Everyone has the right to have access to adequate housing.

(2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right.

(3) No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation may

permit arbitrary evictions.

**27. Health care, food, water and social security.-(1)** Everyone has the right to have access to -

(a) health care services, including reproductive health care;

(b) sufficient food and water; and

(c) social security, including, if they are unable to support themselves and their dependants, appropriate social assistance.

(2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights.

(3) No one may be refused emergency medical treatment.

**29. Education.--(l) Everyone has the right-**

(a) to a basic education, including adult basic education; and

(b) to further education, which the state, through reasonable measures, must make progressively available and accessible.

(2) Everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable. In order to ensure the effective access to, and implementation of, this right, the state must consider all reasonable educational alternatives, including single medium institutions, taking into account-

(a) equity;

(b) practicability; and

(e) the need to redress the results of past racially discriminatory laws and practices.

(3) Everyone has the right to establish and maintain, at their own expense, independent educational institutions that-

(a) do not discriminate on the basis of race;

(b) are registered with the state; and

(c) maintain standards that are not inferior to standards at comparable public educational institutions.

(4) Subsection (3) does not preclude state subsidies for independent educational institutions”

Source: South African Government Information 2007. Constitution of the Republic of South Africa, 1996. [online] Available: <http://www.info.gov.za/documents/constitution/index.htm>.

**Republic of South Africa - Government Gazette 15 May 1998 (Gazette 18894, Notice 749): ‘White Paper on Environmental Management Policy for South Africa. Section 3**

**Principles**

“This chapter sets out the principles for environmental management that will guide government in achieving the vision and overarching goal of sustainable development. Environmental sustainability is the key to attaining this vision and goal. These Principles are the fundamental premises government will use to apply, develop and test policy and subsequent actions including, decision making, legislation, regulation and enforcement.

**Note:** In some cases principles are followed by boxes containing details on how they will be applied.

**Accountability**

Government is accountable for

**Allocation of Functions**

policy formulation, monitoring and enforcement.

Government will allocate functions within the framework of the Constitution to the institutions and spheres of government that can most effectively achieve the objective of a function within the context of environmental policy.

**Alienation of Resources**

Renewable and non-renewable natural resources, cultural resources and land are all part of South Africa’s environmental heritage. They are public assets belonging to all the nation’s people. Government must ensure that the ownership and use of this heritage promotes sustainable development, benefiting the public good and

maintaining environmental integrity. Any alienation of these resources and land must respect people's environmental rights and ensure the sustainable use of such resources and land. In applying this principle government must ensure that its investment policies and programmed do not result in the unchecked transfer of ownership of all the nation's natural and cultural resources and kind, to private investors, or result in access to these resources and land being denied to the people of this country.

### **Capacity Building and Education**

All people must have the opportunity to develop the understanding, skills and capacity for effective participation in achieving sustainable development and sustainable resource use.

### **Conflict of Interest**

Actual or potential conflicts of interest between responsibilities for resource exploitation, and any responsibilities or powers affecting environmental quality or impact management, must be resolved through agreed conflict resolution procedures. Solutions to such conflicts of interest must ensure effective implementation of environmental policy and provide for the role of the lead agent in monitoring and ensuring the maintenance of environmental norms and standards.

### **Coordination**

Environmental concerns all aspects of life and must be integrated into the work of all government institutions. This requires intergovernmental harmonisation of policies, legislation, monitoring, regulation and other environmental functions in accordance with the requirements of environmental policy.

### **Cradle to Grave**

Responsibility for the environmental and health and safety consequences of a policy, programme, project, product, process, service or activity exists throughout its life cycle. It starts with conceptualisation and planning and runs through all stages of implementation to reuse, recycling and ultimate disposal of products and waste or decommissioning of installations.

### **Custodianship**

The government acknowledges that it has a constitutional duty to protect the environment for the benefit of current and future generations of South Africans. Its responsibilities include the duty to act as custodian of the nation's resources; to protect the public interest in, and to ensure equitable access to, such resources and generally to ensure that all South Africans enjoy an environment of acceptable quality. In assuming these duties, the government accepts the duties and responsibilities implied by the doctrine of the Public Trust, particularly regarding state owned land and natural resources and will enact legislation to give effect to this principle.

The doctrine of the Public Trust requires the state to:

- ensure that environmental resources are beneficially used in the public interest
- protect the people's common heritage
- ensure the public's reasonable access to the environment and natural resources
- ensure adherence by all spheres of government to the public trust
- promote and fulfil the Department of Environmental Affairs and Tourism's leading role in implementing government's custodianship of the environment.

### **Demand Management**

The price of goods and services must include the environmental cost of sustaining the rate of supply over time. Where this is impossible, the price must include the cost of replacing the good or service, as it is depleted, by another good or service at a similar

rate of supply and value that fulfils the same function.

### **Due Process**

Due process must be applied in all environmental management activities. This includes adherence to the provisions in the Constitution dealing with just administrative action and public participation in environmental governance.

### **Equity**

There should be equitable access to environmental resources, benefits and services to meet basic needs and ensure human well being. Each generation has a duty to avoid impairing the ability of future generations to ensure their well being.

### **Environmental Justice**

To comply with the requirements of environmental justice, government must integrate environmental considerations with social, political and economic justice and development in addressing the needs and rights of all communities, sectors and individuals.

Policy, legal and institutional frameworks must:

- redress past and present environmental injustice
- take account of the need to protect and create employment
- recognise that workers can refuse work that is harmful to human health or the environment
- ensure that everyone is able to make known environmental or health hazards without fear of the consequences
- ensure equitable representation and participation of all with particular concern for marginalised groups.

### **Full Cost Accounting**

Decisions must be based on an assessment of the full social and environmental costs and benefits of policies, plans, programmed, projects and activities that impact on the environment.

### **Global and International Cooperation and Responsibilities**

Government must recognise its shared responsibility for global and regional environmental issues and act with due regard for the principles contained in this policy and applicable regional and international agreements.

### **Good Governance**

Good governance depends on mutual trust and reciprocal relations between government and people. This must be based on the fulfilment of constitutional, legislative and executive obligations, and acceptance of authority, responsibility, transparency and accountability.

The democratically elected government is the legitimate representative of the people. In governing it must meet its obligation to give effect to people's environmental rights in section 24 of the Constitution. This includes:

- taking responsibility for developing and implementing environmental policy
- exercising the authority to take decisions and carry out actions vested in it by the Constitution
- acting in accordance with the basic values and principles governing public administration contained in the Constitution
- being accountable to the people
- responding to public needs and encouraging public participation in environmental governance by providing for the mutual exchange of views and concerns between government and people
- monitoring and regulating actions that impact on the environment

### **Inclusivity**

Environmental management processes must consider the interests, needs and values of all interested and affected parties in decision making to secure sustainable development. This includes recognizing all forms of knowledge including traditional and ordinary knowledge.

### **Integration**

All elements of the environment are linked and management must therefore take account of the connections between them.

Integrating environmental concerns into every area of human activity is central to achieving sustainable development. Priority areas for environmental governance include:

- integrating environmental, social and economic considerations into development and land use planning processes and structures. This requires assessment of environmental impacts at policy, planning, programme and project levels.
- an integrated approach to environmental management addressing:
  - all environmental media
  - all social, cultural and natural resources
  - pollution control and waste management
- an integrated approach to government's environmental functions including:
  - organisational and institutional arrangements
  - legislation
  - all policies in all spheres of government

### **Open Information**

To give effect to their constitutional rights, everyone must have access to information to enable them to:

- protect their health and well-being
- protect the environment
- participate effectively in environmental governance
- comply with environmental policy, legislation and regulation.

### **Participation**

Government must encourage the inclusion of all interested and affected parties in environmental governance with the aim of achieving equitable and effective participation.

### **Precaution**

Government will apply a risk averse and cautious approach that recognises the limits of current knowledge about the environmental consequences of decisions or actions,

This approach includes identifying:

- the nature, source and scope of potentially significant impacts on the environment and on people's environmental rights
- the potential risks arising from uncertainty

Where there is uncertainty action should be taken to limit the risk. This should include consideration of the 'no go' option.

### **Prevention**

Government must anticipate problems and prevent negative impacts on the environment and on people's environmental rights.

### **Polluter Pays**

Those responsible for environmental damage must pay the repair costs both to the environment and human health, and the costs of preventive measures to reduce or prevent further pollution and environmental damage.

### **Waste Avoidance and Minimisation**

Waste management must minimise and avoid the creation of waste at source, especially in the case of toxic and hazardous wastes. Government must encourage waste recycling, separation at source and safe disposal of unavoidable waste.”

Source: South African Government Information 2007. White Papers: **Environmental Management Policy White Paper; 15 May 1998 (Gazette 18894, Notice 749) [online]. Available:** <http://www.info.gov.za/documents/whitepapers/index.htm>

# Lebenslauf

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## Schul- und Hochschulausbildung

zum 09/ 08 Einreichung der Doktorarbeit, Verteidigung zum Dr.Ing. Oktober 2008  
10/ 05 bis 06/ 08 Doktorand im Rahmen des Internationalen Promotionsprogramms  
„Europäische Urbanistik“ der Bauhaus-Universität Weimar  
Seminare und diverse Präsentationen in öffentlichen Kolloquien  
04/ 05 bis 09/ 05 Anfertigung des Themas der Doktorarbeit, erfolgreiche Bewerbung am  
Institut der Europäischen Urbanistik, Bauhaus Universität Weimar  
01/ 04 bis 04/ 05 Stipendium des Deutschen Akademischen Austausch Dienst DAAD  
02/ 03 bis 04/ 05 Masterarbeit an der Universität von Kapstadt UCT  
Abschluss: Master of Science (M.Phil.); Beurteilung Thesis – sehr gut  
05/ 04 bis 02/ 05 Thema der Thesis: Die Evaluierung von Partizipation, die aktive  
Mitwirkung Apartheid benachteiligter *schwarzer* Townshipkommunen  
in architektonischen und städtebaulichen Planungsprozessen in  
Kapstadts Township Langa  
10/ 96 bis 02/ 02 Architekturstudium an der Fachhochschule München  
Abschluss: Dipl.Ing.(FH); Gesamturteil – gut  
07/ 92 bis 09/ 94 Anton-Fingerle-Bildungszentrum - Fachoberschule für Sozialwesen  
in München; Abschluss: Fachabitur

## Auslandsaufenthalte und Praktika

01/ 08 bis 04/08 Südafrika, Kapstadt  
Zweite Feldforschungsphase im Rahmen der Doktorarbeit, gefördert  
von DAAD und DFG; Durchführung von Interviews und  
Questionnaires, Ergänzung der Fachliteratur  
03/ 06 bis 05/ 06 Südafrika, Kapstadt  
Erste Feldforschungsphase im Rahmen der Doktorarbeit, gefördert  
von DAAD und DFG; Kontaktherstellung, Interviews, Literatur-  
recherche  
07/ 02 bis 06/ 05 Südafrika, Kapstadt  
Akademische und praktische Berufserfahrung und Master Studium  
02/ 00 bis 04/ 00 Spanien, Barcelona und Sevilla  
Studienbegleitende Sprach- und Studienreise  
10/ 97 bis 04/ 98 Firma Lindermeyer, Zimmerei, Augsburg  
Studienbegleitendes Fachpraktikum



