

les Ateliers

maîtrise d'œuvre urbaine

FLASH INTERNATIONAL PROFESSIONAL URBAN PLANNING WORKSHOP

CAPE TOWN, SOUTH AFRICA

NOVEMBER 2022

ENABLING CAPE TOWN'S DREAM OF HOPE

Working together to turn urban planning
into a reality



CONTEXT DOCUMENT

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Les Ateliers de Cergy is a non-profit association created in 1982 at the behest of the urban planners involved in the creation of the New Town of Cergy-Pontoise. Today, it is an international network of professionals, academics and decision-makers tied to the field of urban planning. Focused on the practice of urban development, the association organizes workshops envisaged as spaces for collective design and creativity. In France and elsewhere, these workshops provide project managers with an international perspective and illustrated proposals highlighting territorial strategies and urban development projects. By bringing together different professions and cultures, they also offer the opportunity to exchange at the highest levels.

A Flash Workshop is designed at the request of local authorities based on a specific topic and territory. It brings together eighteen volunteer participants — experts in various fields from various regions, countries and continents — as well as local specialists and local actors for a period of 5 days. The Flash workshop's methodology enables participants to develop innovative, creative and forward-looking proposals, and promotes a collaborative working platform during 5 days which brings together elected officials; local, economic and administrative actors; and civil society representatives to address the major challenges facing the city.

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INTRODUCTION

Cape Town is Africa's most southern city, with a population of four and a half million people and serves as the seat of the Parliament of South Africa. Nestled on the slopes of one of the seven wonders of the world, Table Mountain, and surrounded by 307km of coastline, Cape Town draws travellers from all over the world to see its sublime natural beauty and experience its diverse cultures. Only a fraction of Cape Town's population, however, has unbridled access to this side of the city. Cape Town's urban form and structure, inherited from a turbulent history of social, economic, and political exclusion on the grounds of race, continues to exclude poor citizens from the city and its opportuni-

ties, contributing to severe developmental challenges. These include high levels of inequality, poverty, unemployment, climate related risks, crime, gender-based violence and gangsterism.

To combat these challenges, the government has developed a series of *spatial development frameworks*, but the implementation of these plans and policies has stagnated. Therefore, the City of Cape Town (CoCT) and the French Development Agency (AFD) invited Les Ateliers to facilitate a professional urban planning flash workshop in Cape Town in November 2022 to assist the CoCT with the implementation of its ambitious spatial

development frameworks. Due to the short duration of the workshop and the immensity of the task at hand, the workshop will focus on Philippi - a Cape Town suburb that experiences severe socio-economic hardship - as a case study. The primary objective of the workshop will be using cross-disciplinary knowledge, multi-scalar strategies, and local and international references to implement the CoCT's plans for developing Philippi into the city's 5th metropolitan node.

To realise this vision, Les Ateliers has invited eighteen local and international experts from a diverse range of professional backgrounds to collaborate throughout the

five day workshop. The participants will be introduced to the work of local NGOs, academics, community members, and City officials. Drawing on Philippi's existing assets, actors and initiatives, the workshop aims to develop a clear and sustainable implementation process that will aid the City of Cape Town and other stakeholders in realising Philippi's vision.



Figure 1. Cape Town (source: Getaway)



Figure 2. Neighbouring Cape Town suburbs (source: Miller, J. 2016. *Unequal Scenes*).

LOCATING THE WORKSHOP

South Africa

South Africa is a country located at the southern tip of Africa. The country hosts a diverse range of cultures and has eleven official languages. Bound to the south by 2,798 kilometres of coastline that stretch along the Atlantic and Indian oceans and with a vastly contoured hinterland, South Africa is renowned for its great natural beauty and biodiversity. This natural landscape and the country's rich cultural diversity have drawn millions of visitors each year since the end of Apartheid and the inception of the country's democracy in 1994 (Stats SA, 2021).

Cape Town

Cape Town is South Africa's second most populous city after Johannesburg, with a population of 4.68 million people, a quarter or which are below the age of 14, and a 2-3% steady population growth that is starting to slow down, anticipating a shift towards an increased old-age dependency ratio. The total 2025 projected population of Cape Town is 5 041 991, at which time the city will comprise 66% of the projected population of its province, the Western Cape.

The City is the second largest contributor to national employment and the second busiest container port in the country. Despite the country's economic downturn, the local and rather well diversified economy has been quietly expanding in recent years, especially the import and export, ICT, and financial sectors. Nevertheless, this has not lessened the city's structural unemployment (30.2% of the population; 47.3% youth unemployment), but rather increased the gap between the supply and demand of lower-skilled labour and the need for high-skilled tertiary labour and widening the economic disparity between the wealthy and the poor. This has been exacerbated by the COVID-19 pandemic, disproportionately affecting women, the poor and those employed in the informal economy (11.2% of the population).

Cape Town's stark inequality becomes clear when viewed from above. The city is home to both formal and informal settlements. About 19.3%¹ of the city's

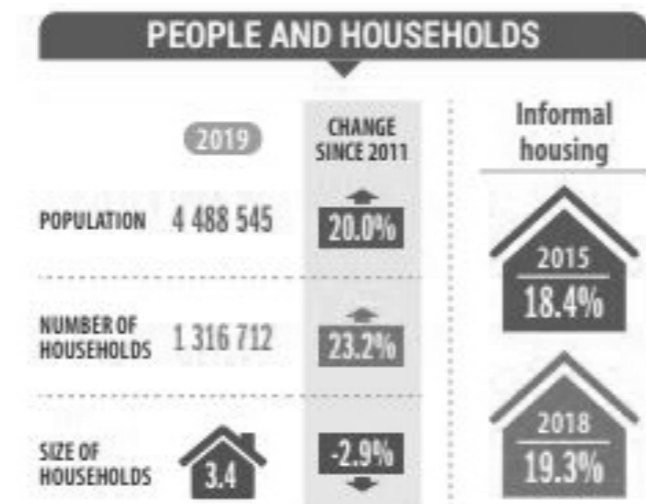
¹ This statistic is from 2018. The number of informal dwellings in Cape Town is expected to have risen due to

population reside currently in informal housing and with varying access to basic services such as electricity and waste management (South African Cities Network, 2022). These settlements are divided from the wealthy "leafy suburbs" by hard infrastructure, a spatial legacy of the city's past.

increased levels of poverty and unemployment as a result of the COVID-19 pandemic.



Figure 3. Cape Town Statistics, 2018. *The number of informal housing is expected to have risen since 2018 due to the COVID-19 pandemic (source: South African Cities Network, 2022).



ROBBEN ISLAND

CBD

CAMPS BAY

PHILLIPI

SIMONS TOWN

CAPE POINT

Philippi: an emerging metropolitan node

Philippi is a low-income urban settlement and agricultural area south-east of Cape Town's CBD, in an area referred to as the Cape Flats. Philippi encompasses a unique and distinctive landscape as it is home to one of the last remaining agricultural areas in the Cape Town metropolitan area that is critical to the city's food security. Philippi is divided by New Eisleben Road into Philippi East and Philippi West, which includes the Philippi Horticultural Area and Brown's Farm. The 1988 Guide Plan designated Philippi East and the northern part of Philippi West for industrial use and most of its remainder for residential use (Brown-Luthango M 2015).

Philippi has an estimated population figure of 119,257 (2.5% of the City's population), with a density level of 68 dwelling units/hectare compared to the estimated average of 9-12 dwelling units/hectare for Cape Town as a whole. As one of Cape Town's poorest neighbourhoods, Philippi is characterised by a very young population that is largely unemployed, with low levels of education and significant amounts of informal habitation and overcrowding. The area is also known for its high levels of poverty, crime, poor levels of service delivery, and exposure to environmental hazards including flooding, polluted water bodies and fire.

Philippi does, however, appear to have significant assets and opportunities for its development which have centred Philippi as *an emerging metropolitan node*. The suburb sits in close proximity to important transport infrastructure. It is bound on all sides by road networks connecting it to surrounding areas and a railway line passes through it, with two train stations located in Philippi (however, both stations are currently inoperational). Furthermore, MyCiTi (Cape Town's bus rapid transit (BRT) system) is to be extended through Philippi, with plans for the largest Public Transport Interchange in the city to be constructed at the Philippi Village intersection. Philippi's proximity to Cape Town International Airport, the Philippi Industrial Area and the Philippi Horticultural Area holds significant economic potential. The area also hosts a thriving informal economy.

Over the years there have been a number of initiatives driven by a range of actors from the public and private sectors as well as broader civil society (Brown-Luthango M 2015). However, despite this investment and the area's apparent transport and economic assets and opportu-

nities, these initiatives either do not take off or they are unsustainable and abandoned (Brown-Luthango M 2015). This is to some extent due to Philippi's structural challenges mentioned above; however, some of these challenges are the result of Philippi's history of fragmentation, displacement, relocation and intense competition for economic resources. Philippi's turbulent past impedes social cohesion and trust within the community that is necessary for advancing local development.

PHILIPPI: KEY DATA		
INDICATOR	2001	2011
Population	110 321	191 025
Unemployment	59%	38%
Income less than R1600 per month	83%	52%
Informal Settlements (incl. backyards)	55%	56%
Access to piped water in dwelling	8.4%	26%
Access to sanitation Flush toilet	54%	77%
Bucket system	16%	13%
Access to electricity for lighting	51%	86%

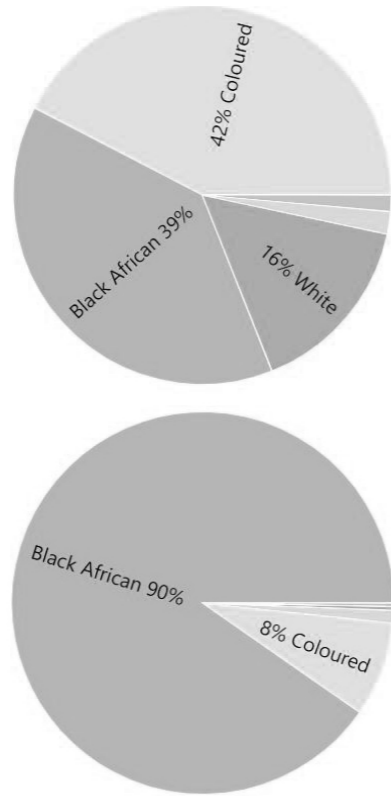


Figure 4. Philippi statistics from the country's last available census data conducted in 2011 (source: Brown-Luthango, 2015).

Figure 5. Demographic statistics for Cape Town (top) and Philippi (bottom) (source: Brown-Luthango, 2015).

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HISTORY

Pre-colonial South Africa

Prehistoric South Africa dates back 4.1 - 3.3 million years ago when the Australopithecus, affectionately named *Little Foot*, roamed the land. Little Foot's remains have centred South Africa as the potential birthplace of mankind. Since then, the lives of the country's modern humans can be traced over the past 100 000 years through the discovery of tools, forms of shelter and art. South Africa's earliest modern humans were hunter-gatherers who roamed the land in response to ecological patterns. Their numerous cave paintings found all over the country give insight into their lives and rich spirituality. About 2000 years ago there was a shift towards agriculture with evidence of nomadic pastoral communities. Such communities were direct ancestors of the Khoikhoi herders who encountered European settlers at the Cape of Good Hope.

Colonial South Africa (1652 - 1961)

In 1652 the Dutch East India Company set up a refreshment station on the slopes of Table Mountain to replenish their fleets.¹ By the end of the 17th century, the Dutch had settled in most of the western side of the country. San and Khoikhoi communities were either killed, forced further afield, or became labourers for Dutch farmers. In 1795 - 1802 and again in 1806, after the start of the Napoleonic Wars, Britain seized control of the Cape Colony. The following century was marked by conflict over land and resources. Following the South African War (1899 - 1902), the Union of South Africa was formed in 1910. Its constitution enshrined racially segregational policies, ensuring hegemony for the white minority, and laying the foundations for Apartheid. South Africa gained independence from Britain in 1961.

Apartheid (1948 - 1994)

In 1948 the National Party won the (white only) elections and established Apartheid, a system of institutionalised racial segregation. From 1948 until 1994 the Apartheid government passed laws that structured the country socially, economically, politically, and spatially according to race.

¹ The Company's vegetable gardens still exist, though today they are a public park adjacent to Cape Town's Houses of Parliament building.



Figure 6. Laws that shaped South African cities (source: Discover Walks)

The Population Registration Act (1950) classified every South African according to race, and that political classification dictated where one could travel, live, and work. It dictated the quality of the citizen's education, who they could marry, or if they could vote. It even dictated which beach, bench, or entrance to a public building one could use. Whites were given the best land, education, jobs, and beaches. The Group Areas Act (1950) became a tool for racially spatializing South African towns and cities. Today, this urban and suburban structure still dominates the country's built landscapes. Contravening Apartheid's laws was dangerous. The Indemnity Act (1961) made it legal for police officers to commit acts of violence, to torture, or to kill in the pursuit of official duties. Later laws gave the police the right to arrest and detain people without trial and to deny them access to their families or lawyers.

After decades of resistance against these brutal laws, in February 1990, President FW de Klerk declared the unbanning of political parties, including the African National Congress (ANC). On the 27th of April 1994 South Africa successfully held its first democratic elections and Nelson Mandela became the country's first black president, ending 400 years of racially discriminative laws under Apartheid and colonial rule. Despite the country's progressive constitution, the consequent structural inequality from centuries of racial oppression continues to impede the country's development and in 2022 The World Bank declared South Africa the most unequal country in the world based on the Gini index (The World Bank 2022).



Figure 7. Nelson Mandela and Winnie Madikizela-Mandela on the day Madiba was released from prison after 27 years, 11 February 1990 (source: Art Blart).

The development of Cape Town

Colloquially known as the 'Mother City', Cape Town was the first permanent European settlement in South Africa. The settlement was established by the Dutch navigator Jan van Riebeeck in 1652 as a refreshment station for the Dutch East India Company's ships travelling along the European-Asian sea trade route. By the end of the decade, the Company had brought slaves to the Cape from West and East Africa, India, and the Malay Peninsula. The port town soon became a melting pot of different identities and cultures.

Over time, Cape Town slowly industrialised, with the construction of the railway line and the Alfred Dock, the discovery of diamonds further inland, and the South African War (1899-1902). Most of its growth, however, happened after World War II (1939 - 1945). Thus, the spatial development of Cape Town was shaped by the political ideology of Apartheid (1948 - 1994) and the planning and design ideology of modernism (Dewar, 2016).

Modernism and Social Engineering

Apartheid was introduced under the guise of "separate but equal" development, meaning that the country would operate under racially separate autonomous zones. In practice, this sought to discriminate against Africans by policing their movements and disqualifying any rights to South African politics. To implement "separate but equal" development, Apartheid spatial planners borrowed modernism's rationalistic approach to planning where land-use and urban activities would be separated. The planners extended this to include the

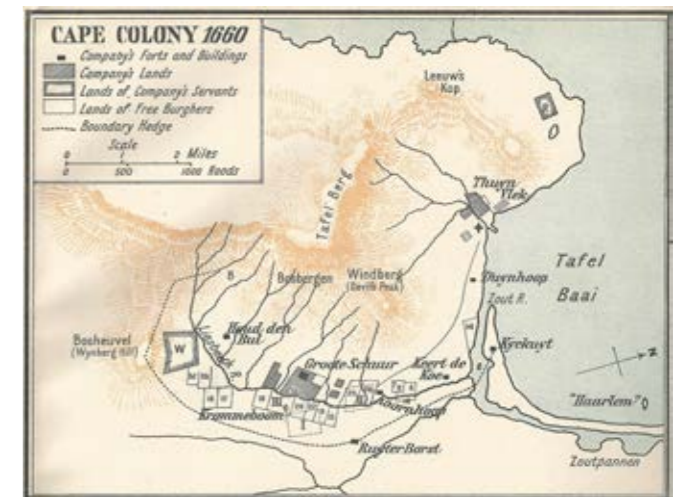


Figure 8. A map of Cape Town in 1660, eight years after the arrival of the Dutch (source: Wikimedia Commons).

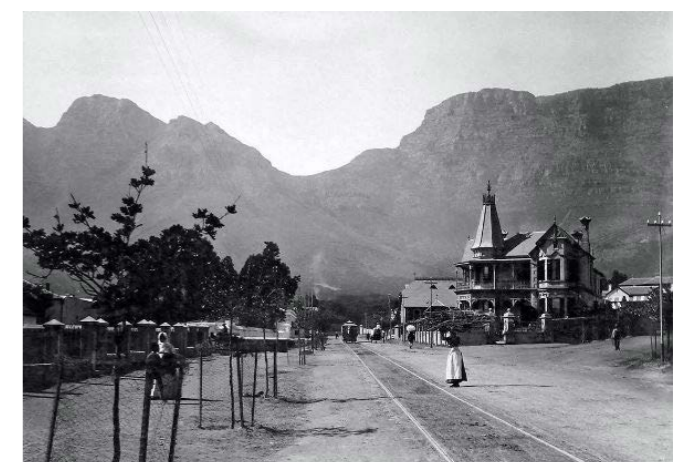


Figure 9. Orange Street (source: The Casual Observer).

separation of races. They also extended the modernist model to include principles from the Garden City Movement and the suburban "good life". The suburban "good life" favoured the typology of the single-storey free-standing unit on its own land parcel, while the

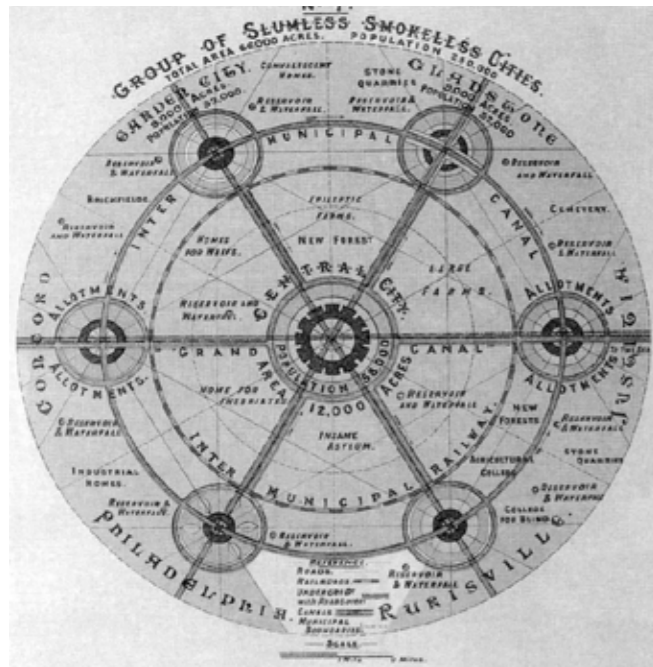


Figure 10. Ebenezer Howard's Garden City diagram (source: The Conversation).

Garden City Movement broke large settlements into smaller self-contained neighbourhood units. These units faced inwards towards public amenities with the belief that this would create a sense of community. The units were divided by greenbelts and linked by rapid transport systems.

Modernism was used as a tool for ordering the diversity of Cape Town's different cultures, and the Group Areas Act (1950) divided the city according to race. People were forcibly removed from areas designated for another race, obliterating well-established communities and separating people from their knowledge structures. People of the same race were placed in the same neighbourhood unit. White citizens were afforded well-serviced areas close to jobs. Black and coloured citizens were located in underdeveloped and poorly resourced peri-urban areas called "townships" located on the peripheries of the city, far from job opportunities. These townships were built on new blank sites, following modern ideas of order and control, and sterilised of all reference to indigenous culture and tradition and built in the form of military camps with minimal "matchbox houses". The greenbelts borrowed from the Garden City Movement created buffer zones between the racialized suburbs, and soon became (and remain) desolate wastelands, hotspots for crime and dumping. Transport infrastructure was used to divide communities of different races from one another and transport people from places of living to places of work. Because modernism favoured the private car and not the pedestrian, streets were de-emphasized, and the city expanded laterally (Dewar, 2016).

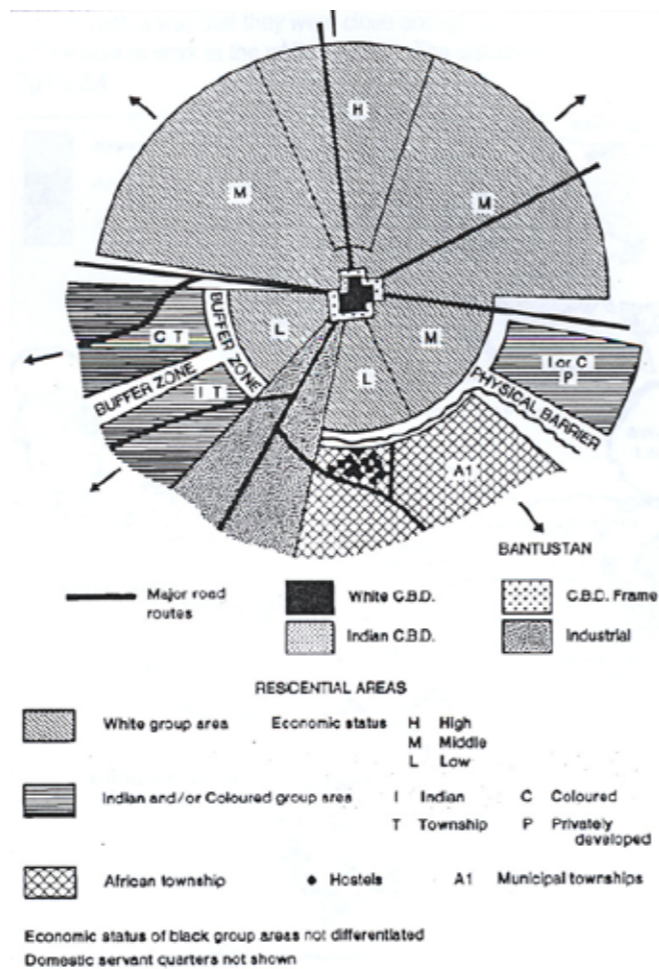


Figure 11. Concept diagram of racial structuring of South African cities under Apartheid's Group Areas Act (1950) (source: The Guardian).

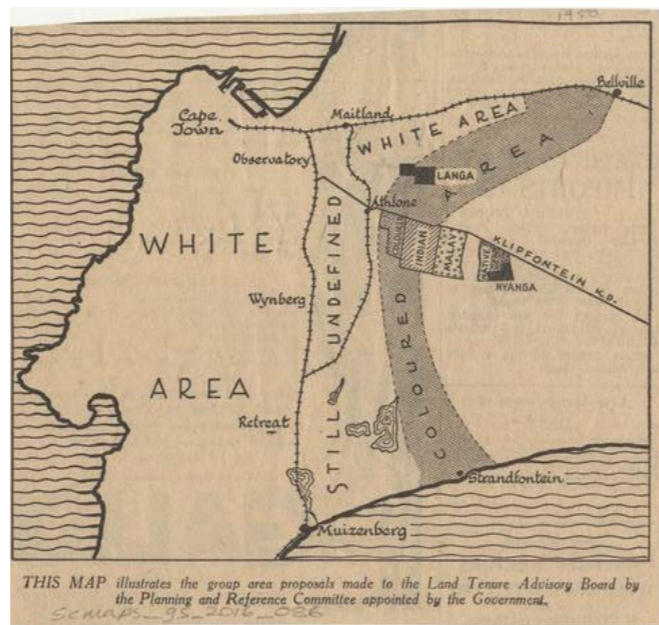


Figure 12. A map proposing a racial planning structure for the City of Cape Town under Apartheid's Group Areas Act (1950). White areas follow the spine of Table Mountain and the coastline. The railway is used as a spatial device to separate areas of different races.

Cape Town: the legacy and challenges of a South African city

The result of these planning mechanisms is a city of racial segregation and urban sprawl. Sprawling and oftentimes unstructured and unregulated development has encroached on wilderness and agricultural areas. This urban form strains the resources needed for service delivery and challenges the feasibility of a public transportation system. The vast distances between residential and employment areas mean that transportation costs comprise a disproportionately large share of household incomes and productive time. One-way commutes to work of 40km are still commonplace in Cape Town today. Those who cannot afford transportation cannot access the city and are excluded from the job market and wider society. Much of the new middle- and high-income housing developments also take place at the outskirts of the city, increasing the number of commutes for both its residents and the people they employ to take care of their residences and family members. This has particularly become a challenge the last few years as the railway system has started to crumble and many passengers have opted for cars and the informal minibus sector (locally known as "taxis"), despite the expansion of the BRT, further aggravating traffic congestion, greenhouse gas emissions, and air pollution in the city. In essence, the structure of the city aggravates its poverty, inequality, and unemployment, and because the poorest members of the city are the furthest away from the city centre (without access to private vehicles), they bear the brunt of this spatial legacy. Resultant socio-economic issues, including poverty, crime, gangsterism and gender-based violence, plague Cape Town's communities.

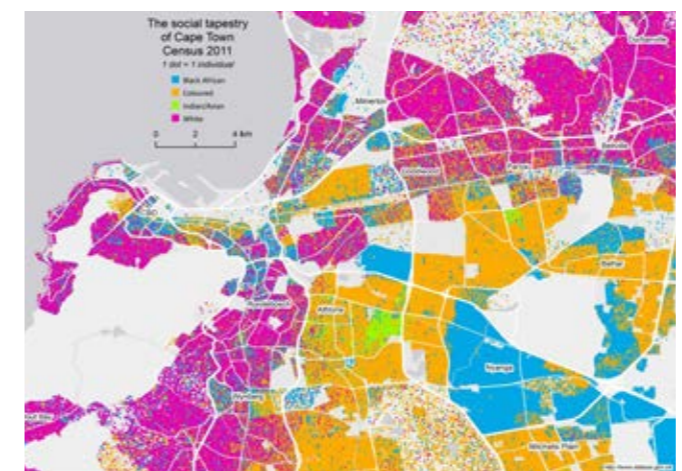


Figure 13. Census data from 2011 mapped, showing the effects of Apartheid spatial planning. Blue represents black African, orange represents coloured, green represents Indian/Asian, and pink represents white (source: Stats SA, 2011).

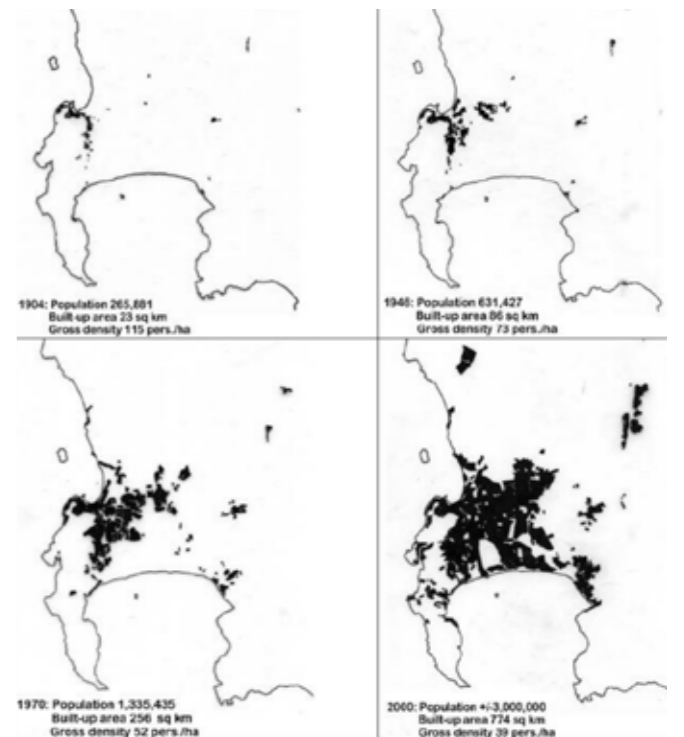


Figure 14. The expansion of Cape Town's urban sprawl. From top left, clockwise: 1904 (pre-unionisation), 1946 (just before the start of Apartheid. Race was already a planning factor by this time, enforced under the guise of public health), 1970 (the effects of the Group Areas Act), 2000 (democracy and migration) (source: Research Gate).

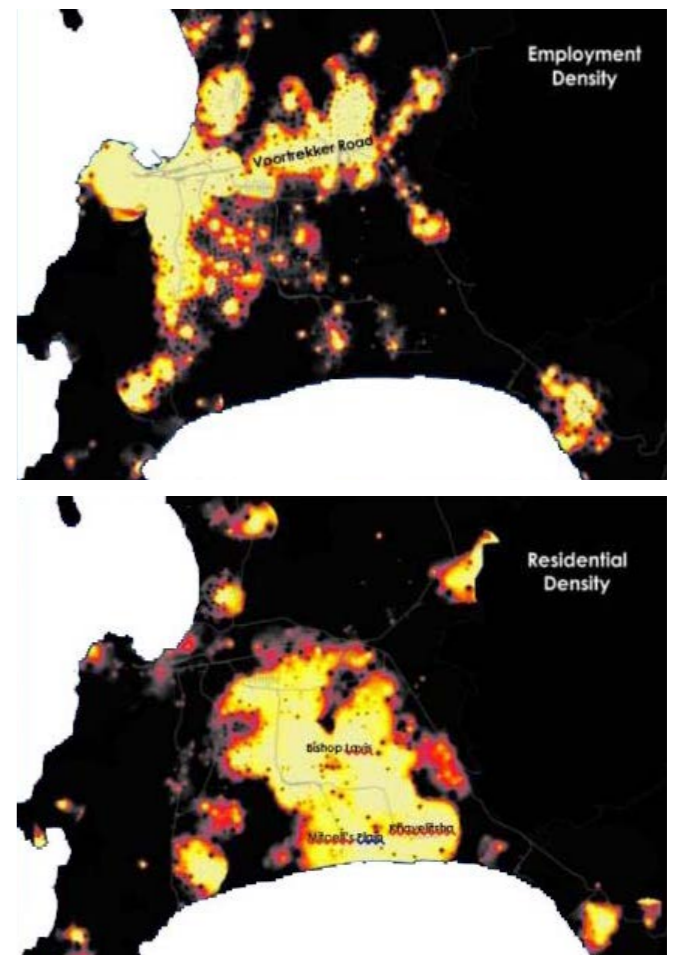


Figure 15. Maps depicting the distribution and density of work opportunities (top) vs. residential areas (bottom) (source: supplied by the CoCT)

The development of Philippi

The area now known as the Cape Flats used to be a shallow sea. Over years the sea receded leaving an infertile windswept landscape of shifting dunes. This made Philippi an area of last resort for inhabitation. Despite this, necessity compelled migrants - from Germany in the 1800's and the Eastern Cape province in the 1900's - to settle in Philippi and transform it into the complex settlement it is today (Adlard, 2015).

The first evidence of settlement in the area was the establishment of a chapel and primary school by the Klipfontein Mission Station in 1833. The primary school still exists and functions as a school today. Between 1858 and 1883 Germans immigrants were incentivised to come to the Cape to farm and establish homes on the Cape Flats. After years of hardship, they tamed the sand drifts and established horticulture in the area, trading with Khoi pastoralists and other European settlers in the Cape. These farmers remained here until the 1980's when outbreaks of political violence erupted in the area.

During the post-World War I building-boom, Philippi became an important source of building sand and, to a lesser extent, lime and clay. Rail and road infrastructure, relatively cheap labour, and the construction of the airport in 1954, made the area attractive to industry and it experienced much development until the mid-1980's. Those who worked on the farms, mines, and emerging industries lived in small informal settlements or rudimentary housing on surrounding farms. In order to protect land from expanding settlement, a large portion of Philippi was reserved for agriculture and mining in 1967.

Between 1955 and 1956, under Apartheid's Group Areas Act (1950), hundreds of black African women and men with a "legal" right to live and work in the city were relocated from the inner city to new housing developments across the Cape Flats. The development of Mitchell's Plain in the 1970s displaced farmworkers, many of whom relocated to neighbouring Philippi. In 1974 people started to settle in Crossroads, an area just north of Philippi. By 1977 Crossroads had 18 000 inhabitants. In 1979 corrupt promises for housing in the area saw Crossroads grow immensely. Tensions grew and violence broke out in 1983. "The Fires" of 1986 - government-aided acts of arson in Crossroads - forcibly removed 60 000 black Africans from the area, many of whom fled south to Philippi. Investors in Philippi's industry found themselves in a warzone and develop-

ment in the area ceased. What followed was a chaotic occupation of Philippi. In the 1990's the suburb became an "Apartheid battleground", with different communities and groups of people of different political affiliations and religions all trying to stake their claim in the urban area (Adlard, 2015:38). Political factions formed, territorial violence erupted, and contestation over the allocation of housing and land halted development. Private land was invaded and occupied and living conditions became overcrowded. As unserviced and fragile ecological spaces were occupied, flooding became commonplace, and lack of waste removal led to public health crises.



Figure 16. Vigilantes known as the "witdoeke" [Afrikaans: white hats] set fire to homes in Crossroads in May 1986, targeting militant anti-Apartheid youths. The witdoeke were left unopposed by the police. 60 000 people were displaced by the fires, many of whom fled south to Philippi (source: Portraits of Crossroads, n.d.).



Figure 17. Philippi (source: Smith, SW, 2015).

Philippi and democracy

By the time democratic transition arrived in 1994, the Crossroads-Philippi-Khayelitsha area was the epicentre of black African settlement in Cape Town. Most inhabitants were still living in informal housing. Between 1995 and 2004 the Provincial Cape Administration began to incrementally formalise informal settlement areas in the Crossroads-Philippi area through the provision of basic services, bulk infrastructure and the construction of Reconstruction and Development Programme (RDP)² housing. The project included the construction of primary and secondary schools, libraries, community halls, and health facilities. In 2004 the city built a new train station on Stock Road, and a taxi and bus terminal, which connects the Eastern Cape province to Cape Town. Urbanisation, rural-urban migration, and the influx of foreign nationals post-1994 has brought on new challenges for Philippi, including overcrowding,

² The Reconstruction and Development Programme (RDP) was the ANC's flagship policy framework aimed at redressing the massive socioeconomic imbalances and challenges brought by colonialism and Apartheid. The policy included several programmes tackling basic needs provision, human resource development and democratisation of the state and society, and building the economy. For-ownership, small, stand-alone family houses were given to the most impoverished households under the basic needs programme, becoming the most visible and well-known result of the policy.

and insufficient housing, economic opportunities, and public facilities to support the growing population.

Today Philippi comprises many distinct suburbs and neighbourhoods, settled by different people with different political, community and religious interests. The development of Philippi has been marked by conflict, displacement, and relocation, and today, development initiatives are still hampered by disputes between different interest groups and an ongoing "siege" mentality inherited from past conflict (Brown-Luthango, 2015). Despite Philippi becoming more central geographically as the edge of the city expands, its residents are still politically and economically marginalised.

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GOVERNMENT

National and Provincial Government

Since the implementation of the 1996 constitution, South Africa has been a constitutional democracy with a three-tier system of government and an independent judiciary. The national, provincial, and local levels of government all have legislative and executive authority in their own spheres, and are defined in the Constitution as distinctive, interdependent and inter-related. A President is elected to a five year term by a majority party in the National Assembly (Parliament). The president then has the sole authority to appoint a deputy president and the cabinet.

The South African parliament is bicameral. One house is the National Assembly, which has 400 seats and is elected by proportional representation. The other house is called the National Council of Provinces, consisting of 90 members and 36 special delegates. The National Council of Provinces embodies a compromise between those South Africans favouring a strong central government and those wanting the provinces to have significant power of their own. The African National Congress (ANC) currently holds the majority in the National Assembly, with 230 seats. The Democratic Alliance (DA) is second with 84 seats. The ANC's Cyril Ramaphosa is South Africa's current President.

The Western Cape Province of South Africa is governed in a parliamentary system in which the people elect the Provincial Parliament, and the parliament elects the Premier as head of the executive. The Premier leads a cabinet of provincial ministers overseeing various executive departments. The provincial government is subject to the Constitution of the Western Cape and the Constitution of South Africa, which together form the supreme law of the province. The Western Cape and Cape Town are both governed by the DA, with Alan Winde as the elected Premier and Geordin Hill-Lewis as the city's mayor. The Western Cape is the only province not governed by the ANC. Provincial and national government are responsible for functions such as housing, social services, curative healthcare, and education, though some of these services are delegated to local government.

Local Government

Cape Town is governed by a single-tier metropolitan authority. In 2000, Cape Town was established as a single 'unicity', an amalgamation of seven metropolitan areas. This aimed to redistribute resources and taxes through the metropolitan, avoiding enclaves of resources and wealth (Chiwarawara, 2021). The City Council is the executive body of the City and is responsible for making top-level decisions about how Cape Town is governed. The Council is also the legislative body of the City and makes and implements by-laws. Council sets the City tariffs for rates and services in Cape Town, decides what the City's budget is and how it will be spent, and enters into service level agreements with private agencies that do business with the City. The local government is also given powers over local planning, management, community facilities and public health, and is responsible for the delivery of utility services and municipal roads. Council debates local government issues, ratifies or rejects proposals and disposes of capital assets. When the City Council makes its decisions, it is guided by the Integrated Development Plan (IDP), a framework that outlines how the City plans to reach its goals.

Planning policies and different scales of planning¹

Spatial planning in South Africa consists of different integrated scales. From larger to smaller scale, two spatial planning levels fall above the municipal level (national and provincial) and four within it (municipal (b.), district, local (c.) and precincts). These Spatial Development Frameworks are integral components of the Council-approved Integrated Development Plan (IDP) (a.) and serve as the principal strategic planning instruments to guide and inform long-term spatial planning and urban development in the municipality. Besides these spatial planning documents and the IDP, there are also policies from other municipal departments, such as the Integrated Transport Plan and the Climate Change Strategy, that are of critical importance for urban development in the city.

¹ All government documents listed below can be found in the participants' resource folder on Dropbox.

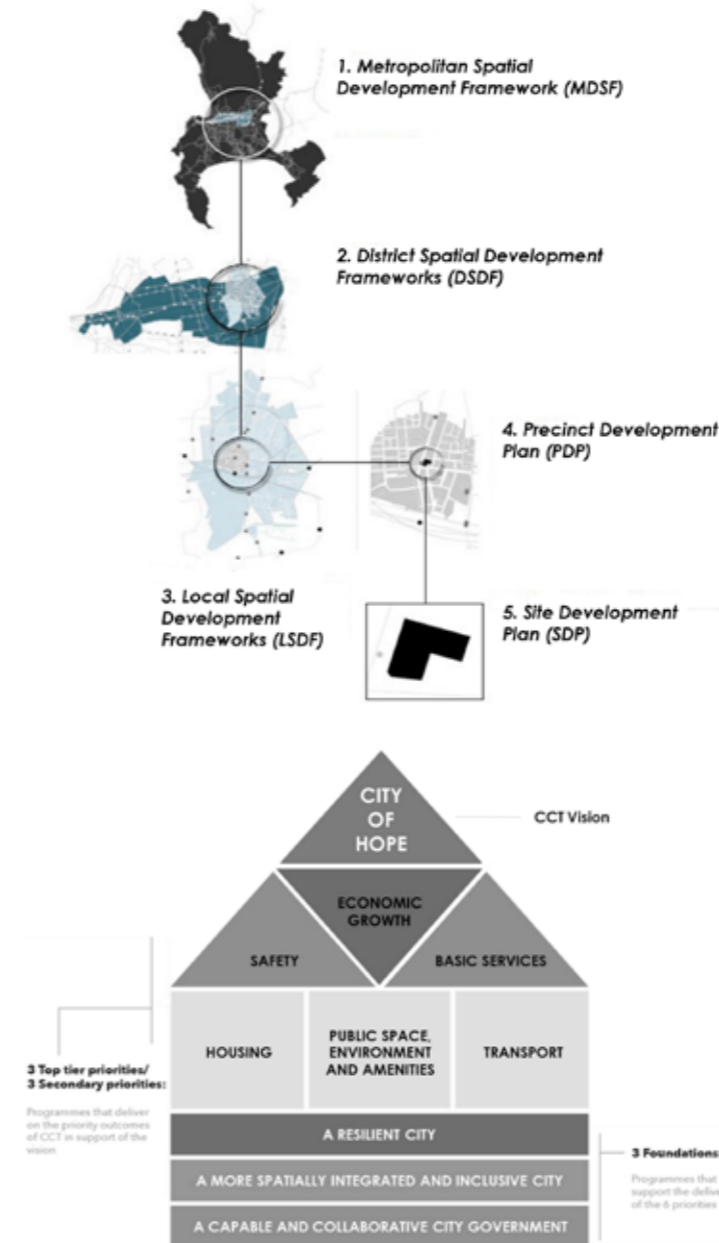


Figure 18. Cascading levels of planning (above) and the conceptual diagram of the IDP's vision (below) (source: CoCT).

a. Integrated Development Plan (IDP) 2022-2027

The Integrated Development Plan (IDP) is the municipality's principal strategic planning instrument that guides all municipal planning in South Africa. This document is reviewed every five years with the City's new political term-of-office. It outlines the City's long-term vision and how the City plans to achieve it. The current IDP (2022-2027), was recently approved after two unprecedented disastrous events - the COVID-19 pandemic and the 1 in 300-year drought, which tested the resilience of the City. It envisions Cape Town as a "City of Hope for all – a prosperous, inclusive and healthy city" and sets six delivery programmes divided across three top tier priorities and three secondary priorities as well as three "foundations" to support the delivery of these six priorities.

b. Municipal Spatial Development Framework (MSDF)

The Municipal Spatial Development Framework (MSDF) provides a 10-year spatial vision that is updated every five years coinciding with the new IDP. The spatial vision and development priorities outlined in the MSDF are a spatial reflection of the commitments and priorities of the IDP.

Cape Town's 2017-2022 MSDF envisioned a "more inclusive, integrated, and vibrant city that addresses the legacies of Apartheid, rectifies existing imbalances in the distribution of different types of residential development, and avoids the creation of new structural imbalances in the delivery of services. Key to achieving this spatial transformation is transit-oriented development (TOD) and associated densification and diversification of land uses."

The MSDF identifies four types of primary Spatial Transformation Areas to manage growth in the city: The Urban Inner Core (into which Philippi falls) is the priority area for development and investment and hence the main focus for City-led interventions; Incremental Growth and Consolidation Areas are areas where the CoCT is committed to servicing existing communities and where new development will be subject to infrastructure capacity; Discouraged Growth Areas are areas in which the CoCT will not invest (these are areas that do not contribute to spatial transformation, that lack social and physical infrastructure, and/or are protected areas); and last, Critical Natural Assets are areas that contribute significantly to the City's future resilience or have protection status in law.

In response to Cape Town's spatial, social, and economic challenges, the MSDF places sustained job-generating economic growth at the heart of its spatial priorities, by supporting investment in well-located growth nodes, reinforcing transit-oriented corridors, and linking growing nodes with lagging nodes through connective infrastructure. Overall, the policy follows the principles of affordability, accessibility, efficiency, and intensification (densification and diversification) of land uses.

c. The Local Spatial Development Framework (LSDF)

The Local Spatial Development Framework (LSDF), which aligns with higher level planning frameworks found in the MSDF, is a strategy to guide spatial development within a localised area. It offers more detailed planning guidelines for land use management as well as public and private investment. In order to provide growth opportunities, it also provides guidance on how to make infrastructure investments.

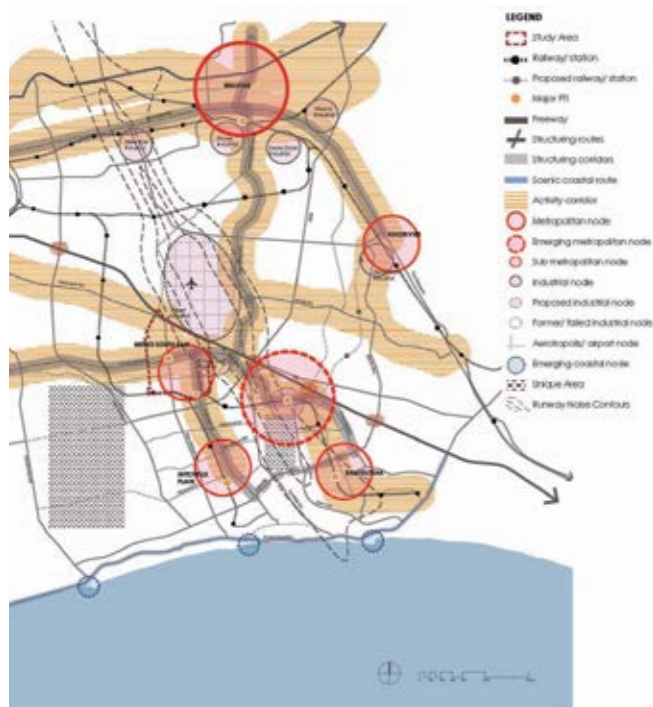


Figure 19. (above) Philippi and surrounding nodes and transit routes (source: supplied by the CoCT).

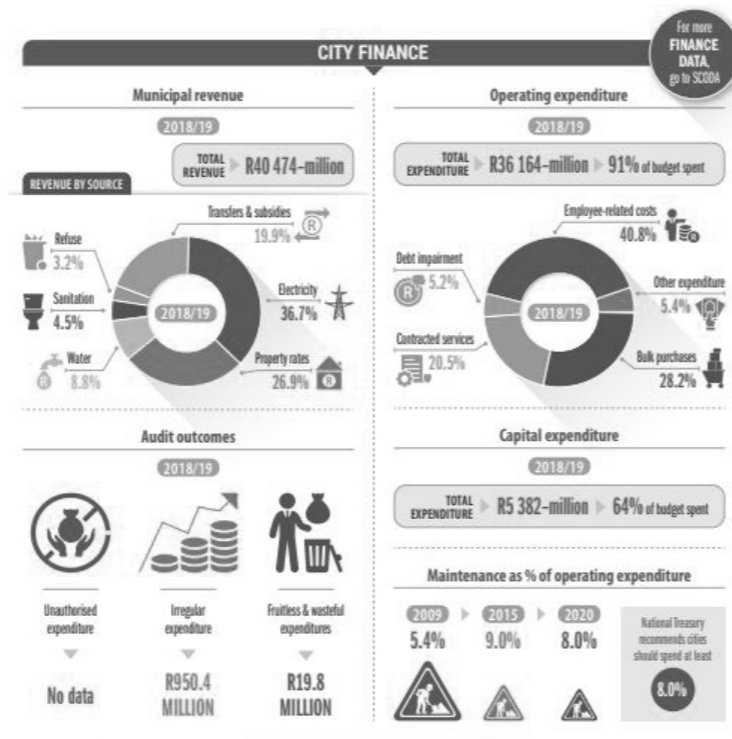
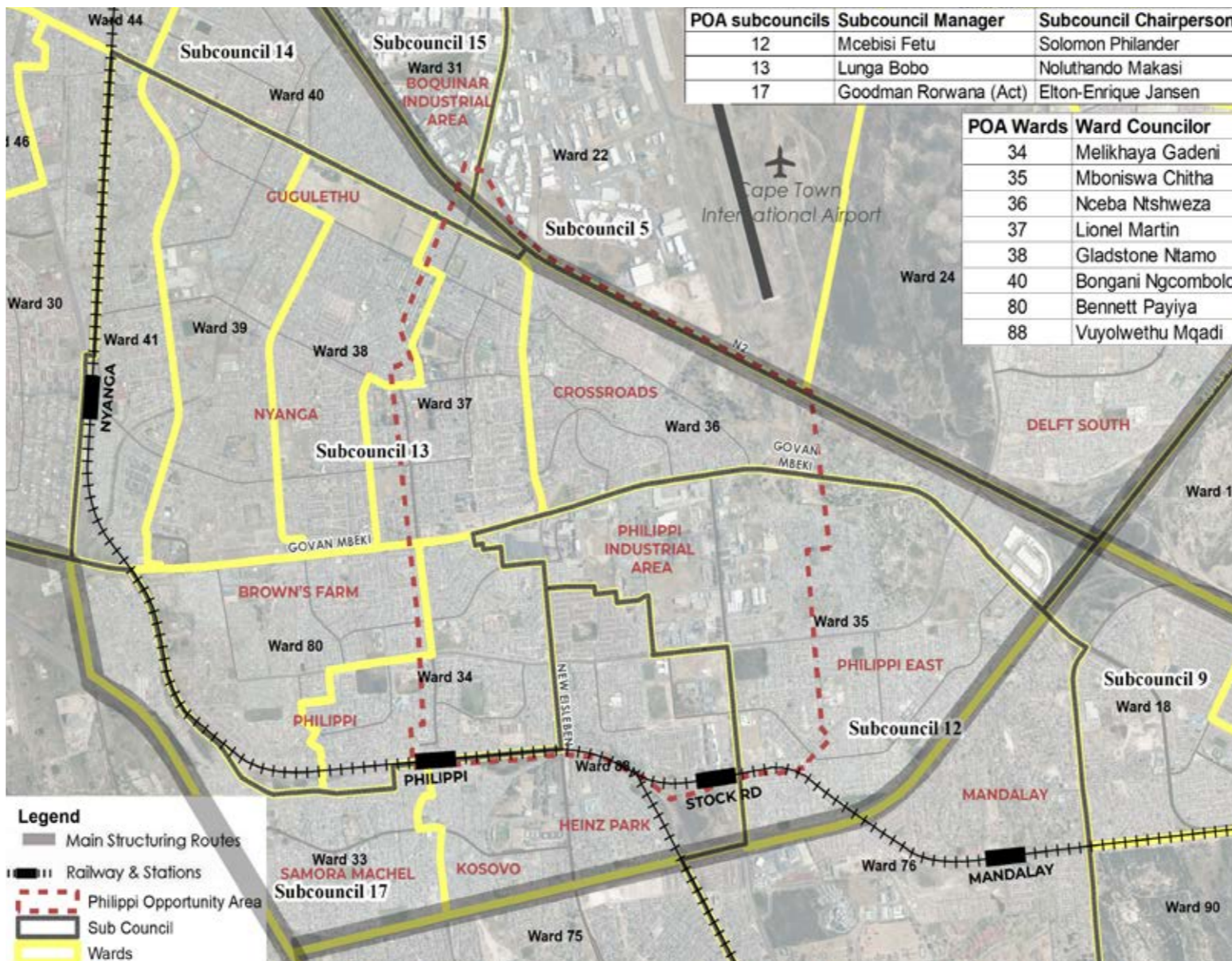
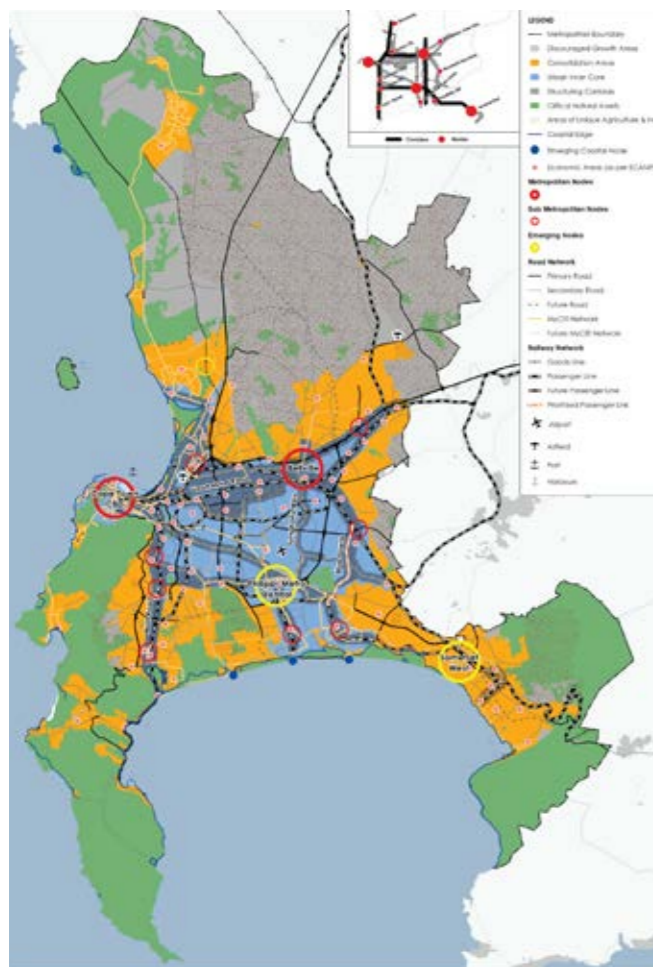


Figure 20. (above, right) Cape Town's finances (source: South African Cities Network, 2022).

Figure 21. (below) The Urban Inner Core (highlighted in blue) and Cape Town's metropolitan nodes, including Philippi, an emerging metropolitan node (source: CoCT MSDF).

Figure 22. (right) the POA (dashed in red) is divided into 4 subcouncils and 8 wards. (source: supplied by the CoCT).



The Philippi Opportunity Area (POA)

The Philippi *Local Sustainable Development Framework* targets a predefined study area that is referred to as the Philippi Opportunity Area (POA). The POA is designated as an *emerging Metropolitan Node*, the city's fifth Metropolitan Node behind the CBD, Bellville, Wynberg and Somerset West. The POA includes portions of Philippi East, the Philippi Industrial Area, Heinz Park, Nyanga, Crossroads and a small portion of Gugulethu. The POA is characterised by some of the highest household and population densities within Philippi, and is approximately 817,32ha in extent. The northern and southern edges of the POA are clearly delineated by high order infrastructure elements: Settlers Way/N2 and the central passenger rail line respectively. The Philippi and Stock Road railway stations are both located within the study area, and both are currently inoperational. The western edge follows the alignment of roads that

connect Philippi Station to the airport via the Nyanga civic node. The eastern boundary has no strong infrastructure delineation. It occurs midway between parts of Philippi East and the Marikana Informal Settlement. The alignment of the eastern boundary relates to promoting improved integration between the Philippi Industrial Area and Marikana when it is formalised in the long-term.

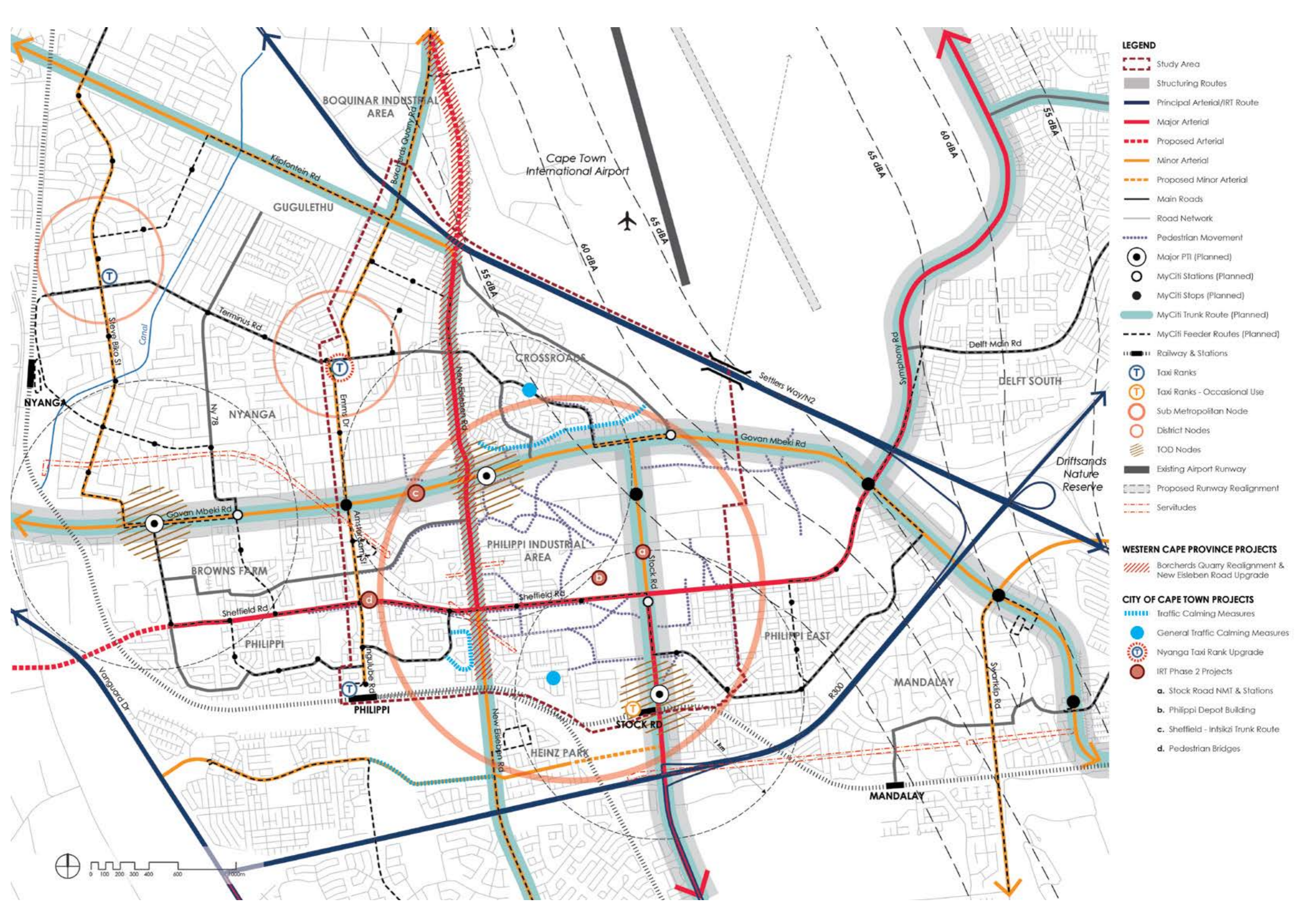
The POA's central location in the Urban Inner Core and its close proximity to existing transportation infrastructure and economic assets present the potential for development and transformation of the metro south-east region. The LSDF identifies four key strategies to support this development:

1. Optimising of the POA's central location and improving its connections to surrounding destinations and activity nodes (Airport, PHA, and Swartklip site);
2. Supporting and adding value to emerging economic activities, such as agri-processing and food production;
3. Building on local practices of creating multi-functional spaces to address competing challenges, such as stormwater management and the provision of recreational spaces;
4. Dedicating strategically located vacant and under-utilised publicly owned land within the POA to address local needs and diversify land use.

Obstacles to implementation

The City of Cape Town's spatial development frameworks outline ambitious visions and goals. However, the city has struggled to implement their plans due to a number of challenges and constraints (Graham, 2014; South African Cities Network, 2022:259-267). Some of these challenges and constraints include:

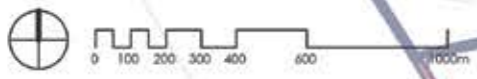
The primary structuring routes in the POA include: Stock Road, New Eisleben Road, Old Klipfontein Road, Emms/Amsterdam/Ingulube, Sheffield Road and Govan Mbeki Road. The POA is also closely situated by the N2 (Settlers Way) to the North and the R300 to the south, but direct access to these roads is limited, deterring investment and growth of the area.



- LEGEND**
- Study Area
 - Structuring Routes
 - Principal Arterial/IRT Route
 - Major Arterial
 - Proposed Arterial
 - Minor Arterial
 - Proposed Minor Arterial
 - Main Roads
 - Road Network
 - Pedestrian Movement
 - Major PTI (Planned)
 - MyCiti Stations (Planned)
 - MyCiti Stops (Planned)
 - MyCiti Trunk Route (Planned)
 - MyCiti Feeder Routes (Planned)
 - Railway & Stations
 - Taxi Ranks
 - Taxi Ranks - Occasional Use
 - Sub Metropolitan Node
 - District Nodes
 - TOD Nodes
 - Existing Airport Runway
 - Proposed Runway Realignment
 - Servitudes

- WESTERN CAPE PROVINCE PROJECTS**
- Borchers Quarry Realignment & New Eisleben Road Upgrade

- CITY OF CAPE TOWN PROJECTS**
- Traffic Calming Measures
 - General Traffic Calming Measures
 - Nyanga Taxi Rank Upgrade
 - IRT Phase 2 Projects
 - a. Stock Road NMT & Stations
 - b. Philippi Depot Building
 - c. Sheffield - Intsikazi Trunk Route
 - d. Pedestrian Bridges



The dream vs. reality

There is a discrepancy between the high-level spatial planning outlined in the city's framework (the dream), and what is taking place on the ground (the reality), making it challenging for the City to put its policies and strategies into action. This raises questions about how to address the tension between the dream and reality. An example of this is Philippi's rail infrastructure. The Dream: the development of a transit oriented development node at the Stock Road train station. The Reality: the rail is not operational, people are living on the tracks, and the taxis are not utilising the existing taxi rank. Philippi is in a constant state of flux and the reality on the ground shifts fast. Slow City processes are not able to react in time and by the time a solution is ready for implementation, it is often no longer possible (due to, for example, land invasions) or the solution is no longer relevant.

Trapped in silos

Silo-working is possibly the most common challenge in organisations and the CoCT is no exception to this. Cross-departmental collaboration both at the city level and across different spheres of government (National, Province and City) has proven to be complex due to administrative and bureaucratic procedures related to budget and resource allocation, as well as departments' different objectives and timelines. This is further hampered when different political parties run different tiers of government.

Co-ordination of the different policies and plans under the IDP are less obvious when entering into the details. This becomes evident in the misalignment between the prioritisation of different projects by different line departments. The cascading levels of multiple planning documents outlined above are meant to speak across the different scales, but the vast number of large documents makes co-ordination complex. Furthermore, partnerships for structuring projects with foreign actors, such as large transportation projects, must meet both the expectations of the City and of the foreign actor.

Challenges related to public land and asset management is one of ways in which the silo-working approach comes out. This can be attributed to the split of public land across different government spheres and the fact that the department in ownership (or in custodianship at the local level) of the public land is the only one that can invest in it and has the obligation to manage and maintain the land's assets (buildings, etc.). This has multiple negative consequences.

How can the City generate coordination and homogeneity among different policies and plans under the IDP?

How can one plan for the anticipated development resulting from the expansion of public transportation infrastructure?

Firstly, public land too often sits vacant for decades in areas where there is a massive need for land because the department that owns the land does not have the resources to use it for what it is intended. These pieces of land often end up being occupied by squatters, further preventing the land being used for what it was intended, as the government has the obligation to relocate evictees. Secondly, public facilities are often built in the "wrong" locations because the prevailing principle is land ownership, not planning or real need. Thirdly, line departments often reject development on their land being paid for by other line departments (or other actors) because they do not have the resources to maintain those assets. Lastly, this silo-operating approach blocks the opportunity for real mixed-use buildings. The fact that the government is not allowed to invest on private land also blocks interesting opportunities for development.

Planning through opportunities

Because of the many constraints that city officials face when implementing their projects, implementation of projects is often driven by ad hoc opportunities rather than through planning and regular institutionalised programmes. These opportunities emerge among line departments when project "champions" persuade officials in different line departments. They also often arise from outside governments, through NGOs, communities, and private developers.

How can the City connect with other institutions to share the responsibilities and build long term relations?

How can the City foster partnerships for structuring projects with foreign actors?

Understanding the needs of the different actors in the city

Good government efforts, interventions and policies at the municipal level do not always reflect the needs of communities on the ground, nor those of other actors such as developers and NGOs who play a crucial role in city-making. Local and/or community requirements in Philippi and other parts of the city are also somewhat at odds with municipal concepts. Due to the little change in living conditions and socio-economic opportunities in townships since the end of Apartheid, there is much mistrust towards the government, particularly local government. This is compounded by the government's failure to implement effective public participation structures and processes, and residents feel they are not being heard or included in decisions surrounding their neighbourhoods (Isandla Institute, 2015). A lot of work needs to be done to build trust between communities and the government. Some initiatives and organisations also launch innovative projects which when completed, struggle to get legal status due to failure to comply with regulations.

Spatial planning budget

"The operational budget for the new financial year starting 1 July 2022 amounts to R1,273 billion (about USD 68 million); and the capital budget is R217 million (about USD 12 million), with an additional R650 million (about USD 36 million) for planned projects in 2023/24 and 2024/25.

Some of the highlights of the budget are as follows:

- > R69 million (USD 3.8M) for projects to improve the quality of life of communities in need – these are the Mayoral Urban Regeneration Projects residing under the Deputy Mayor
- > R18,2 million (USD 1M) for Green Jobs and the clearing of invasive plants
- > R21,5 million (USD 1.2M) to rehabilitate and improve the health of our vleis and wetlands
- > R88 million (USD 4.9M) for upgrades at Fisherman's Lane and the Strandfontein boardwalk, Monwabisi beach, Seaforth beach, Muizenberg beachfront, Table View beachfront and Milnerton beachfront
- > R7,25 million (USD 0.4M) to improve online submissions of development applications and building plans

The upgrade and improvement of coastal facilities at popular beaches is a priority. Once complete, the new facilities will add to the joy and improved living conditions of our local communities, and promote Cape

Town's coastline as a world-class destination. The protection of infrastructure along the coast is also becoming more critical with the impact of climate change, and subsequent unpredictable weather. Some of the projects include the rehabilitation of the sea walls at Small Bay, Strand, and the Sea Point Promenade." (Budget prioritises healthy vleis, coastal upgrades along False Bay, 2022).

How can the government improve participatory processes to better respond to and support the needs of different actors in the city?

How can the City make residents more aware of government strategies, plans and projects?

How do we unlock Philippi's assets to support socio-economic opportunities?

How can Philippi become an transformation pilot in the city through new implementation processes?

How can the City learn from these experiences to identify and update regressive legal frameworks that currently obstruct innovation?

How do we grow the civic core and bring services closer to people?

How do we improve access to opportunities?

How do we grow and cluster civic functions?

Assets & Opportunities	Constraints & Challenges
There is an active and engaged citizenry . In addition, a range of NGOs and actors from both the public and private sectors are active in the POA, supporting and guiding its growth and regeneration.	Poor urban form, defensive architecture and inadequate NMT infrastructure discourages pedestrian movement, aiding crime.
The POA is centrally positioned within the Metro Its accessible location makes it easy to access a range of markets as well as providing incentive for future growth and investment as a TOD node.	There is an incomplete movement and access network . Missing high order mobility links to the airport, the N2, and the R300 is limiting access into the POA and its integration with surrounding key economic nodes (Bellville CBD and future Aerotropolis).
Good proximity to a range of surrounding high order nodes and destinations such as the N2, ACSA Aerotropolis, the ACSA Swartklip development, and the Philippi Horticulture Area (PHA).	Inadequate waste removal processes have led to dirty and unsanitary streets and open spaces, as well as contributing to blockages in the stormwater network. This results in flooding and the pollution of natural water systems.
Previous investment in public transport infrastructure has made the area compatible for TOD. Existing public transport infrastructure includes the Stock Road and Philippi rail stations, Jo Gqabi long distance bus terminus, Nyanga taxi rank and various MyCiTi stations.	Public facilities and public spaces are not adequately maintained and are poorly resourced .
Several planning studies for the area have occurred in the past, which provides the basis for directing possible future growth and investment. These include the NUNU Urban Node proposal, Erf 5268 Vision as well older studies like the Dignified Places Programme.	There is a significant under supply of many key public facilities including: (primary and secondary) schools; sports and recreation facilities; and health care facilities. The comparison indicated that there are adequate police stations in the area, however it can be argued that the very high crime levels in the area warrant additional security facilities. The high youth unemployment levels in the area also warrant the need for additional tertiary and skills and development training facilities to support the local community.
Mixed use of space and fine-grained informal land use creates vibrant neighbourhoods. Informality and simultaneity can be used as local precedent when planning spaces.	The Town centre is illegible because of the dispersed distribution of public and private facilities. The absence of high order amenities contributes to poor urban character and identity.
The expansion of the airport has led to a change in the noise contours and associated development constraints on the POA. New types of development and new land, previously unavailable for development, such as the Glebe Trust land, can now be developed.	Property owners and new investors are being constrained by the uncertainty of the area's future land-use role within Metro, and well as the area's high crime levels and threats of illegal land invasion.
Existing and emerging local destinations and nodes in the POA include the Philippi Village (an existing node with an established character and identity), NUNU town centre and Philippi & Stock Road stations.	New developments are not aligning with the IDP's goals of mixed-use high density Transit Oriented development. Retail units are still being modelled towards the private car, and residential units are still low density.
There is a range of new emerging industries that are associated with the activities at the Philippi market, includes agri-processing, viticulture, and the farming academy.	There is limited dedicated spaces for informal traders within shopping precincts , leading to informal and micro-industries being displaced from locations with greatest visibility and pedestrian footfall. An oversupply of chain stores in the area is having a negative impact on the viability of local economies, particularly small spaza shops and street traders.
There are existing place making opportunities as well as potential to celebrate existing cultural and heritage sites that will aid the area's identity and sense of place and belonging.	Informal trading activities and sustainable livelihood generation in the area receive inadequate support . Limited opportunities to legally access permanent shelter, storage facilities, water and electricity constrains the potential for micro-industries to prosper and thrive.
There are two significant green assets in close proximity to the POA: The Philippi Horticultural Area (PHA) and The Driftsands Nature Reserve on the northern side of the N2.	Violent crime and poor personal safety plague the POA, negatively affecting residents and businesses, and deterring investment. Gender-based violence, child abuse, and gangsterism create fear and high levels of anxiety among residents.
The emerging green corridor of retention ponds and undeveloped land within the Sheffield Road reserve provides an opportunity to address stormwater challenges in the area. The iThemba Labantu multi-functional sports facility provides local precedent on how to address stormwater challenges in the area.	There is insufficient stormwater capacity . A low ground water table and insufficient space for stormwater retention at peak times leads to frequent flooding during winter. An estimated additional 14ha of retention areas are needed to address the area's ongoing stormwater challenges. Dumping and encroachment in stormwater retention areas is also exacerbating flooding and groundwater pollution.
Vacant and under-utilised land along major movement corridors provides opportunity for development aligned with the spatial goals of the IDP.	Existing green open and recreation spaces are fragmented , hindering ecological processes in the area. Most open spaces do not have a clear and defined function, making them prone to crime, dumping and unlawful occupation.
A vibrant informal economy plays a crucial role in the POA.	Land-use lacks diversification . The limited mix of land-use activities in the POA is predominantly industrial, low-income housing and retail.
Social agency is evident in residents' participation with incremental settlement upgrading processes.	There is insufficient vacant land to address a broad range of competing and urgent needs, including land for increased stormwater capacity, housing, and public facility provision.

Philippi, local actors and civil society

Local NGOs and civilians must be recognised as important agents of change in communities. There is a range of community-based organisations operating in Philippi, focusing on themes such as education, environmental sustainability, business and entrepreneurship, children's issues, and food security. Efforts for community-led projects are often hampered, however, by fragmentation, and a lack of clear coordination and communication. Party politics and factions between community leaders and groups make it difficult for organisations to collaborate and build consensus around economic, social and community development (Brown-Luthango, 2015:23).

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Isandla Institute

"Isandla Institute is a key role player in the local governance sector, an important analytical voice on urban development issues, a convener of spaces of dialogue on urban citizenship, a producer of quality research, and a thought leader on issues such as informal settlements upgrading, urban governance and local level planning systems. In several instances, it has either directly ensured the uptake of progressive ideas in government policy or contributed (with others) to a shift towards more progressive solutions in policy and practice, aimed at addressing urban poverty, inequality and vulnerability. The organisation is also acknowledged for its role in building networks and partnership approaches to development."

(source: Isandla Institute, n.d. *About Us*.)

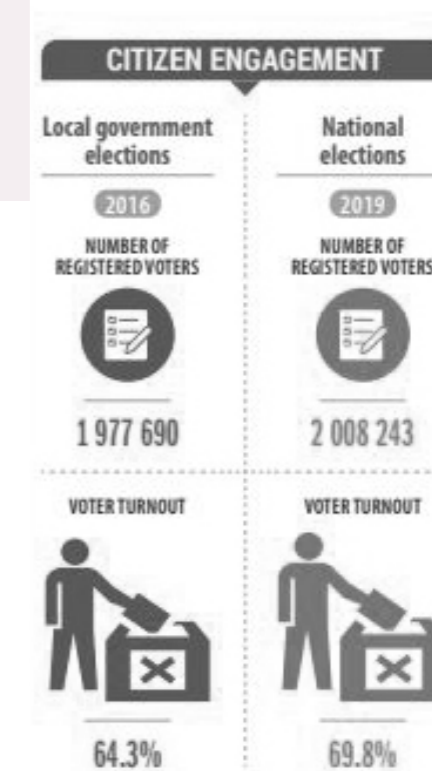


Figure 23. Cape Town's levels of citizen engagement (source: South African Cities Network).

ENVIRONMENT



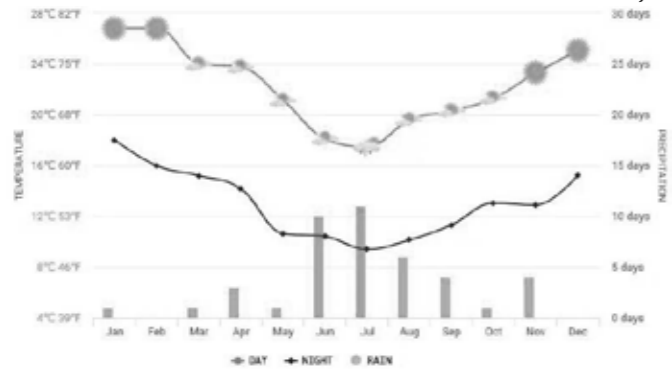
Figure 24. The Cape Flats between the cape peninsula and the mainland. The Philippi Horticultural Area can be seen in the centre of the Flats.

South Africa: a country of great biodiversity

South Africa's climate varies from a bone-dry desert in the north-west to subtropical in the east, making it home to a diverse range of flora and fauna. It is estimated to host 7% of the world's species of reptile, bird and mammal species, and harbours 15% of the world's marine species. While it occupies only 2% of the world's land surface area, it holds 10% of the world's plant species, and its Cape Floral Kingdom is the richest of the world's six plant kingdoms, proportionate to its size.

South Africa's environmental challenges are similar to many developing countries. Rapid growth, urbanisation and industrialisation, limited water resources, and the need to meet the housing and other developmental aspirations of a previously disadvantaged populace strains on the country's impressive, yet delicate, ecological systems.

Figure 25. Cape Town's average monthly temperature and precipitation (source: hikersbay).



Cape Town climate and Day Zero

Cape Town sits on a peninsula that juts out into the Atlantic Ocean. It is divided from the higher mainland by a flat sandy expanse known as the Cape Flats. Cape Town has a Mediterranean climate, with wet winters and hot, dry summers. The average monthly temperature in the city ranges from 25 °C in January to 17 °C in July. Rainfall varies interestingly with some areas receiving over 1,000 mm of rain annually and others receiving as little as 350 mm, with rains falling usually between May and August. The climate goes through dry periods which run in approximately 20-year cycles, but the region seems to be getting steadily drier due to climate change. Approximately 98% of Cape Town's water comes from dams, making the city vulnerable in times of low rainfall (Cape of Water, n.d.). In 2018 Cape Town experienced an extreme drought where "day zero" - the day when the taps would run completely dry - loomed close.

Figure 26. Capetonians filling up bottles from natural springs during the 2015 - 2018 drought (source: Press Turk).



The water crisis remains in the memory of Capetonians as a cruel reminder of resource scarcity and climate change, which is often not prioritised, but perceived as something in competition with other urgent needs such as housing and economic development. This results in both formal and informal encroachment on rich biodiversity areas, exacerbating the damage of the already stressed natural environment, as well as food insecurity, the heat island effect and flooding. The CoCT's Climate Change Strategy and Action Plan¹ outline strategies to address the current situation, with specific focus areas, goals and actions. Those that are relevant for urban development have been incorporated into the MSDF and translated into specific goals and actions. Nevertheless, climate change issues are multidimensional and the City's response to it appears to be scattered and not well-resourced in terms of capacity and enforceability.

1 Both of these documents can be found in participants' resource folder on Dropbox.

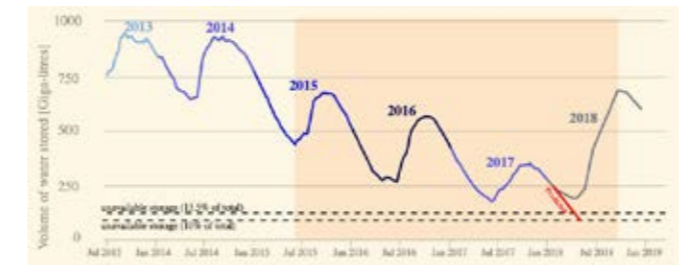


Figure 27. Graph depicting Cape Town's water storage between 2013 and 2019. Water was predicted to run out by July 2018 (source: Water Stories, n.d.).



Figure 28. Graph showing the annual inflow into Cape Town's dams. The 2015-2018 drought was the worst drought recorded in Cape Town (source: Water Stories, n.d.).

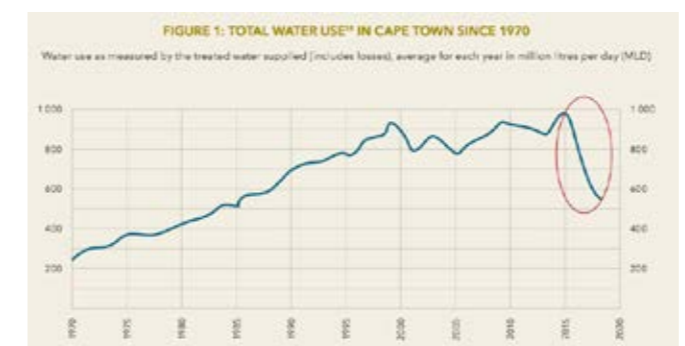


Figure 29. Severe water restrictions and a severe shift in attitude towards natural resources resulted in an immense reduction in water consumption (source: Water Stories, n.d.).

How do we ensure sustainable urban development in an area marked by encroachment like Philippi?

How do we take advantage of the population density in Philippi to improve the local economy and the resilience of the area?



Figure 30. Predicted coastal flooding in Cape Town by the year 2100, affecting 3% of the city's population (source: Earth.org).

A Wetland City

Cape Town is located at the nexus of three of the country's strategic water catchment areas and three of its strategic ground water areas (Cape of Water, n.d.) The city is home to 14 rivers and 10 wetlands. These wetlands are crucial for cleaning water, preventing flooding, and refilling the city's three underground aquifers. As urban sprawl expands, water catchment areas have been paved over and the wetlands have been dredged and drained.



Figure 31. Driftsands Nature Reserve is a wetland near the POA. Wetlands provide an opportunity for people to connect with nature and function as a flood barriers and filters for water entering the aquifers (source: Cape Town Bird Club).

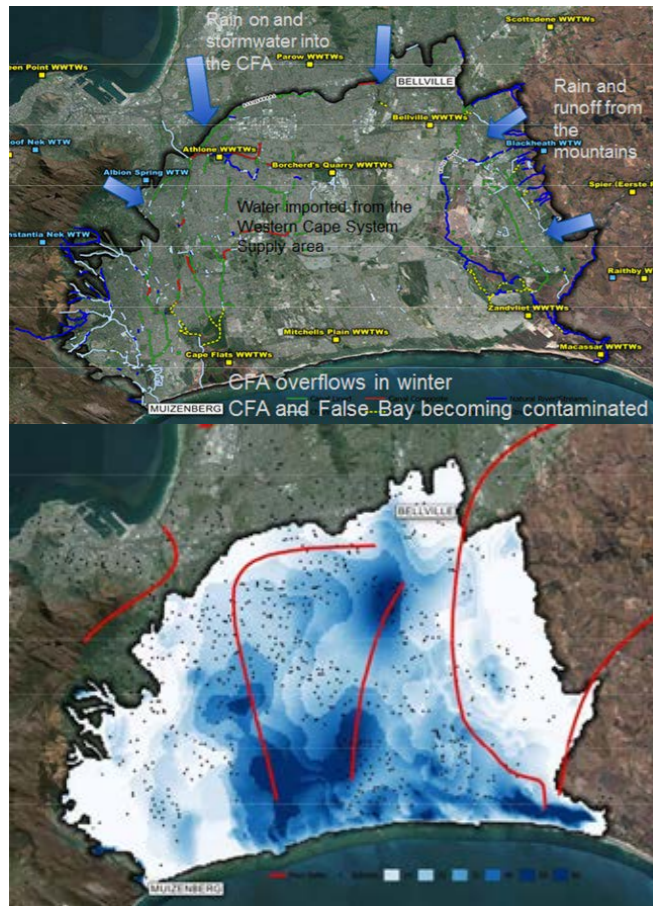


Figure 32. Maps showing how water flows into the Cape Flats Aquifer (CFA)(top) and the depth and flow paths of the CFA (bottom). Pollution and dumping contaminate the aquifer (source: Water Stories, n.d.).



Figure 33. The expansion of an informal settlement in Philippi, named Graveyard Pond, from 2007 (top) to 2009 (bottom). The settlement is located in a stormwater detention pond (source: Semantic Scholar).



Figure 35. A series of retention ponds are situated along Sheffield Road. Despite this the whole area is prone to flooding. There is a fragmented open space network throughout the POA and its surrounds, highlighted in green (source: supplied by the CoCT).

Figure 34. Green network land distribution in the POA (source: supplied by the CoCT).

GREEN NETWORK LAND DISTRIBUTION			
Types	Area (m ²)	Area (ha)	Percentage of Total (%)
Sports Facilities	235320.12	23.53	24
Planned Green Open Space/ Retention Ponds	192213.98	19.22	20
Community Parks	32257.87	3.23	3
Open Space	451870.59	45.19	46
Heritage Zone	71741.31	7.17	7
TOTAL	983403.87	98.34	100

Percent of Total Land Area
12.0

Philippi is a large flat wetland, situated above the Cape Flats Aquifer, a shallow aquifer that covers an area in excess of 400km² and extends from False Bay in the south to Tygerberg Hills in the northeast and Milnerton in the northwest (Cape of Water, n.d.). The highest area within the POA is 42m above sea level and the lowest area is 32m above sea level. These geological features of the landscape make the POA highly prone to flooding, vulnerable to storm surges, and, in the future, at risk from rising sea levels. This is fuelled by urban sprawl: dense structures and large-scale developments have covered and paved over catchment areas. A linear

network of man-made retention ponds along Sheffield Road are designed to catch rainwater runoff from higher elevation areas. A key finding from the HHO² Infrastructure Study is that Philippi's storm water management capacity is presently adequate up to a 10-year storm but will not cope with bigger storms. If development in the POA continues at its current rate and the entire area is built up, the infrastructure will not cope with storms greater than 5-year storms. Therefore, an additional 14ha of detention pond capacity is required.

2 Engineering consultants.



Figure 36. Flooding in the POA. Dumping and insufficient waste removal processes pollute the water, contaminating the CF aquifer and create unhealthy living environments (source: CoCT).



The Philippi Horticultural Area (PHA)

The LSDF highlights the importance of a network of green infrastructure³ to balance the impacts of flooding in the area. The POA has substantial green infrastructure ranging in value, and there is a significant amount of this green infrastructure with potential for improvement. Although not located directly within the POA, the Philippi Horticultural Area (PHA) to the south-east of the POA is the most valuable land within the Metro South-East. A large green lung for the surrounding residential area, the PHA contains significant tracks of land which have critical biodiversity and ecological support areas.

The PHA is critical for food security in the city. The area yields 200 000 tons of vegetables annually - almost half of all vegetables consumed in the city each year. There is, however, another important reason why it is so valuable for the city's food security: the PHA is sited above the Cape Flats Aquifer and when farmers further

³ The LSDF defines green infrastructure as “a patchwork of natural areas that provides habitat, flood protection, cleaner air, and cleaner water” (Philippi: Local Spatial Development Framework, 2022:31).

Figure 37. The Philippi Horticultural Area (PHA) (source: CoCT).



inland were struggling to maintain their crops during the water crisis of 2018, the PHA still flourished due to the available groundwater below (Olver 2019:97). The aquifer has enough water in it to supply the city with 30% of its water needs. The PHA - one of the few remaining untarred areas of the Cape Flats and certainly the largest by far - is critical to the aquifer's replenishment. Over the years, the footprint of the PHA has diminished drastically, threatening the area's efficacy. This is due to the expansion of surrounding informal settlements, the construction of Mitchell's Plain in the 1970's, the allocation of land for industry, and illegal land use and rubble dumping. Furthermore, for years developers have recognised the land's potential to meet the high demand for housing, and highly controversial developments have threatened the area (Olver 2019). The PHA is in constant battle to maintain its hold on its land.

Despite the proximity of the PHA to the study area, Philippi suffers from food insecurity. A 2008 study on food security in Cape Town found that 68% of the sample

Figure 38. The PHA's farm workers are mostly women (source: Food Dialogues).



Figure 39. The PHA has gradually decreased in sized due to encroachment by informal settlements and a lack of enforcement of zoning regulations. Years represented from top left to bottom right: 1967, 1988, 2009, 2012, 2012, 2017.

Figure 41. Spatial components of the PHA (source: Dr Leanne Seeliger).



Figure 40. Diagram describing Cape Town's food system, including formal and informal networks (source: supplied by the CoCT).

population in Philippi were severely food insecure and an additional 12% moderately food insecure (Battersby, 2015). The proximity of the PHA indicates that food insecurity is not due to lack of abundance, but rather lack of access. Poverty makes residents vulnerable to increases in food prices, and other household expenditures are prioritised. Despite the proximity of the PHA to Philippi residences, in 2008 only 2.9% of Philippi's population were employed as farm workers (Battersby, 2015). The PHA's farm workers are primarily women (Battersby-Lennard and Haysom, 2012). Philippi's residents make use of both the city's formal and informal food supply systems.

The **PHA Food & Farming Campaign** works to protect the PHA against harmful development and land use through lobbying and education. It also supports small scale farmers in the area (see the Dropbox for their statement on the city's LSDF).

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HOUSING



Figure 42. Aerial view of an informal settlement on the Cape Flats (source: Negotiating Space [still], 2015).

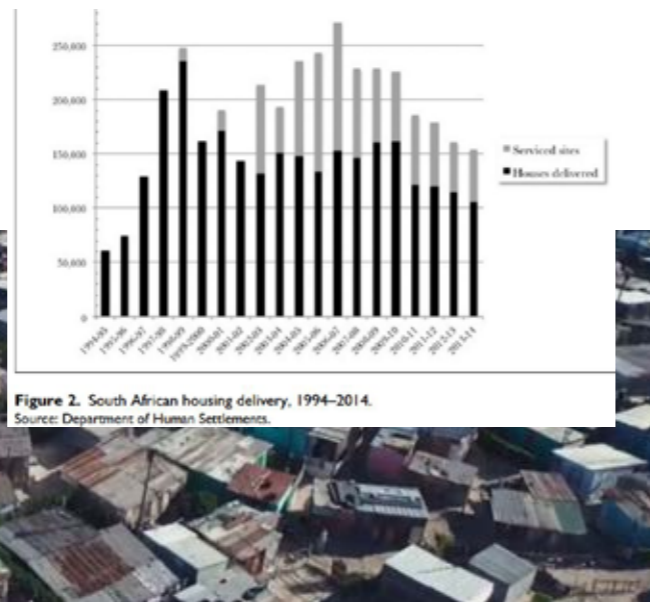


Figure 2. South African housing delivery, 1994-2014. Source: Department of Human Settlements.

Democracy and the housing backlog

With the introduction of the new constitution in the 1990's "access to adequate housing" became a constitutional right and the state became responsible for taking "reasonable legislative and other measures (...) to achieve the progressive realisation of this right" (South African Human Rights Commission, n.d.). The newly elected ANC government was tasked with dismantling a century's worth of oppressive land and housing policies and meeting an estimated housing backlog of 1.3 million units, with 200 000 new families forming and needing houses annually (Tomlinson, M.R. 2006). A large variety of subsidy programmes have been rolled out, including both rental and for-ownership housing units for households earning between R0 and R20,000/month, totalling an estimated three million dwellings since 1994/6. The houses built through the Reconstruction and Development Programme (RDP)¹ and today's Inte-

1 The Reconstruction and Development Programme (RDP) was the ANC's flagship policy framework aimed at redressing the massive socioeconomic imbalances and challenges brought by colonialism and Apartheid. The policy included several programmes tackling basic needs provision,

grated Residential Development Programme (IRDP), popularly known as RDP houses, are the most numerous and popular ones. Nevertheless, a general focus on quantity instead of quality, and the continued use of the "good life" suburban typology has resulted in sprawling monofunctional tracts of single-storey free-standing houses contributing to land pressure and unsustainable densities. Furthermore, cheap greenfield sites needed for the construction of houses could only be found on the periphery of the cities, reinforcing spatial inequality and segregation. Despite the numerous improvements in housing policy that have taken place overtime, the implementation of these policies on the ground has been criticised for merely meeting a minimum standard for living, limiting the home's investment potential, and ignoring the multidimensional needs of the country's urban population (Negotiating Space, 2015).

human resource development and democratisation of the state and society, and building the economy. For-ownership small family stand-alone family houses were given to the most impoverished households under the basic needs programme, becoming the most visible and well-known result of the policy.

Figure 43. The single storey, stand-alone typology is the ubiquitous model for the RDP home. This model does not respond to the multidimensional needs of urban inhabitants and creates unsustainable densities (source: Vharanani Properties).



Figure 44. Altered residence to create income potential. Homes in townships often serve more than just a social function, becoming spaza shops, hairdressers, rental accommodation, creches, shebeens, and places of worship. This complex and fine grained mixed use of space creates vibrant neighbourhoods (source: waa2).



The delivery of subsidised housing is the responsibility of the national and provincial governments. The national Department of Housing allocates funds to a provincial Department of Housing and Human Settlements, which implements the housing policy. Local governments receive funding every year from their provincial governments through the Urban Development Grant (UDG) and act as developers to provide services, such as water, sanitation, electricity, and roads. Since 1996, however, the housing sector has underperformed due to the slow release of land, inefficient administration, a limited construction industry, institutional bottlenecks, and fear of risk among financial investors, resulting in the failure to meet the housing backlog. By 2003, only 2% of land claims² were resolved and homelessness was sitting at 7 million (Ismail 2015:2). The number of informal settlements across the country grew from 1088 in 2003 to an estimated 220 000 in 2011 (Ismail 2015:2). Informal settlements - in the past perceived to be temporary solutions to the country's housing crisis - have become permanent features of South African cities.

After decades of advocacy work by academics and organisations, the government's approach towards informal settlements has progressively shifted away from the unidimensional approach of RDP housing and the treatment of settlements as informal or temporary, instead allocating the limited available resources to incrementally upgrade settlements in-situ. The incorporation of the Upgrading of Informal Settlements Programme³ (UISP) in the National Housing Code and the creation of the National Upgrading Support Programme⁴ (NUSP) are the most obvious steps in this direction. Nevertheless, the actual implementation of these programmes remains highly limited. Many of the organisations advocating for this approach are leading the way in participatory in-situ upgrading programmes (Negotiating Space, 2015). Initiatives where community members are actively involved in the reblocking process are an example of this.

² 'Land claims' or 'land restitutions' are one of South Africa's main methods for addressing and rectifying the dispossession of land from black and coloured citizens by the colonial and Apartheid governments.

³ The Upgrading of Informal Settlements Programme (UISP) was introduced in the Housing Code in 2004 through the Breaking New Ground policy document. It is a four-step participatory incremental process culminating in the full upgrading of settlements over time.

⁴ The National Upgrading Support Programme (NUSP) is a government initiative aimed at supporting the National Department of Human Settlements in its implementation of the UISP. The programme focuses on capacity building of municipalities.

CORC, DAG and PEP

"Intermediaries 'bridge the gap', encouraging partners to work across siloes and beyond institutional mandates; keeping communication channels open and active; ensuring that information and experiences are shared; and mediating conflict situations" (South African Cities Network, 2022:234).

The Community Organisation Resource Center (CORC) was constituted in 2002 to support community-based planning towards building pro-poor and inclusive cities. CORC assists residents of informal settlements with the incremental provision of land tenure, basic services and affordable housing - either through acceptable relocations or in-situ upgrading.

The Development Action Group (DAG) is an NPO that supports communities to strengthen community organising; access affordable housing, land and tenure security; resist evictions; and shape urban development policies. DAG connects different stakeholders to navigate towards solutions to Cape Town's urban challenges.

People's Environmental Planning (PEP) is a not-for-profit organisation formed in 1988 to provide technical housing assistance to the Federation of the Urban Poor (FEDUP). Today, PEP also engages in community-led incremental upgrading of infrastructure in informal settlements and provides technical support for securing land tenure.

Figure 45. Community engagement process facilitated by CORC (source: Negotiating Space [still], 2015).



Cape Town's housing crisis

Cape Town's accommodation ranges from affluent "leafy suburbs" of single family homes on extensive parcels of land in well-serviced neighbourhoods, to the city's townships where large expanses of land in varying states of servicing host overcrowded units made of corrugated zinc sheeting, cardboard, and other found materials. Cape Town's housing crisis is intensified by a number of factors: rapid population growth fuelled by migration from rural areas and other parts of Africa in search of better standards of living and economic opportunities, inflation and an exclusionary housing market, and environmental factors such as flooding and fires. The COVID-19 pandemic has further escalated the crisis by increasing levels of poverty, unemployment, and homelessness. The great demand for housing has led to *land grabbing* - unlawful occupation of public and privately owned land - and every available scrap of land, including ecologically vital and volatile land has been occupied. After the COVID-19 pandemic unlawful land occupation spiked, contributing, among other factors, to the cancellation of public housing projects, as land reserved for the projects was occupied, becoming new informal settlements.

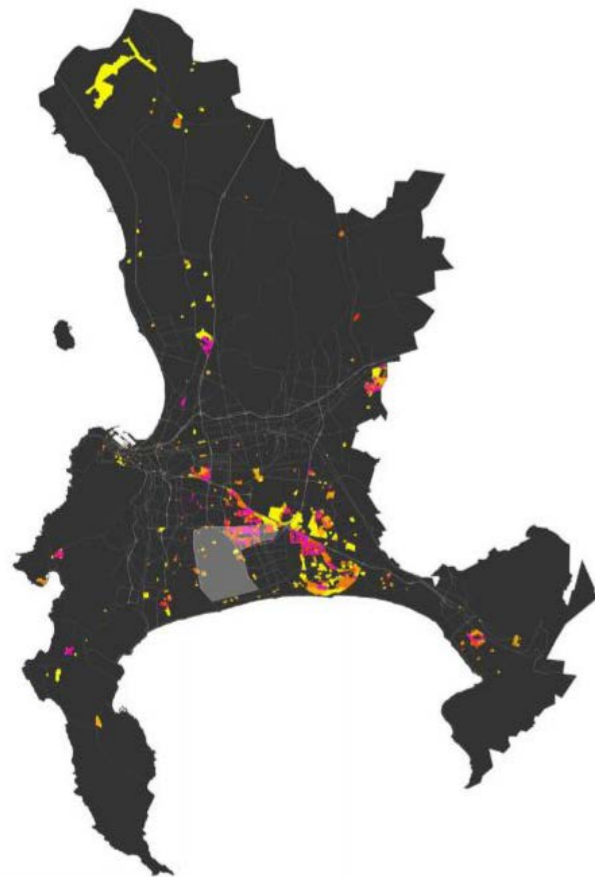


Figure 46. Informal settlement areas. Areas with a density lower than 40 dwelling units per hectare highlighted in yellow. Areas with a density higher than 250 dwelling units per hectare. Philippi highlighted in grey (source: CoCT).

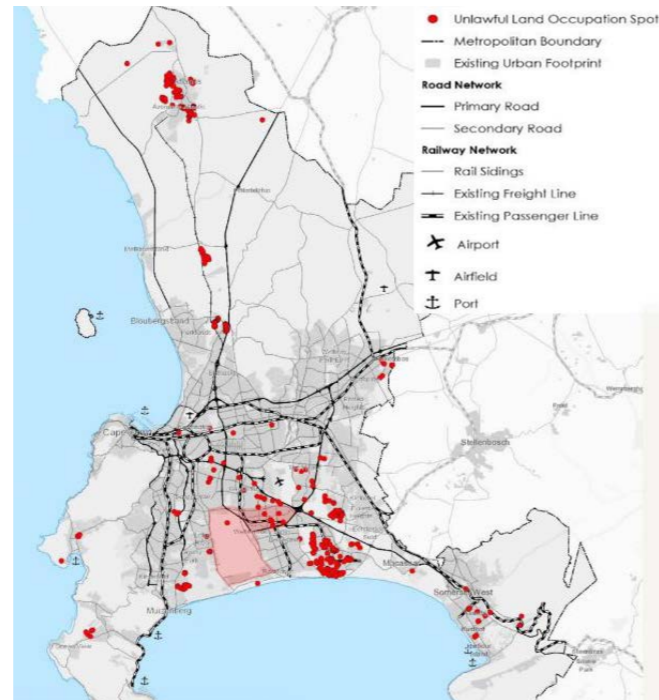


Figure 47. Illegal land occupation 2019-2021. Philippi highlighted in pink (source: CoCT).



Figure 48. Yellow representing residential density greater than 100 persons per hectare (2015). Passenger rail and stations highlighted. Philippi highlighted in pink (source: CoCT).

Housing Philippi's diverse communities

Philippi has for decades been a site where black residents have staked their claim in the city and, following the land grabs in the early 1990's, Philippi has become a complex suburb of distinct communities. From the 1990's the local and provincial governments' responses have varied according to the contexts of these different areas and communities, but the primary response has been incremental servicing of the land and delivery of RDP housing (Adlard, 2015). Despite government efforts, the supply has not met the demand, and in 2011 more than half of Philippi's residents lived in informal dwellings. With a few exceptions (like Samora Machel) the subsidised houses have maintained the single-storey free-standing dwelling typology, creating unsustainable neighbourhoods with very low housing densities. In

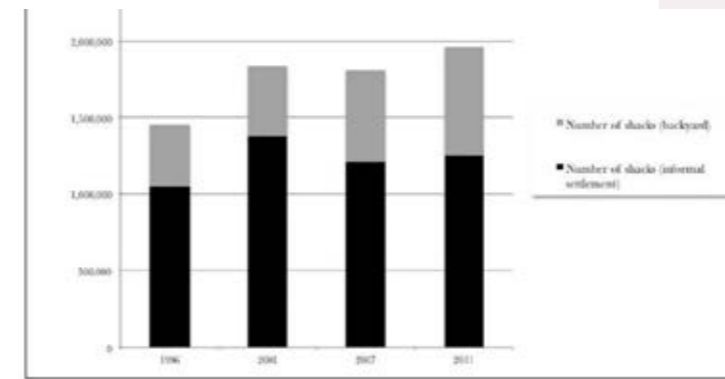


Figure 3. Number of shacks in Cape Town, 1996-2011. Source: StatsSA.

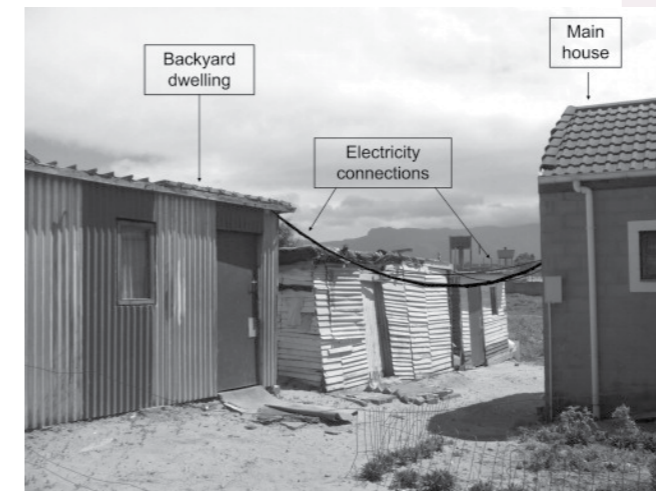


Figure 49. Backyard dwellings constructed on the properties of RDP houses create income opportunities for residents, providing much needed housing (source: Taylor & Francis Online).

2011 Philippi had an average of 68 du/ha, which is very low in comparison to international standards, despite being much higher than that of Cape Town, estimated at 9-12 du/ha. Reality on the ground, however, is very different as the RDP houses are often overcrowded and tend to house several households on the same plot, resulting in very high population densities (households or people per hectare). Urbanisation has seen a large increase in backyard shacks. These informal dwellings in the yards of formal dwellings are rented out by the property's owner and have arisen in response to the housing shortfall, becoming "a viable and thriving housing sub-market providing necessary and affordable rental accommodation for large numbers of households across a wide, yet mostly low, income spectrum" (Gardner and Rubin, 2016:78). Academics and organisations urge the government to acknowledge the industry's potential and offer it more support (Gardner and Rubin, 2016; Isandla Institute, 2022). In addition to this, an increasing number of micro-developers have started to build two-three storey residential buildings, providing affordable housing opportunities and densifying in a sustainable and safe manner. While this is seen as a great opportunity for the City, it stresses already existing infrastructure capacity problems, which were calculated on the basis of planned densities, not actual ones.

Alternative local housing solutions:

UBU and Empower Shack

Ubuhle Bakha Ubuhle (UBU) was founded in 2012 to provide alternative building technologies in Philippi. UBU provides a cheaper alternative to traditional masonry construction, with homes constructed with sandbags and EcoBeams. Sandbags are fireproof, eco-friendly, and allow for incremental, self-built construction. UBU also provides planning and construction assistance.



Figure 50. Two single storey semi-detached shacks were incrementally developed by UBU and Sweet Home community members to become the final product pictured here (source: UBU).

The Empower Shack is a dwelling designed by Urban Think Tank in collaboration with Ikhayalami. It was born out of the need to create fire resistant dwellings in Cape Town's fire-prone informal settlements, and the need for higher densities and smaller footprints than the RDP home. The two-storey dwelling is constructed with materials that allow for self-builds, and is designed to be incrementally expanded as resources and need arise.



Figure 51. Empower Shack in Khayelitsha (source: Dezeen).

CASE STUDIES ON THE DEVELOPMENT OF DIFFERENT SETTLEMENTS WITHIN PHILIPPI

Philippi comprises a complex network of communities with different challenges and needs. History shows that a one-size-fits-all approach to the housing crisis will not suffice:

VICTORIA MXENGE PROJECT

During Apartheid, women in particular suffered a lack of access to land, housing and finance, especially African women who were discriminated against under both Apartheid and customary laws, creating racialised and gendered patterns of poverty and inequity (Ismail 2015). In the early 1990's the South African Homeless People's Federation (now the Federation of the Urban and Rural Poor (FEDUP)) was founded as a community-based saving scheme primarily by women. In 1994, with the support of the NGOs People's Dialogue and Slum Dwellers International, the Homeless People's Federation embarked on the Victoria Mxenge Project (VM) which would deliver 203 dwellings in the north-west of Philippi. The dwellings were financed through a proxy subsidy paid by People's Dialogue that anticipated the funds to speed up the process and was meant to be repaid by the state. They were self-built by the beneficiaries themselves and the 3.5ha of land (which was donated to the organisation by the previous owner and NGO, Catholic Welfare and Development) was self-serviced (Ismail, 2015). By 1995, 165 single-storey, free-standing houses of 54-72m2 were constructed. Post-1995 construction of VM was challenged by inflated construction costs and financing took longer. The Federation's second project, Vukuzenzele, directly to the west of VM on the other side of the railway included 200 houses, some of which were double storey. These projects are the precursor of the former People's Housing Process (PHP) subsidy programme, today Enhanced People's Housing Process (EPHP), which supports households wishing to use their housing subsidy to build or manage the construction of their own home themselves. By doing this, beneficiaries are not only able to customise their homes to their needs but they remove the contractor from the building process, saving funds to build bigger homes. In addition, the programme, which is implemented with the support of NGOs, has successfully capacitated a large number of people in different skills related to the construction sector.

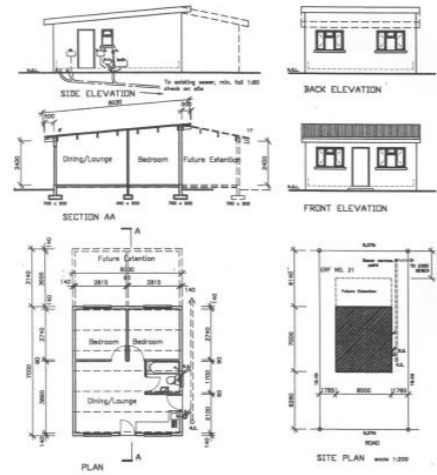


Figure 52. Plans for a VM dwelling (source: Ismail, 2015).

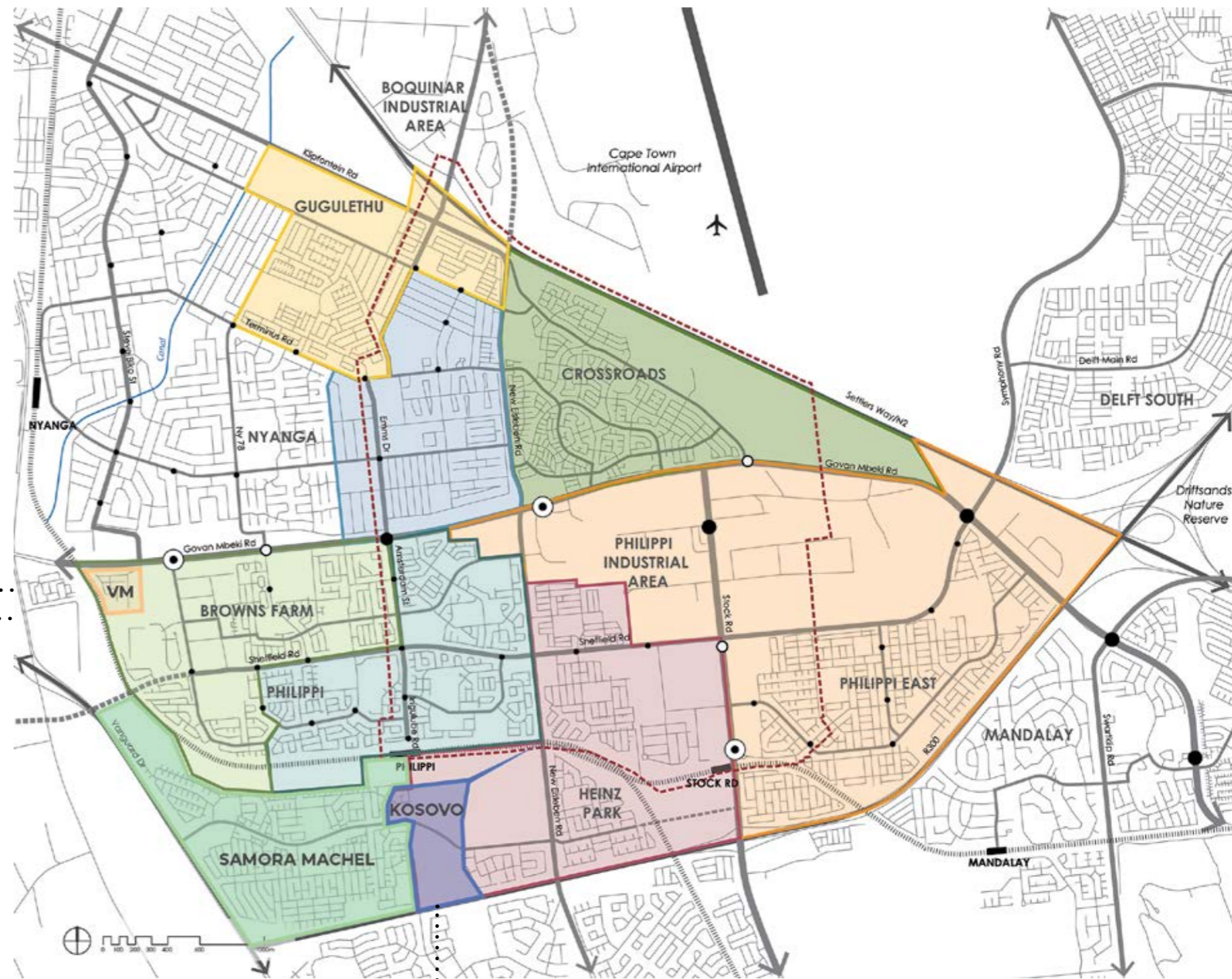
BROWN'S FARM

The development of Brown's farm differed from Samora Machel as its inhabitants had fled from the political violence in Crossroads. Political factions within the community had to be accounted for in order to reach consensus on the area's development. Land invasions by different groups raised tensions and inhibited the City from integrating the different interest groups through the housing allocation process. These land invasions also increased the density of Brown's farm beyond initial planning. The project also differed from the Samora Machel development as the city owned the land and facilitated the project, subsidising the costs from their rates income.

SAMORA MACHEL (A.K.A. WELTEVREDEN VALLEY)

In the early 1990's the area of Samora Machel in the south-west corner of Philippi was earmarked for a township that would house people from more than a dozen informal settlements. These settlements were isolated from the violence in Crossroads, so the development history of Samora Machel is different to that of Brown's Farm and Philippi East. Funded by the national housing subsidy and facilitated by the province, the township was to comprise 4200 residential plots on 145ha of unserviced, windswept land acquired from the City, the railways (Spoornet), a housing utility company and private interest. Demanding sandy soil conditions and the costs of servicing the site limited the capital for the

project. The solution was to opt for a Site and Services scheme, providing an operational tap and toilet to allow for legal occupation of the site. The inhabitants would reconstruct their shacks around the toilets and the remaining funds would be used for "starter houses". The area was well supported by public facilities, including three primary schools, two high schools, a clinic, community hall, library, sports field and an Early Childhood Development (ECD) Centre. A point of interest for this project is its unique deviation from the single-storey free-standing home, with the standard housing subsidy financing a series of double-storey row houses (Adlard, 2015).



KOSOVO



Figure 53. Flooding and shack fires remain a challenge in Kosovo.

In September 2000 a 27ha piece of privately owned unoccupied land to the east of Weltevreden Valley was invaded and occupied. This became Kosovo and very quickly it grew into a large and dense settlement with 4500 households at 170 du/ha on very unsuitable terrain. The land was unserviced and inhabitants would get water and electricity from neighbouring settlements, crisscrossing electrical wires above the settlement. Residents dug latrines as there were no toilets, and the accumulating waste soon became a public health crisis. This was exacerbated by frequent flooding caused by the high water table and the density of the dwellings blocking stormwater drains. The land - previously deemed too expensive - was sold to the provincial government at a reduced price. Due to the density of the settlement, trucks could not gain access and water standpipes, container toilets and refuse skips were only provided on the western border of the settlement (Adlard, 2015). Today, housing conditions, drainage and shack fires remain a big challenge in Kosovo.

Service delivery

Cape Town is home to areas of world class infrastructure. The 2010 FIFA World Cup brought tourists from all over the world, as well as a state-of-the-art stadium that can seat 55 000 spectators, and motorised and non-motorised transport infrastructure in the city centre that connected people to the stadium, including the MyCiTi BRT system and a new pedestrian bridge over Buitengracht Street. Visiting tourists come to visit a world city, where temporary electrical blackouts are their only experience of limited service delivery. Upon returning to the airport, the dense shacks lining the N2 are a reminder that the city the tourists experience is not the full image of Cape Town. Looking broadly at Cape Town's statistics, the city's service delivery levels do not appear too inadequate, but upon closer examination of the service delivery in different suburbs - the affluent, formerly white suburbs located along the coast and the spine of Table Mountain National Park vs. the townships of the Cape Flats - the city's inequality becomes stark. Races that were disadvantaged during the Apartheid era are still largely affected in the post-Apartheid era, with townships still host to poor infrastructure and limited access to basic services. The shacks that line the N2 are located in Nyanga and Gugulethu - areas designated for black citizens under Apartheid's Group Areas Act (1950). The stadium and improved transport infrastructure are located in Greenpoint and the CBD, both white areas under Apartheid.

The 1996 Constitution stated that every citizen has the right to basic services such as housing, water, sanitation, and electricity, that "services must be provided impartially, fairly, equitably and without bias," and that "people's needs must be responded to, and the public must be encouraged to participate in policy-making." Further policies outlined in the White Paper on the transformation of the Public Service (1995) and the Integrated Development Plan further enshrine the promises

Figure 54. A woman fills a bucket with water at a communal tap on the Cape Flats (source: Negotiating Space [still], 2015).



of services, infrastructure, and socio-economic development. However, despite the country's impressive legal frameworks, the implementation of these policies has been largely ineffective (Chiwawara, 2021; Negotiating Space, 2015; Zweig, 2015). This is partially due to rapid population growth, which the local government struggles to keep up with. It is also partially due to the rapid growth of informal settlements and the encroachment of these settlements onto privately owned land (as government is prohibited from investing in private land) or sites that are unsuitable for the installation of bulk services. However, another contribution to the city's failure to deliver adequate services in poorer areas, is the local government's continued investment in Cape Town's ability to compete on a global scale. To remain competitive, the city invests in affluent spaces to attract local and global elite investment (Chiwawara, 2021). Examples of this are the Central City Improvement District (CCID), which was established in 2000, and the investments into Century City, Cape Gate, Tygervally, Claremont and the Westlake Business District, all developed in areas designated for whites under Apartheid. This has been successful, with tourists and tech businesses contributing to the city's economy. However, instead of this global investment trickling down to the poorer communities of the city, the wealth gap has merely widened, and with the limited resources focused on already affluent areas, impoverished black and coloured areas have been neglected.

Service delivery protests in Cape Town are common. Residents believe it is the only way to be heard by the government (Negotiating Space, 2015). Sometimes these protests become violent, and public and private property has been damaged. Cape Town was the most protest-prone municipality between 2012 and 2016 (Chiwawara, 2021).

Figure 55. Toilet facilities provided by local government on the Cape Flats. Toilets are shared between households. They are sometimes hotspots for crime (source: Negotiating Space [still], 2015).



Year estab.	Reason for establishment	Summary of basic services	Risk Profile
SCHOOL SITE			
1999	Transit camp during housing development	18 stand pipes, 82 pour flush toilets. Electricity -subsequent to CRA	Crime, Fire, Environmental Health
SWEET HOME FARM			
1992	Originally dispossessed farm labourers. Influx of locals from 1992	City-owned land provided with basic services; privately-owned land not electrified, poor provision of basic services	Solid waste, Flooding, Fire, Crime
KOSOVO			
1992	Originally dispossessed farm labourers. Influx of locals from 1992	City-owned land provided with basic services; privately-owned land not electrified, poor provision of basic services	Solid waste, Flooding, Fire, Crime
SAMORA MACHEL			
1999	ISLP Green fields project	-	-
NY			
1999	De-densification due to housing development	Electricity, several rows of full-flush toilets, several standpipes	Crime, Flooding
TSUNAMI			
2002	Unknown	6 pour-flush toilets, 2 standpipes, 2 stormwater drains, electricity	Environmental Health, Flooding
ZOLA			
2005	Lack of local housing opportunities for young people setting up homes	8 full-flush toilets, 1 standpipe, electricity, no stormwater drains	Flooding, Fire, Crime
PHOLA PARK			
2001	Lack of local housing opportunities + de-densification after housing development	161 full-flush toilets, 17 standpipes, no electricity at time of CRA, inadequate storm water drainage	Crime, Flooding
NEVER-NEVER			
2001	Temporary Resettlement Area for flood victims from Sweet Home + Kosovo De-densification after adjacent housing devs	No electricity at time of CRA, 4 standpipes	No electricity at time of CRA, 4 standpipes
THABO MBEKI			
1996	De-densification as a result of Luzuko housing development	East: 66 bucket toilets, 6 pit latrines, 11 standpipes. West: 38 bucket toilets, 14 pit latrines, 8 standpipes, Porta-Potties used by many households, electricity	Crime, Fire, Flooding

Ikhayalami

Ikhayalami is an NPC established by PEP in 2004 to seek methods of providing to emergency, temporary shelter to the victims of fires and floods that plague informal settlements in South Africa.

Today, Ikhayalami's areas of focus address the entire continuum of informal settlement upgrading: research and development into innovative technologies, rapid response to disasters, blocking-out (re-configuring settlement-wide layouts), construction of community facilities, and upgrading of shelters. Ikhayalami's interventions are community-driven and designed to be scalable with the support of the State.

Ikhayalami assists urban poor communities with better access to quality building materials, physical infrastructure, and planning and construction support.



Figure 56. The devastation of a fire in Kosovo. The density of shacks, the storage of building materials between shacks, and the storage of paraffin used for cooking allows fires to spread fast through informal settlements. Fire trucks are unable to access the settlements. Ikhayalami's community-driven reblocking processes address this (source: Ground Up, 2018).

Figure 57. (left) Table showing different settlements within Philippi, when and why they were established, the utility services available in the settlement, and the types of risk associated each settlement (Zweig, 2015).

Figure 58. (next spread) 2011 national census statistics comparing access to services in (left page) Cape Town and (right page) two Cape Town suburbs: Camps Bay, a white area under Apartheid's Group Areas Act (1950) and Philippi, an area designated as a black township under the Act (source: Stats SA, 2011).

Cape Town Access to Piped Water	Black African		Coloured		Asian		White		Other		Total	
	Num	%	Num	%	Num	%	Num	%	Num	%	Num	%
Piped water inside dwelling	215 385	48.4%	327 488	91.3%	13 825	96.9%	230 677	99.1%	14 369	79.5%	801 744	75.0%
Piped water inside yard	105 816	23.8%	20 984	5.9%	244	1.7%	1 086	0.5%	2 822	15.6%	130 952	12.3%
Piped water outside yard: < 200m	93 311	21.0%	5 499	1.5%	118	0.8%	259	0.1%	583	3.2%	99 770	9.3%
Piped water outside yard: > 200m	26 777	6.0%	1 595	0.4%	44	0.3%	303	0.1%	170	0.9%	28 889	2.7%
No access to piped water	3 492	0.8%	3 064	0.9%	35	0.2%	501	0.2%	126	0.7%	7 218	0.7%
Total	444 781	100.0%	358 630	100.0%	14 266	100.0%	232 826	100.0%	18 070	100.0%	1 068 573	100.0%
Toilet Facility	Num	%	Num	%	Num	%	Num	%	Num	%	Num	%
Flush toilet (connected to sewerage system)	347 953	78.2%	334 273	93.2%	13 939	97.7%	229 302	98.5%	17 122	94.7%	942 589	88.2%
Flush toilet (with septic tank)	14 325	3.2%	3 924	1.1%	118	0.8%	2 595	1.1%	284	1.6%	21 246	2.0%
Chemical toilet	11 309	2.5%	881	0.2%	26	0.2%	79	0.0%	46	0.3%	12 341	1.2%
Pit toilet with ventilation (VIP)	1 581	0.4%	600	0.2%	13	0.1%	96	0.0%	25	0.1%	2 315	0.2%
Pit toilet without ventilation	1 286	0.3%	447	0.1%	9	0.1%	43	0.0%	22	0.1%	1 807	0.2%
Bucket toilet	39 800	8.9%	8 297	2.3%	63	0.4%	119	0.1%	231	1.3%	48 510	4.5%
Other	6 627	1.5%	3 680	1.0%	37	0.3%	221	0.1%	134	0.7%	10 699	1.0%
None	21 900	4.9%	6 528	1.8%	63	0.4%	370	0.2%	207	1.1%	29 068	2.7%
Total	444 781	100.0%	358 630	100.0%	14 268	100.0%	232 825	100.0%	18 071	100.0%	1 068 575	100.0%
Refuse Disposal	Num	%	Num	%	Num	%	Num	%	Num	%	Num	%
Removed by local authority/private company at least once a week	393 751	88.5%	352 156	98.2%	14 034	98.4%	229 829	98.7%	17 518	97.0%	1 007 288	94.3%
Removed by local authority/private company less often	5 248	1.2%	895	0.2%	46	0.3%	924	0.4%	147	0.8%	7 260	0.7%
Communal refuse dump	25 631	5.8%	2 656	0.7%	111	0.8%	1 053	0.5%	162	0.9%	29 613	2.8%
Own refuse dump	12 506	2.8%	1 455	0.4%	21	0.1%	531	0.2%	169	0.9%	14 682	1.4%
No rubbish disposal	6 145	1.4%	825	0.2%	26	0.2%	181	0.1%	33	0.2%	7 210	0.7%
Other	1 499	0.3%	642	0.2%	29	0.2%	308	0.1%	40	0.2%	2 518	0.2%
Total	444 780	100.0%	358 629	100.0%	14 267	100.0%	232 826	100.0%	18 069	100.0%	1 068 571	100.0%
Adult Education (for all aged 20+)	Num	%	Num	%	Num	%	Num	%	Num	%	Num	%
No schooling	22 468	2.5%	16 261	1.6%	497	1.4%	1 175	0.3%	2 553	5.0%	42 954	1.8%
Some primary	84 616	9.4%	104 615	10.4%	1 608	4.5%	3 934	0.9%	2 861	5.6%	197 634	8.1%
Completed primary	39 258	4.3%	68 946	6.9%	954	2.7%	2 199	0.5%	1 643	3.2%	113 000	4.6%
Some secondary	400 223	44.3%	451 892	45.1%	7 637	21.2%	69 461	15.4%	15 586	30.5%	944 799	38.6%
Grade 12	272 443	30.2%	270 470	27.0%	12 388	34.4%	165 330	36.6%	17 032	33.4%	737 663	30.2%
Higher	80 864	9.0%	87 390	8.7%	12 445	34.6%	204 282	45.2%	10 461	20.5%	395 442	16.2%
Other	2 892	0.3%	3 357	0.3%	445	1.2%	5 827	1.3%	912	1.8%	13 433	0.5%
Total	902 764	100.0%	1 002 931	100.0%	35 974	100.0%	452 208	100.0%	51 048	100.0%	2 444 925	100.0%
Type of Dwelling	Num	%	Num	%	Num	%	Num	%	Num	%	Num	%
Formal Dwelling	250 762	56.4%	327 383	91.3%	13 852	97.1%	230 575	99.0%	14 961	82.8%	837 533	78.4%
Informal dwelling / shack in backyard	54 500	12.3%	18 082	5.0%	150	1.1%	337	0.1%	1 889	10.5%	74 958	7.0%
Informal dwelling / shack NOT in backyard	134 914	30.3%	7 531	2.1%	141	1.0%	387	0.2%	850	4.7%	143 823	13.5%
Other	4 607	1.0%	5 634	1.6%	123	0.9%	1 528	0.7%	369	2.0%	12 261	1.1%
Total	444 783	100.0%	358 630	100.0%	14 266	100.0%	232 827	100.0%	18 069	100.0%	1 068 575	100.0%

Population	Camps Bay		Philippi	
	Num	%	Num	%
Black African	609	12.2%	179 751	94.1%
Coloured	217	4.4%	8 961	4.7%
Asian	96	1.9%	247	0.1%
White	3 998	80.2%	201	0.1%
Other	64	1.3%	1 864	1.0%
Total	4 984	100.0%	191 024	100.0%

Access to Piped Water	Camps Bay		Philippi	
	Num	%	Num	%
Piped water inside dwelling	1 932	99.1%	16 050	26.0%
Piped water inside yard	6	0.3%	25 590	41.4%
Piped water outside yard: < 200m	0	0.0%	15 450	25.0%
Piped water outside yard: > 200m	3	0.2%	4 401	7.1%
No access to piped water	9	0.5%	306	0.5%
Total	1 950	100.0%	61 797	100.0%

Toilet Facility	Camps Bay		Philippi	
	Num	%	Num	%
Flush toilet (connected to sewerage system)	1 941	99.7%	47 865	77.4%
Flush toilet (with septic tank)	3	0.2%	2 373	3.8%
Chemical toilet	0	0.0%	1 302	2.1%
Pit toilet with ventilation (VIP)	0	0.0%	567	0.9%
Pit toilet without ventilation	0	0.0%	81	0.1%
Bucket toilet	0	0.0%	7 998	12.9%
Other	0	0.0%	300	0.5%
None	3	0.2%	1 323	2.1%
Total	1 947	100.0%	61 809	100.0%

Adult Education (for all aged 20+)	Camps Bay		Philippi	
	Num	%	Num	%
No schooling	12	0.3%	3 633	3.0%
Some primary	57	1.6%	12 645	10.6%
Completed primary	24	0.7%	5 859	4.9%
Some secondary	297	8.3%	59 256	49.6%
Grade 12	948	26.5%	33 444	28.0%
Higher	2 187	61.2%	4 503	3.8%
Other	51	1.4%	174	0.1%
Total	3 576	100.0%	119 514	100.0%

Refuse Disposal	Camps Bay		Philippi	
	Num	%	Num	%
Removed by local authority/private company at least once a week	1 944	99.7%	51 792	83.8%
Removed by local authority/private company less often	6	0.3%	822	1.3%
Communal refuse dump	0	0.0%	5 058	8.2%
Own refuse dump	0	0.0%	1 797	2.9%
No rubbish disposal	0	0.0%	2 172	3.5%
Other	0	0.0%	159	0.3%
Total	1 950	100.0%	61 800	100.0%

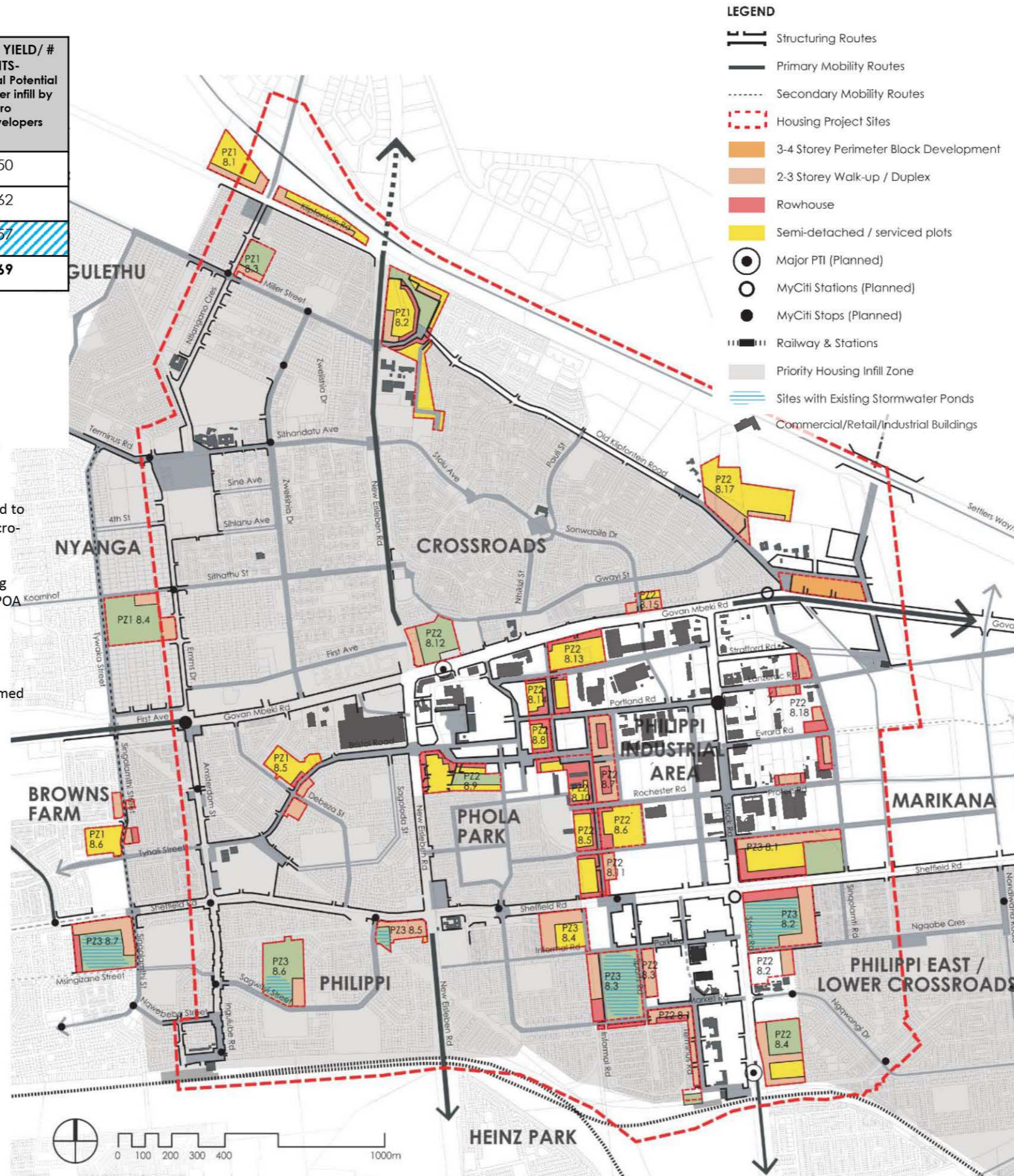
Type of Dwelling	Camps Bay		Philippi	
	Num	%	Num	%
Formal Dwelling	1 929	99.1%	27 002	43.7%
Informal dwelling / shack in backyard	1	0.1%	13 841	22.4%
Informal dwelling / shack NOT in backyard	0	0.0%	20 545	33.2%
Other	17	0.9%	412	0.7%
Total	1 947	100.0%	61 800	100.0%



Figure 59. Aerial photographs of Camps Bay (left) and Philippi (right), printed to the same scale (source: cfm).

	Total Area (gross) (ha)	Developable Area (Net) (ha)	EST YIELD/ # UNITS- conservative Before Infill by Micro Developers	EST YIELD/ # UNITS- Total Potential (After infill by Micro Developers)
PZ 1	21.5	9.8	1060	1950
PZ 2	42.5	21.7	2757	4562
PZ 3	23.1	9.3	1519	2057
TOTAL:	87.1 ha	40.8 ha	5336	8569

- Sites with existing stormwater ponds & on Sheffield Road**
 - Confirmation of the housing potential subject to current studies (due for completion in June 2022)
- POA Priority housing infill zone (Existing Residential Areas within the POA boundary)**
 - Guidelines and by-law processes are required to effectively manage and promote infill by micro-developers
 - Boundary to be confirmed- relates to existing formally developed residential areas in the POA
 - Impact on services to be confirmed and associated required upgrades
 - Impact on stormwater functions to be confirmed



LEGEND

- Structuring Routes
- Primary Mobility Routes
- Secondary Mobility Routes
- Housing Project Sites
- 3-4 Storey Perimeter Block Development
- 2-3 Storey Walk-up / Duplex
- Rowhouse
- Semi-detached / serviced plots
- Major PTI (Planned)
- MyCiti Stations (Planned)
- MyCiti Stops (Planned)
- Railway & Stations
- Priority Housing Infill Zone
- Sites with Existing Stormwater Ponds
- Commercial/Retail/Industrial Buildings

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ECONOMY

COVID-19

Structural challenges and weak economic growth have undermined progress in reducing South Africa's poverty. The COVID-19 pandemic strained the economy to breaking point and, in the aftermath, levels of unemployment and homelessness have risen.

Cape Town's unemployment rates are lower than that of the rest of the country, however its economy is still fragile due to the effects of COVID-19. The informal economy, which employs 11.2% of the city's population, suffered the most from the pandemic.

South Africa's energy crisis

The country's economy has also been battered by load shedding: intermittent power outages that halt economic activities for a couple of hours a day. Since load shedding began in 2007 outages have occurred periodically, generally every few months. In recent years, it has happened more frequently. This is mainly due to a large amount of unplanned maintenance required at the state's power utility Eskom's ageing coal-fired power stations. Eskom implemented load shedding for more than half of the days in the second quarter of 2022. Small businesses are hit the hardest by load shedding as they lack resources for contingencies like generators and PV panels, and some businesses have had to close branches and retrench staff.

Load-shedding stages depend on the extent of the shortage of generation capacity to meet the country's electricity demand, with stage 1 being the least serious, and stage 8 being the most serious. Loadshedding is less severe in Cape Town than in the rest of South Africa as the City of Cape Town is usually able to reduce load shedding by a stage due to its 180 megawatts hydroelectric power plant at the Steenbras Dam. The City Council has expressed its determination to further reduce its reliance on Eskom.

Planned development around the POA

This POA's proximity to the N2, the airport, the PHA, and existing industrial activities present opportunities for increased economic development. The development of Cape Town into an aerotropolis is under investigation

and, as the nearest neighbour to the Cape Town International Airport and with ample vacant industrial land, Philippi is a natural location for the expansion of the airport economy. This is hindered however, by Philippi's disconnect from the airport due to the N2 highway that separates the two. The planned re-alignment of Borchers Quarry aims to improve this connection.



KING DAVID INDUSTRIAL EXPANSION

New expanded industrial development is proposed in the King David and Boquinar industrial area

CAPE TOWN INTERNATIONAL AIRPORT EXPANSION AND ACSA AEROTROPOLIS DEVELOPMENT

A R7 billion project to expand the airport and support increased economic activity in the local area. This aligns with the ACSA vision to develop the Airport and surrounding area into an Aerotropolis. This was intended as a two year project starting in 2020, however, reduced air travel due to the COVID-19 pandemic has resulted in the suspension of the project until passenger numbers return to pre-COVID levels.

ACSA SYMPHONY WAY

Part of the airport's expansion project, a development corridor, including housing (focusing on providing formal housing for three informal settlements in Delft), industrial and commercial development, public facilities and conservation areas.

GLEBE TRUST LAND

The expansion of the Airport has resulted in changes to the airport noise contours and associated landuse limitations, permitting the development of the Glebe Trust Land. The City of Cape is currently in the process of acquiring this prime piece of land adjacent to the N2.

ACSA SWARTKLIP SITE

Part of the airport's expansion project, the vision for the 500ha greenfield site between Khayelitsha and Mitchell's Plain is a new mixed use node, including housing, educational facilities, and a wetland conservation area.

MARKET RESIDENTIAL PROJECTS

A range of new market residential developments are underway in and around the POA. These developments are typically low density, single storey developments.

RETAIL DEVELOPMENTS

The UCI Philippi Retail study (2018) confirmed 3 applications for new shopping centres within the POA, indicating a possible oversupply of retail development in the area.

THE EXPANSION OF THE PHILIPPI MARKET, ERF 5268 AND SURROUNDS

The expansion of the Agri-Hub and Fresh Produce Market at the Stock Road node intends to revitalise small- and medium-business urban farming, offer training, and increase job opportunities in Philippi. PEDi is the local implementing partner for this development.

Philippi's interrelated in/formal enterprises

Key sectors in Philippi's economy include: agriculture, the informal enterprise, waste and recycling, industry and manufacturing, and transport and logistics. New private sector retail investments, together with existing and new informal enterprises, continue to respond to, and service, Philippi's growing residential population.

Formal enterprises

On the surface, the key preconditions for economic activity and attracting investment are present (location, access, and zoned land), however, in reality, these locational advantages are undermined by poor safety and security, inadequate public space and facility management, and inadequate provision of basic services. A survey undertaken by the Philippi Economic Development Initiative (PEDI) in 2014 showed that crime (68%), transportation costs (52%), the negative image of the area (46%), lack of support from the municipality (46%), and a shortage of skill labour (46%) are considered by businesses in Philippi East to be the biggest disadvantages of Philippi's business environment. The lack of skilled employees was also flagged as a constraint to expansion for 58% of these businesses, along with limited availability of finance (58%) (PEDI, 2014). 64% of businesses reported issues regarding the local government, mainly due to poor service delivery (53%) (PEDI, 2014). These factors have led to some businesses pulling out of Philippi; however, despite these challenges and constraints, some industrial and manufacturing businesses continue to operate in the area. Businesses stated that local customer loyalty (60%), the central location of the area (48%) and the quality and supply of the local labour (40%) are the main advantages for operating in the area (PEDI, 2014).

PEDI

The Philippi Economic Development Initiative (PEDI) is a non-profit organisation that was established in 1998 by the CoCT in partnership with the Western Cape Provincial Government, businesses, and the community. PEDI works with project developers, service providers, and the community to develop the Philippi Industrial Area into a space that attracts investment, creating job opportunities and developing skills.

Figure 60. Mapping formal and informal enterprises in the POA's "town centre" (see Infrastructure), between the Philippi Village Hub on the Govan Mbeki/New Eisleben Road intersection to the north-west and the Stock Road node to the south-east. The bottom maps identify surrounding vacant/underutilised land and strategic land parcels (source: SLF, 2018).



Informal enterprises

The highest number of businesses active in the POA are informal, which are generally responsive to footfall, and often cluster around formal retail developments and transportation infrastructure. There are currently three major retail nodes (all of which are conventional shopping centres, anchored by a supermarket), namely GOAL, the Philippi Plaza, and Philippi Mall, around which informal and transport businesses cluster. Local traders' associations control and organise street trading and represent the traders' interests, though a survey undertaken in 2018 showed that, of the informal traders interviewed, only 16% stated that they belong to an association (Brown and Charman, 2018). Some of the challenges experienced by informal traders include crime; lack of access to toilets, water and electricity; danger posed by traffic; inadequate drainage; absence of streetlights; and inadequate shelter and storage space.

There are strong linkages between the PHA and informal traders evident in the supply and sale of fresh produce. PEDI also has several ongoing agricultural initiatives, which invest in value chain activities and training programmes. Integration of the informal sector, such as connections to local farmers, has been identified as a key area needing support.

Philippi Agrihub

The Philippi Agrihub, located at the Philippi Fresh Produce Market, was launched in 2018 by PEDI. The facility includes an agri-processing and packaging plant, a waste-to-fertiliser manufacturing facility, and an agri-training facility and business support centre.



Figure 61. Urban farmers at PEDI's Agrihub, located at the Philippi Fresh Produce Market (source: PEDI).

How can the context of informality and encroachment be integrated into a new town centre?



Figure 62. The Sustainable Livelihoods Foundation's (SLF) proposal for informal trading areas with access to shelter, storage, visibility and utilities such as water and electricity (source: SLF, 2018).



Figure 63. Informal trading activities cluster around Philippi's three retail nodes: conventional shopping malls anchored by a large grocery chain. Informal taxis known as "amaphelas" also cluster here and provide transport between the retail spaces and people's homes (source: supplied by the CoCT).



Figure 64. Pavements and road reserves are often occupied by trading stalls, and pedestrians have to spill out into the streets, exacerbating vehicular congestion.

Figure 65. Right: various forms of trading infrastructure used in the informal sector. Storage is a big challenge for informal traders, most of whom have to take their goods home every day (Brown and Charman, 2018) (source: SLF, 2018).

1. No Structure



BUSINESS COUNT: 61

Trading directly on a sidewalk or open ground is an easy way to display ones good without needing to transport heavy trading infrastructure. However, these traders are dependent on good weather for trading and need to transport the goods to off-site storage each day. If clothing is being sold, a plastic waterproof sheet weighed down with bricks or stones is used to protect the items.



2. Mobile object



BUSINESS COUNT: 4

While mobile traders are relatively scarce in Philippi, using a bakkie or mobile object to trade from allows for both the display and transport of goods. It is useful for fruit and vegetable traders to use a bakkie as they need to get fresh products from surrounding farms regularly. Traders with a bakkie are less reliant on good weather as a vehicle can also provide shelter.



3. Temporary furniture



BUSINESS COUNT: 88

Using tables, crates or shelves is an easy way raise goods off the ground for better display. Often an umbrella is also used to provide shade from the sun. Food products such as snacks, fresh fruit and vegetables and meat as well as hardware and electronics are often placed on a table instead of the ground. These traders still rely on off-site storage and largely on good weather. However, unlike using the sidewalk, temporary furniture protects goods from water that collects on the ground after it rains.



9. Brick structure



BUSINESS COUNT: 12

Brick structures are usually attached to private dwellings but encroach onto the public space of sidewalks or road reserves. Brick structures provide businesses with a very secure space to store goods as well as shelter from the rain. Spaza shops often make use of brick structures as they are often located in the front yards of private dwellings.



4. Semi-fixed Structure



BUSINESS COUNT: 45

Semi-fixed structures are made up of a metal or timber frame that is permanent as well as a variety of temporary elements such as plastic sheeting, tables, crates, shelves and chairs. This is an effective way to create shelter, allowing one to operate regardless of the weather. However, traders still depend on off-site storage for the temporary furniture and retail goods. These types of structures are used by sellers of clothes, braided meat and personal and home accessories.



5. Container



BUSINESS COUNT: 88

If able to afford it, a trader can benefit hugely from the container's provision of storage and shelter. Most containers are owned by an external person and rent generally ranges from R800 to R1400 a month. Services such as salons, building services, fast-food and tailors often make use of containers as well as retailers of large items such as appliances and furniture.



6. Shack



BUSINESS COUNT: 87

Usually made from a timber frame and clad with corrugated sheeting, shacks provide both storage and shelter to a business. A shack is usually less secure than a container and is also less expensive. Hair salons, furniture, cooked food, green grocers and welders are the most common users of shacks for trading. In Philippi, many small churches also use shacks to operate from.



7. Caravan



BUSINESS COUNT: 6

All of the caravans in the area sold cooked food and had a few seats inside for customers. This is still quite a rare and new trading infrastructure type with only 6 in the entire area. The caravans are all stationary rather than mobile objects, and they provide traders with storage and shelter.



Crime

Poverty, unemployment, hardship, and substance abuse have resulted in high levels of crime in the POA. The pervasive and often violent crime in the area affects residents and businesses. Smaller, informal businesses are more susceptible to crime than those of the formal sector, as they are accessible targets, especially at night as their storage is insecure. Philippi East has the record of being the worst precinct nationally in terms of the occurrence of crime to home-based businesses (Brown and Charman, 2018). Crime - along with potential threats of illegal land invasion - deters potential investment in the area. Residents have expressed the need for more police presence and additional security facilities.

VPUU

Violence Prevention through Urban Upgrading (VPUU) is a not for profit company co-designed between the City of Cape Town, the community of Khayelitsha, the German Development Bank, and a team of dedicated local and international professionals in response to the high levels of direct, structural and institutional violence experienced by Cape Town communities. VPUU co-creates safe spaces through research-based and highly participatory incremental urban upgrading, and the development of Active Boxes: small multifunctional community buildings. Typically three storeys in height, these 24 hour landmark buildings act as neighbourhood information points from which NGOs, government and local groups offer a variety of services. VPUU engages the community throughout the process, from initiation to design, implementation, maintenance and activation and monitoring and evaluation.



Figure 66. VPUU's Active Box in Lotus Park hosts programmes and services for the community, including a law clinic, health clinics, Toy Library, Business Place and Styayijika, netball and fitness programmes, and space for other community organizations and events (source: VPUU).

Some of the urban factors contributing to crime are:



Figure 67. A poor urban form with inactive and poorly surveyed streets due to the prevalence of blank boundary walls and inappropriate building orientations (source: CoCT).



Figure 68. Poorly defined and resourced green open spaces are hotspots for crime and dumping (source: CoCT).



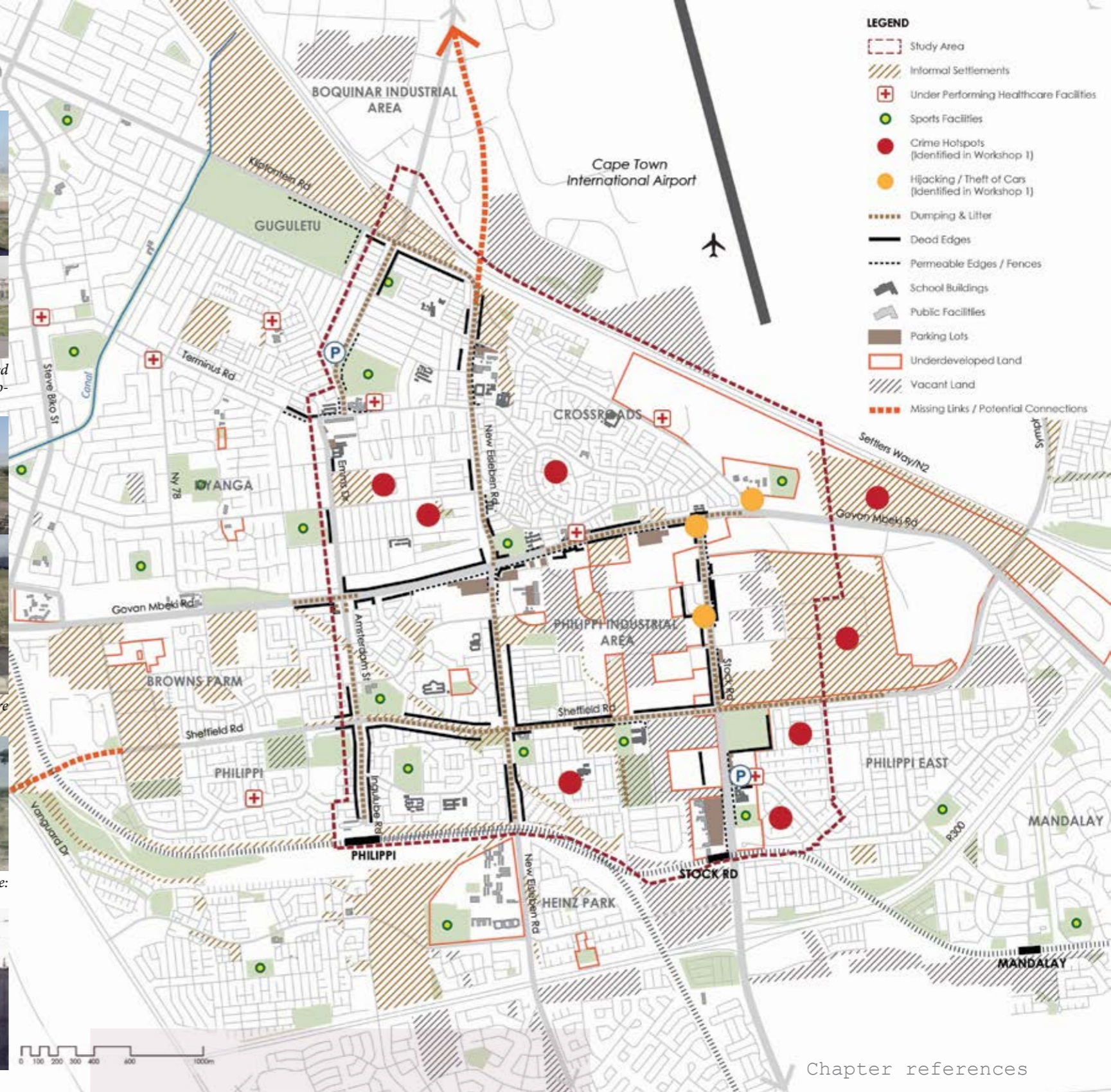
Figure 69. Large portions of vacant and underutilised land (source: CoCT).



Figure 70. Density and limited access into settlements (source: Isandla Insitute).



Figure 71. The streetscape favours motorised forms of transportation, with poor non-motorised transport infrastructure (pavements, street lighting) discouraging pedestrians from using the space. Congestion is also making commercial and private vehicles vulnerable to hijacking (source: CoCT).



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What interventions should be considered to ensure that Philippi's new CBD is secure and safe for its residents and users?

INFRASTRUCTURE

South Africa's public transport

The minibus taxi industry

The history of the minibus taxi industry is deeply intertwined with the country's political context. After the deregulation of the taxi industry in the 1980's, the minibus taxi emerged to meet the demand for cheap transportation that reached the townships. The 16-seater vans were accessible and flexible, and operated late hours, quickly growing in popularity in South Africa's cities, and by 1991 there were an estimated 55 000 minibus taxis operating in an industry worth R2.5 billion and providing 300 000 jobs, through direct and indirect means (Nomico and Deutinger, 2000). Due to the absence of state regulation, groups within the industry banded together to form taxi associations which became informal regulators of the industry, controlling the taxi ranks and routes in return for payment. The socio-political climate of the final years of Apartheid became the backdrop of a booming, but volatile and overtraded market. Rivalling taxi associations used violence to control routes, keep competition down and prices up. This evolved into a gang enterprise, and violence remains a legacy of the minibus taxi industry today.¹ In response, the government has tried to reimplement regulation, but the efforts have been futile. The government has also been reluctant to issue more permits, but this has only led to taxi drivers operating illegally, and episodes of conflict between the police and the illegal operators.

The industry remains informal and unregulated. It is a cash business without fixed fares, schedules, or routes. Drivers' incomes are based on fares earned, which has resulted in speeding, reckless and unlawful driving, overcrowding and unroadworthy vehicles, as maintenance of the vehicle is the driver's responsibility. Statistics show that minibus taxis are the cause of most road deaths, though some researchers believe that these statistics ignore important factors, and that the industry is far safer than previously believed (Vegter, 2020).

¹ The Cape Amalgamated Taxi Association (CATA) and Congress of Democratic Taxi Association (CODETA) are two of Cape Town's biggest taxi associations. In 2021 the rival associations were engaged in a violent turf war over lucrative taxi routes in Cape Town. During this time, residents living in townships were largely stranded, unable to get to work or places of learning. Public services, such as clinics, have to sometimes halt operations during the unrest. As the taxi's target market is poor South Africans, it is the poor who are affected most by the conflict.

Despite its notoriety, the taxi industry plays a critical role in South Africa's economy and transport sector, aiding millions of commuters every day. In 2017, the South African National Taxi Council (SANTACO) reported that there were more than 200 000 minibus taxis operating in South Africa, generating an estimated R90 billion in annual revenue (Vegter, 2020). The average taxi earns an annual return on capital invested of between 30% and 70% (Vegter, 2020). The minibus taxis are the most accessible and efficient of the country's modes of public transportation, having the least number of transfers and the shortest travel time to pick-up points. Of the total number of public transport trips per day in 2013, 67.6% were on minibus taxis, 19.5% were on buses and 12.9% were on trains. They are the most popular mode of public transport despite being more

Figure 72. South Africa's taxi industry comprises minibus taxis (top) - 15 seater vans - which dominate the industry and travel between the townships and other major nodes of the city - and amaphelas - Toyota Avanzas (middle) and Cressidas (bottom) that operate within and between the townships. Both the minibuses and the amaphelas are vital in Cape Town's transportation network. They work together to connect people from their homes to their places of work via interchange nodes, like taxi ranks (around which minibuses cluster) and shopping malls (around which the amaphelas cluster) (source: SLF, 2018).



expensive than bus and train services, which are heavily subsidised. However, this is also due to the severe impairment of the local train system. The taxis hold the monopoly and, unregulated, the prices have become exploitative (Payi, 2022; Bolnick, 2016).

The government has rolled out initiatives aimed at upgrading the minibus taxi services, including: paying minibus taxis a subsidy as an incentive to improve service quality, vehicle maintenance and driver behaviour, and institute formalised employment contracts for drivers; investing in improved minibus taxi infrastructure such as upgraded ranks; and implementing professional development programmes for drivers (Vegter, 2020). Cape Town commuters identified poor facilities at the taxi ranks, the lack of security walking to and from taxi ranks, and overcrowding, as the three biggest deterrents of making use of the service (Statistics South Africa, 2022).

The Passenger Rail Agency of South Africa [PRASA]

PRASA is a state-owned enterprise responsible for most passenger rail services in the country. Its commuter branch which operates in Cape Town is called Metrorail, and its property branch which manages land owned by PRASA is called Intersite. Part of PRASA's mandate is to generate income from this land. In recent years, PRASA has come under fire from allegations of corruption and mismanagement, with their rail lines frequently not working.

A single taxi trip between Philippi and the Cape Town CBD costs R23, while a monthly train ticket costs R105 (Payne, 2022). Despite being the city's cheapest mode of public transportation, it is the least popular choice among commuters (Statistics South Africa, 2022). 27.1% of commuters stated that they were not using trains because they were not available, up from 14.1% in 2013 (Statistics South Africa, 2022). Users reported that the trains were infrequent, overcrowded, the facilities

were poor, and the overall service of the train was less than satisfactory (Statistics South Africa, 2022). In 2020, only 33 trains are operational in Cape Town, down from 95 in 1995, and in 2022, there are approximately 150 weekday trips, down from 444 in 2019 (Venter, 2022).

Cape Town's central line passes through Philippi, connecting it to surrounding suburbs. There are two train stations within Philippi, neither of which are operational. The Philippi station is vital as it connects Khayelitsha and Mitchells Plain to the Cape Town station. In November 2019 the station ceased operations after vandalism and theft of PRASA's essential infrastructure (Payne, 2022). During the COVID-19 lockdown, backyard shack dwellers from Samora Machel, Kosovo, Marikana, Philippi East and other areas occupied the disused train tracks. In order for PRASA to recommence operations, the city intends to relocate the 1700 households on the tracks to an identified parcel of privately owned land in Philippi (Molefi, 2022). The initiative is set to cost approximately R102 million (Molefi, 2022).

PRASA falls under the National Department of Transport and its functioning falls under the national government's mandate; however, in recent years, there have been movements towards the local government absorbing the facilitation of local rail services into its mandate (Whitehead, 2016; Venter, 2022).

Figure 73. The central line in Philippi occupied with dwellings (source: Daily Maverick, 2022).

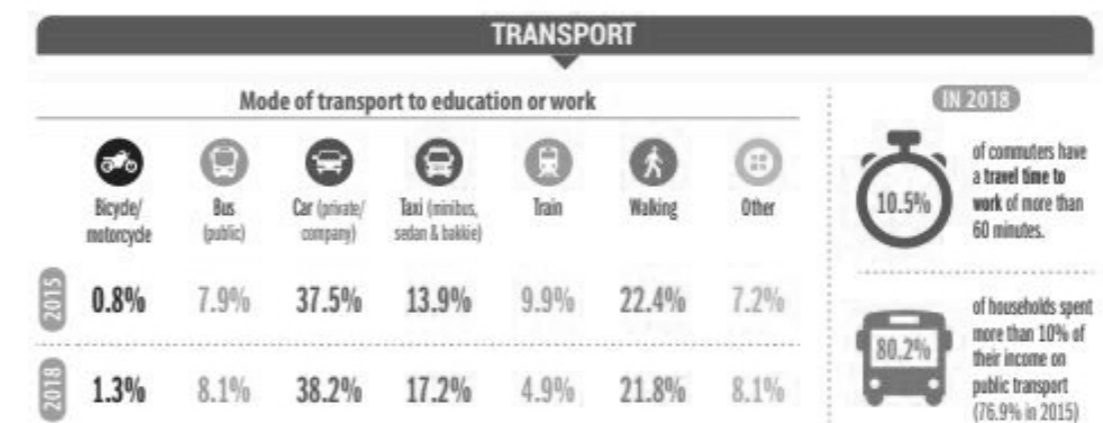
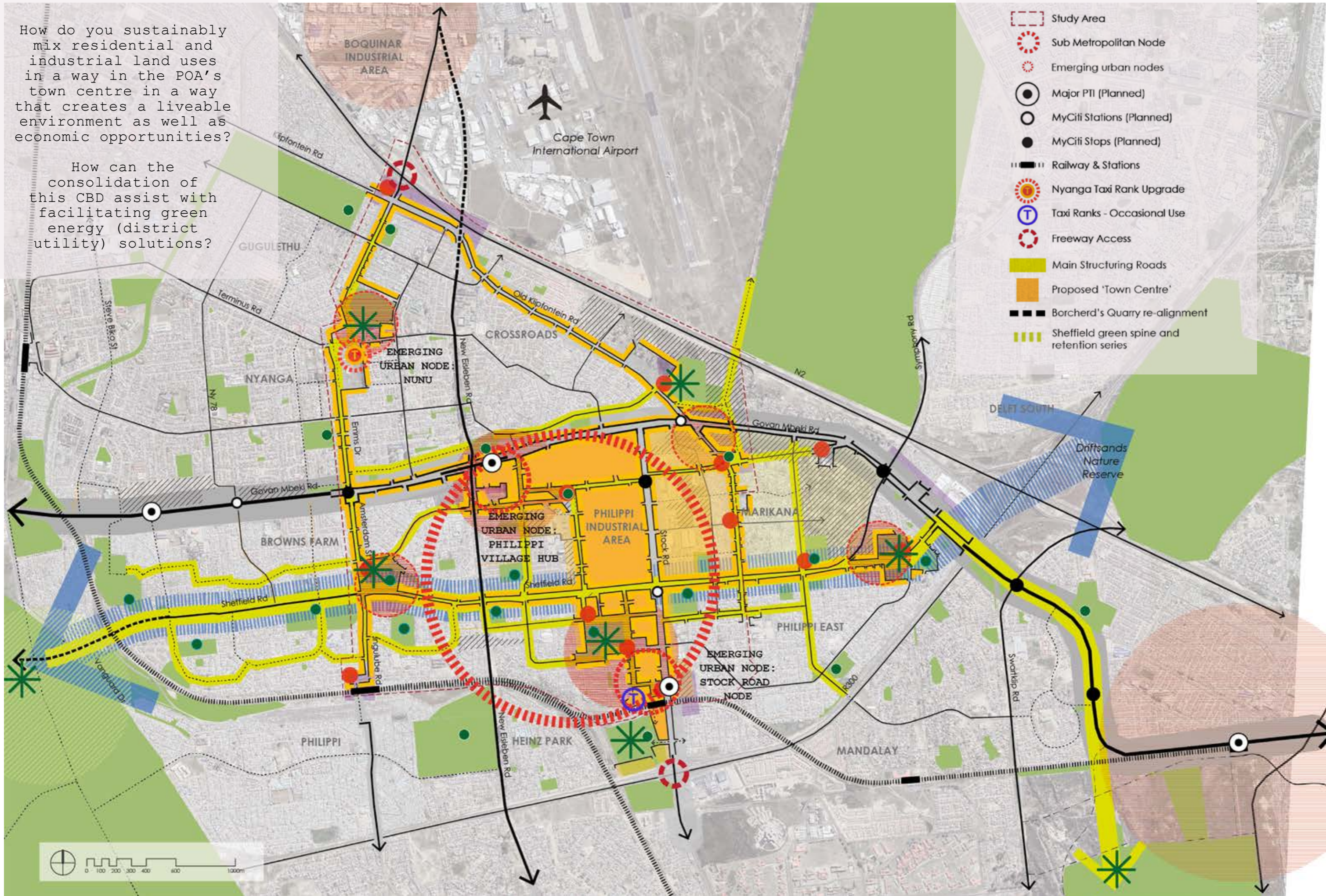


Figure 74. transport usage in Cape Town (source: South African Cities Network, 2022).

How do you sustainably mix residential and industrial land uses in a way in the POA's town centre in a way that creates a liveable environment as well as economic opportunities?

How can the consolidation of this CBD assist with facilitating green energy (district utility) solutions?



- LEGEND**
- Study Area
 - Sub Metropolitan Node
 - Emerging urban nodes
 - Major PTI (Planned)
 - MyCiti Stations (Planned)
 - MyCiti Stops (Planned)
 - Railway & Stations
 - Nyanga Taxi Rank Upgrade
 - Taxi Ranks - Occasional Use
 - Freeway Access
 - Main Structuring Roads
 - Proposed 'Town Centre'
 - Borchard's Quarry re-alignment
 - Sheffield green spine and retention series

Philippi Village

Philippi Village is Philippi's commercial and business hub. Established as a business incubation space for township enterprises, Philippi Village has since expanded into a multi-use facility, with health, sports, and education facilities, an amphitheatre for events, a skatepark and BMX pump track, and a range of flexible and rentable spaces, and office and traders' spaces. Philippi Village engages directly with the surrounding communities to constantly develop this civic node according to the community's needs.

An adaptive-reuse project, Philippi Village is located at the old cement factory - a heritage and landmark building. The building visually highlights the emerging urban node at Govan Mbeki and New Eisleben Roads.



Figure 75. Philippi Village. The container walk in the front is designed for entry level entrepreneurs. The amphitheatre and old cement factory can be seen behind (source: CoCT).



PHILIPPI VILLAGE HUB

Figure 76. The Philippi Village Hub at the intersection of New Eisleben and Govan Mbeki Roads will be the site of Cape Town largest public transport interchange, where six of the city's sixteen trunk routes will intersect. The project is currently in the design phase and could stretch the full block between New Eisleben Road and Stock Road, along Govan Mbeki Road (source: PEP).

A new town centre

At a regional scale the Philippi node functions as a key component and integrating element along both the south-east and the north-south corridors in the city. It connects Khayelitsha, an emerging metropolitan node with Wynberg, a district node, along the Govan Mbeki Activity Corridor. Along the Symphony Way/Blue Downs Corridor, it connects the Bellville CBD, an established metropolitan node and high order economic attractor with the Khayelitsha CBD.

The development of the POA gravitates around the development of two Public Transport Interchanges and the vacant and underutilised publicly owned land between these two precincts. One of the interchanges will be sited at the Philippi Village Hub, at the intersection of Govan Mbeki Road and New Eisleben Road. The other interchange will be at the Stock Road node. These sites are identified as separate but mutually supportive urban nodes and collectively function as the focus and core investment area in Philippi. The diversification and intensification of land use surrounding these nodes aims to support the transit infrastructure and create a **town centre** for the POA. A new MyCiTi trunk route is planned to run along Govan Mbeki integrated with these two proposed major Public Transport Interchanges.

STOCK ROAD NODE

The precinct currently hosts the Stock Road train station, the Joe Gaqabi long distance bus terminal, an (underutilised) taxi rank, the Vuyiseka sports ground and multipurpose centre, the Philippi Fresh Produce Market with PEDI's Agrihub, NGO Beautiful Gate, and a police station, clinic and school.



Figure 77. This upgrade and expansion plan was prepared for PEDI and includes a MyCiTi bus stop, sports facilities, trading spaces for the informal sector, and mixed-use buildings with active ground-level street fronts (source: CoCT).

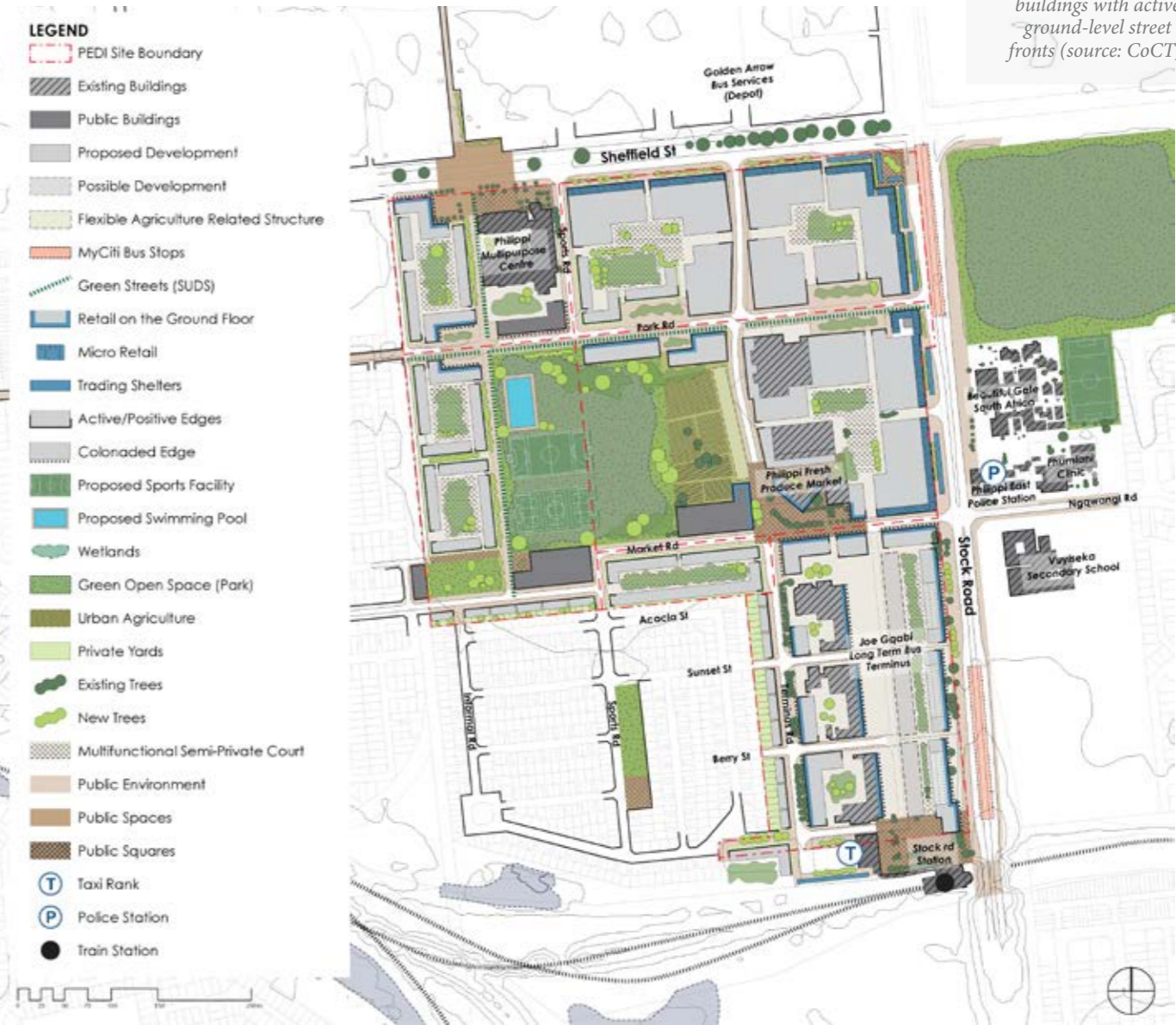


Figure 78. (below) - projects planned for the POA (source: CoCT).
 Figure 79. (right) - plan of the proposed 'Town Centre', and its planned interventions and projects (source: CoCT).
 Figure 80. (bottom left) - section through Stock Road showing the road's current form and usage (source: CoCT).
 Figure 81. (bottom right) - section through Govan Mbeki Road showing the road's current form and usage (source: CoCT).

IMPLEMENTATION PRIORITY ZONE 2 - TOWN CENTRE

PROJECTS:

1. Transport and Infrastructure

- 1.1 Stock Road and Joe Gqabi Station multi-functional facility hub
- 1.2 New Town Centre Linking Route
- 1.3 Town Centre Core- new access roads and street extensions
- 1.4 Park Road ext and upgrade
- 1.5 Philippi Village Node & surrounds- new access roads and street extensions

3. Green Streets

- 3.1,3.2,3.3 Green streets improvements

4. Open Space (parks, sports & recreation)

- 4.1 New Eisleben multifunctional sports development
- 4.2 New Crossroads multifunctional sports development

5. Public & Community Facilities

- 5.1 Ngqwangi library relocation and expansion
- 5.2 Vuyiseka community facility upgrade
- 5.3 Philippi Village community facility consolidation
- 5.4 New secondary school
- 5.5 New MU community facility cluster
- 5.6 New secondary school

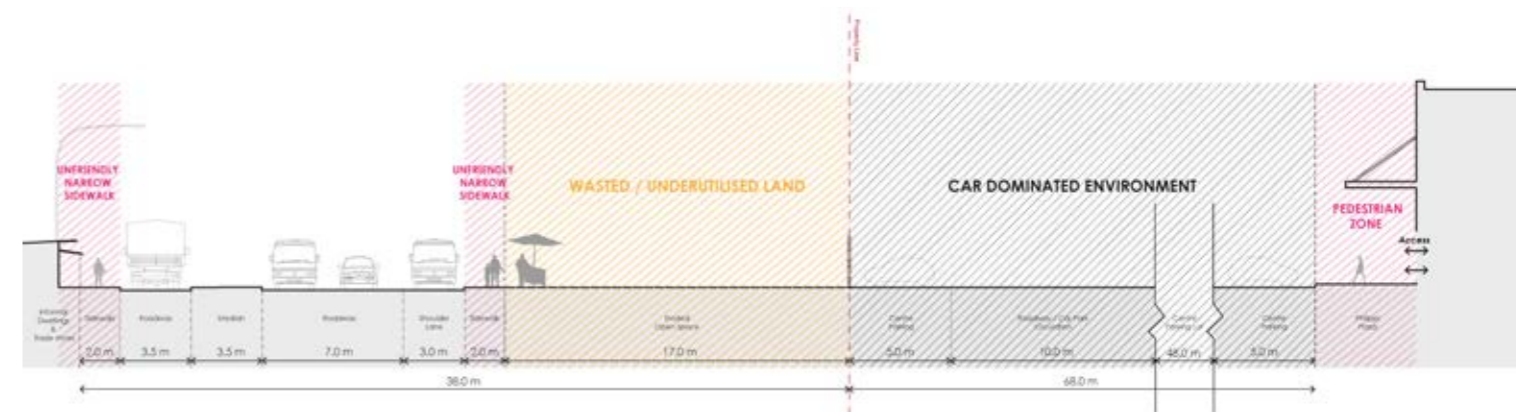
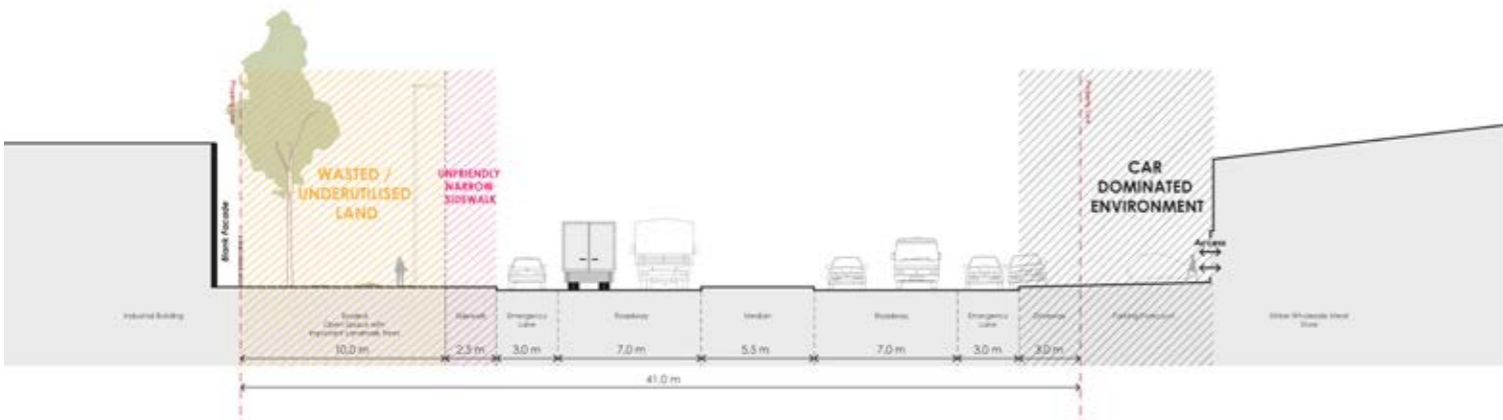
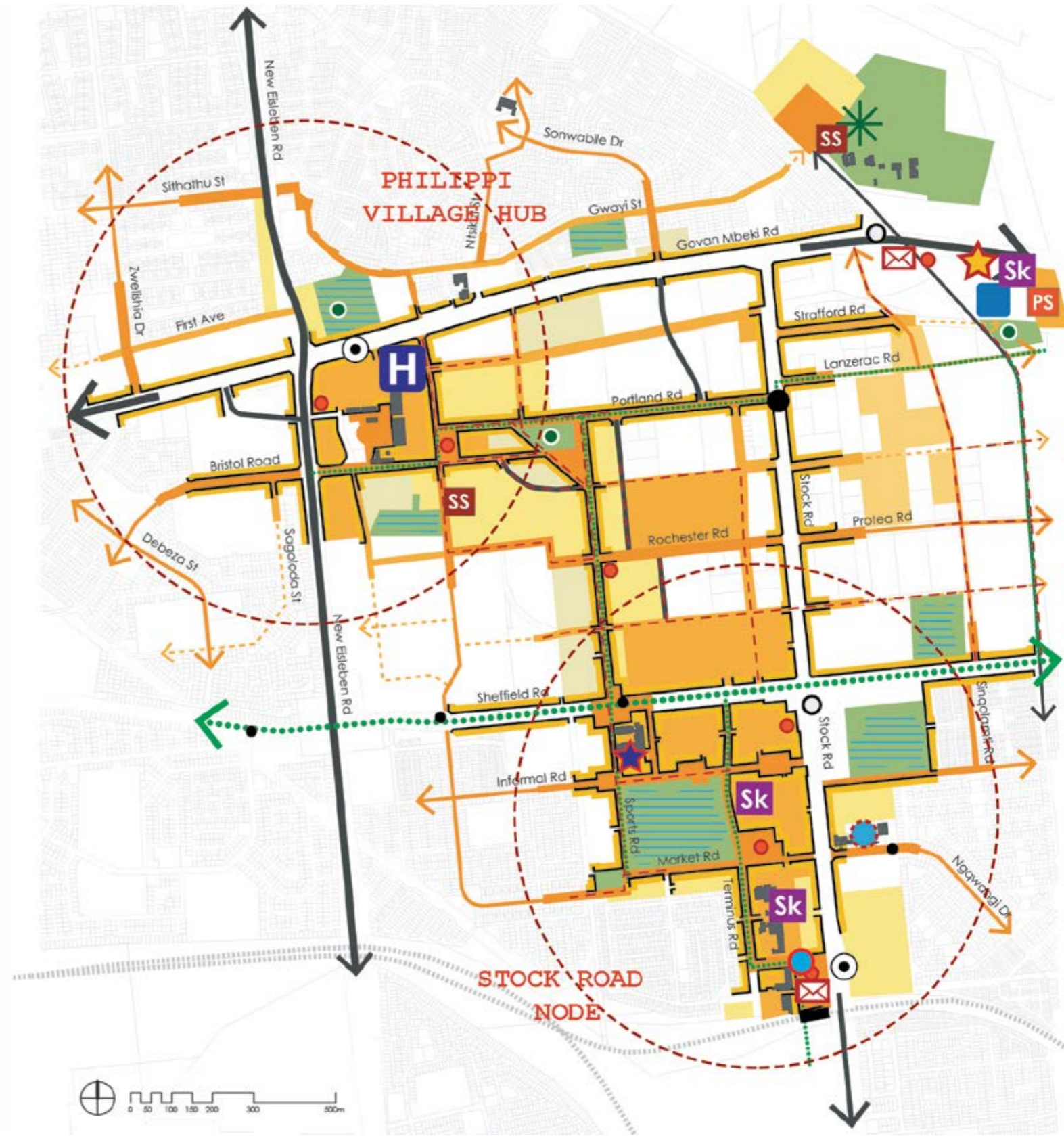
6. Safe Streets & Public Space

- 6.1, 6.3, 6.4 Safe street programme upgrades
- 6.5 Stock Road public space upgrade
- 6.6 Vuyiseka public space upgrade
- 6.7 Philippi Village heritage memorial

- 6.8 Portland Road public space
- 6.9 Bristol Road public space
- 6.10 Marikana gateway public space
- 6.11 Crossroads public space and heritage memorial
- 7. MU Economic Development**
- 7.1 Erf 5268 MU industrial development
- 7.2 Philippi Market expansion and upgrades
- 7.3 New Philippi Village/ Eisleben trading facility
- 7.4 MU industrial infill development
- 7.5 MU industrial & informal institu upgrade
- 7.8 Protea Road informal trading facility
- 7.9 Golden Arrow consolidation
- 8. Housing Development**
- 8.1 New MU high density housing on Terminus and Market Road
- 8.2, 8.4 Stock Road MU infill housing
- 8.3 Joe Gqabi Station MU infill housing
- 8.5 Sheffield Road 2 Insitu upgrade
- 8.6 MU infill housing 1
- 8.7 MU infill housing 2
- 8.8, 8.9 MU Insitu upgrade
- 8.10 MU infill housing 3
- 8.11 MU infill housing 3
- 8.12 New Eisleben/ Mau Mau infill
- 8.13, 8.15 MU Insitu upgrade
- 8.14 MU Infill Housing 3
- 8.15 MU infill Housing 1
- 8.17 Marikana transition development

LEGEND

- Safe Streets and Spaces Network
- Structuring Routes
- Ground Floor Street Activation
- Primary Green Spine (Storm Water Spine)
- Green Streets
- Primary Mobility Routes
- Secondary Mobility Routes
- New Connections
- Existing Institutional / Public Buildings
- Major Sports & Recreation Nodes
- Green Open Space
- Storm Water Retention Pond
- Local Sports Facilities, Parks & Food Gardens
- Markets & Informal trading hives
- Proposed Primary Schools (PS)
- Proposed Secondary Schools (SS)
- Proposed Skills Development Centres (Sk)
- Proposed District Hospital (H)
- Proposed Health Care Facilities (Clinics)
- Planned Regional Library & Relocation
- Planned Location of Regional Library
- Proposed Police Station
- Proposed Fire Station
- Proposed Post Office
- Town Centre Core - High Intensity/ Mixed Use
- MU Industrial
- MU Residential
- Insitu Upgrading
- Retail/Commercial Consolidation
- Publically Owned Land
- Vacant/ Under utilised Land for Optimisation
- Areas Needing Street Names
- Major PTI (Planned)
- MyCiti Stations (Planned)
- MyCiti Stops (Planned)
- Railway & Stations



The POA's three priority zones

The establishment of the POA's 'Town Centre' - located between the structuring roads of Govan Mbeki, New Eisleben and Stock Roads, and forming around and between the emerging urban hubs of Philippi Village and the Stock Road node - intends to densify and diversify activity, and improve the overall character and structure of the POA. The Town Centre falls into the POA's "Implementation Priority Zone" 2 and is the primary activity node and transport corridor within the POA. There are three Implementation Priority Zones.

Priority Zone (PZ) 1 is a north-south corridor with existing informal trading activity, and comprises Emms, Amsterdam and Ingulube Roads. This corridor links the NUNU town centre in the north and the Philippi (train) Station in the south. It also creates a northern gateway into the POA.

Priority Zone (PZ) 3 comprises a east-west corridor with existing informal trading activity along Sheffield Road. This corridor connects the north-south corridor (PZ 1)

IMPLEMENTATION PRIORITY ZONE 1

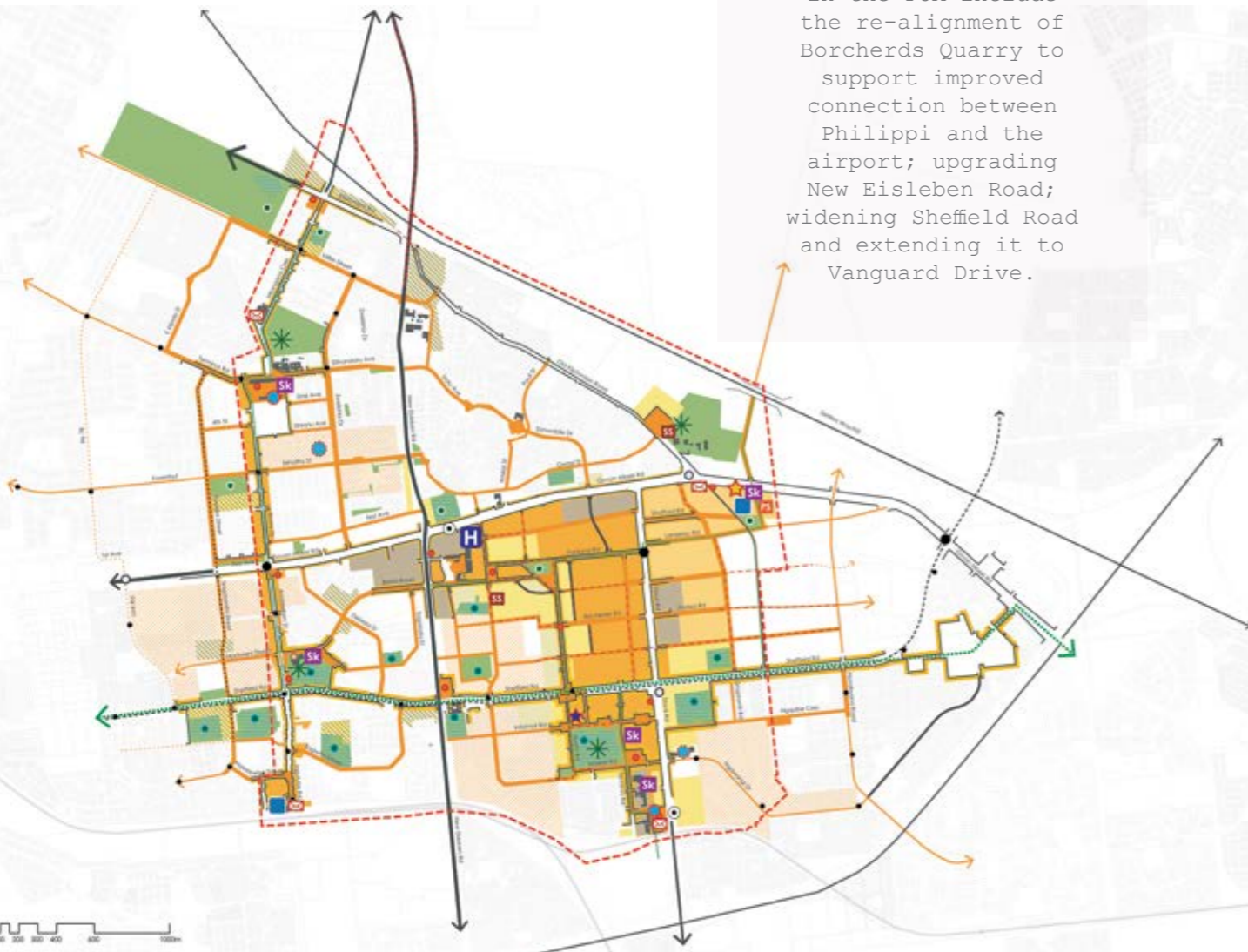
NORTH-SOUTH ACTIVITY SPINE
(EMMS, AMSTERDAM & INGULUBE CORRIDOR)

IMPLEMENTATION PRIORITY ZONE 2
TOWN CENTRE

IMPLEMENTATION PRIORITY ZONE 3
EAST WEST GREEN SPINE
(SHEFFIELD CORRIDOR)



Planned road extensions and alterations in the POA include the re-alignment of Borchers Quarry to support improved connection between Philippi and the airport; upgrading New Eisleben Road; widening Sheffield Road and extending it to Vanguard Drive.



LEGEND

- Safe Streets and Spaces Network
- Structuring Routes
- Ground Floor Street Activation
- Primary Green Spine (Storm Water Spine)
- Green Streets
- Primary Mobility Routes
- Secondary Mobility Routes
- New Connections
- Existing Institutional / Public Buildings
- Major Sports & Recreation Nodes
- Green Open Space
- Storm Water Retention Pond
- Local Sports Facilities, Parks & Food Gardens
- Markets & Informal trading hives
- Proposed Primary Schools
- Proposed Secondary Schools
- Proposed Skills Development Centres
- Proposed District Hospital
- Proposed Health Care Facilities (Clinics)
- Planned Regional Library & Relocation
- Planned Location of Regional Library
- Proposed Police Station
- Proposed Fire Station
- Proposed Post Office
- Town Centre Core - High Intensity/ Mixed Use
- MU Industrial
- MU Residential
- Insitu Upgrading
- Retail/Commercial Consolidation
- Publicly Owned Land
- Vacant/ Under utilised Land for Optimisation
- Areas Needing Street Names
- Major PTI (Planned)
- MyCiti Stations (Planned)
- MyCiti Stops (Planned)
- Railway & Stations

with Stock Road in PZ 2 and follows an existing series of retention ponds and vacant/underutilised land. PZ 3 is envisioned as a multifunctional corridor, serving as the primary green link within the POA, with a network of retention ponds addressing the area's stormwater challenges, and sports, recreation and food gardens spaces

with active frontage along its length.

PZs 1 and 3 function as secondary activity routes in the POA. Together, the three PZs intend to create a continuous movement circuit within the POA.

**Priority Zone 1:
Emms/Amsterdam/Ingulube Corridor**



PRIORITY ZONE 1 - NORTH SOUTH ACTIVITY SPINE PROJECTS:

1. Transport and Infrastructure

- 1.1 Klipfontein Road extension alignment
- 1.2 NUNU public transport upgrade
- 1.3 Emms/Ingulube High Street upgrade
- 1.4 High Street support routes
- 1.5 Philippi Station multi-functional facility upgrade
- 1.6 New Philippi Station access route

2. Stormwater

- 2.1- 2.3 Various stormwater upgrades to existing

3. Green Streets

- 3.1 Green streets improvements

4. Open Space (parks, sports & recreation)

- 4.1 NUNU multi-functional park upgrade

5. Public & Community Facilities

- 5.1 NUNU multi-functional community facility upgrade

6. Safe Streets & Public Space

- 6.1, 6.2, 6.4 Various safe street programme upgrades
- 6.3 Ntlangano Gateway public space
- 6.5 Philippi Station public space improvements

7. MU Economic Development

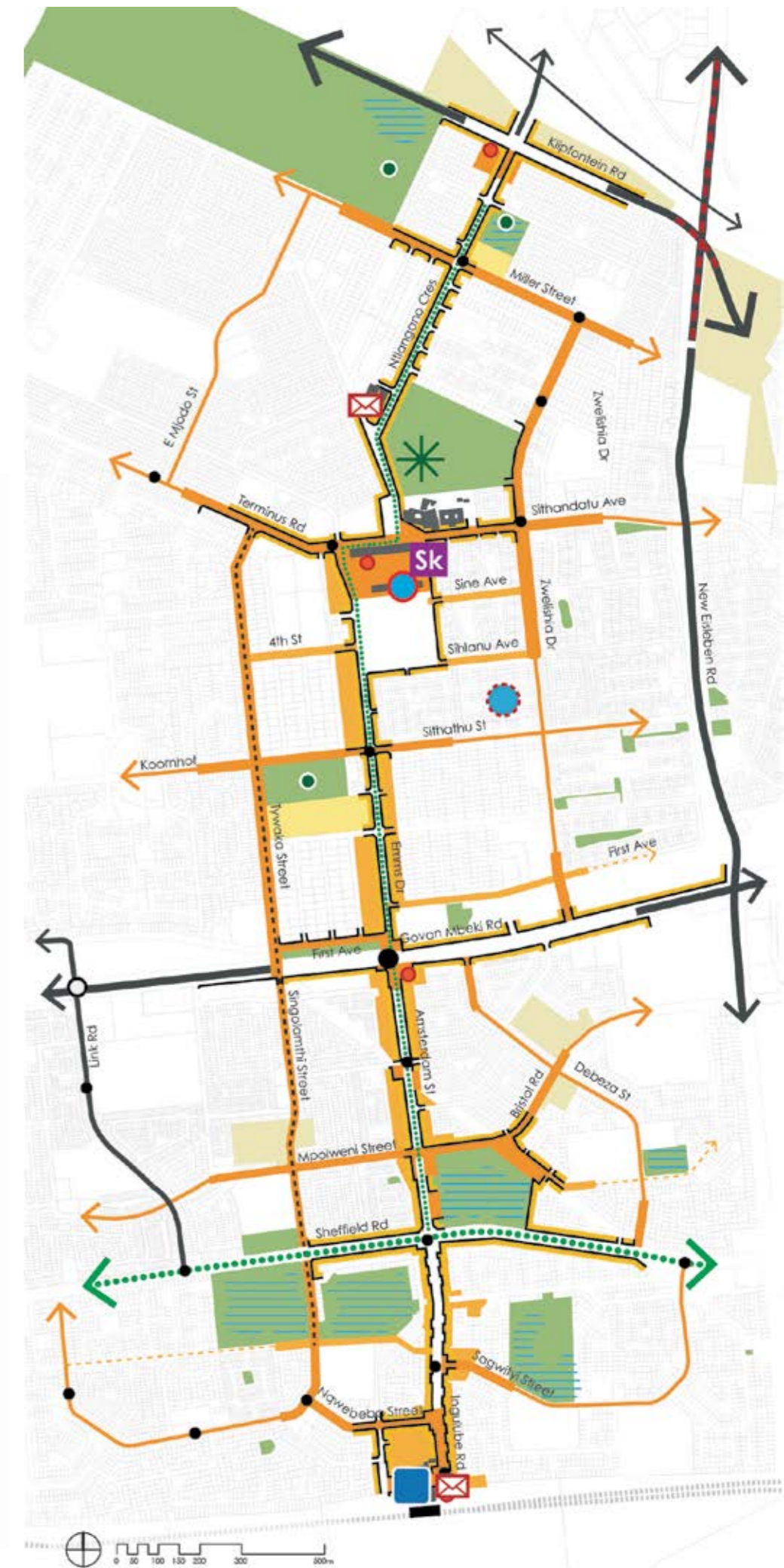
- 7.1 Ingulube Hives gateway
- 7.3 Philippi Station market and hives
- 7.4 NUNU trading facility upgrade
- 7.5 Gateway market and hive facility

8. Housing Development

- 8.1 Gateway In-situ upgrade
- 8.2 Klipfontein Road Ex In-situ upgrade
- 8.3, 8.4 New MU infill housing
- 8.5, 8.6 MU In-situ Upgrade

LEGEND

- Safe Streets and Spaces Network
- Structuring Routes
- Ground Floor Street Activation
- Primary Green Spine (Storm Water Spine)
- Green Streets
- Primary Mobility Routes
- Secondary Mobility Routes
- New Connections
- Existing Institutional / Public Buildings
- Major Sports & Recreation Nodes
- Green Open Space
- Storm Water Retention Pond
- Local Sports Facilities, Parks & Food Gardens
- Markets & Informal trading hives
- Proposed Primary Schools
- Proposed Secondary Schools
- Proposed Skills Development Centres
- Proposed District Hospital
- Proposed Health Care Facilities (Clinics)
- Planned Regional Library & Relocation
- Planned Location of Regional Library
- Proposed Police Station
- Proposed Fire Station
- Proposed Post Office
- Town Centre Core - High Intensity/ Mixed Use
- MU Industrial
- MU Residential
- In-situ Upgrading
- Retail/Commercial Consolidation
- Publicly Owned Land
- Vacant/ Under utilised Land for Optimisation
- Areas Needing Street Names
- Major PII (Planned)
- MyCiti Stations (Planned)
- MyCiti Stops (Planned)
- Railway & Stations



Priority Zone 3: Sheffield Road Corridor

Sheffield Road and New Eisleben Road are the POA's main mobility corridors, linking activity nodes and routes. Sheffield Road is both an activity and mobility route at different sections along its length. Plans are underway to extend Sheffield Road to Vanguard Drive, heightening its importance in the area's road network.

IMPLEMENTATION PRIORITY ZONE 3 - EAST WEST GREEN SPINE

PROJECTS:

1. Transport and Infrastructure

1.1 Sheffield Street Upgrade

2. Stormwater

2.1 Sheffield Street Stormwater management upgrades

3. Green Streets

3.1 -3.3 Green streets improvements

4. Open Space (parks, sports & recreation)

4.1 Vuyiseka multi-functional park upgrade

4.1 Sheffield multi-functional sports development

5. Public & Community Facilities

5.1 Vuyiseka community facility upgrade

5.2 Sheffield multi-functional community facility upgrade

6. Safe Streets & Public Space

6.1 Safe street programme upgrades

6.2 Street renaming project

6.3 Sheffield Street public space upgrades

7. MU Economic Development

7.1 New Eisleben market and hive facility

7.2 Sheffield Street market and hive facility

8. Housing Development

8.1 Erf 160 Old Boys Town

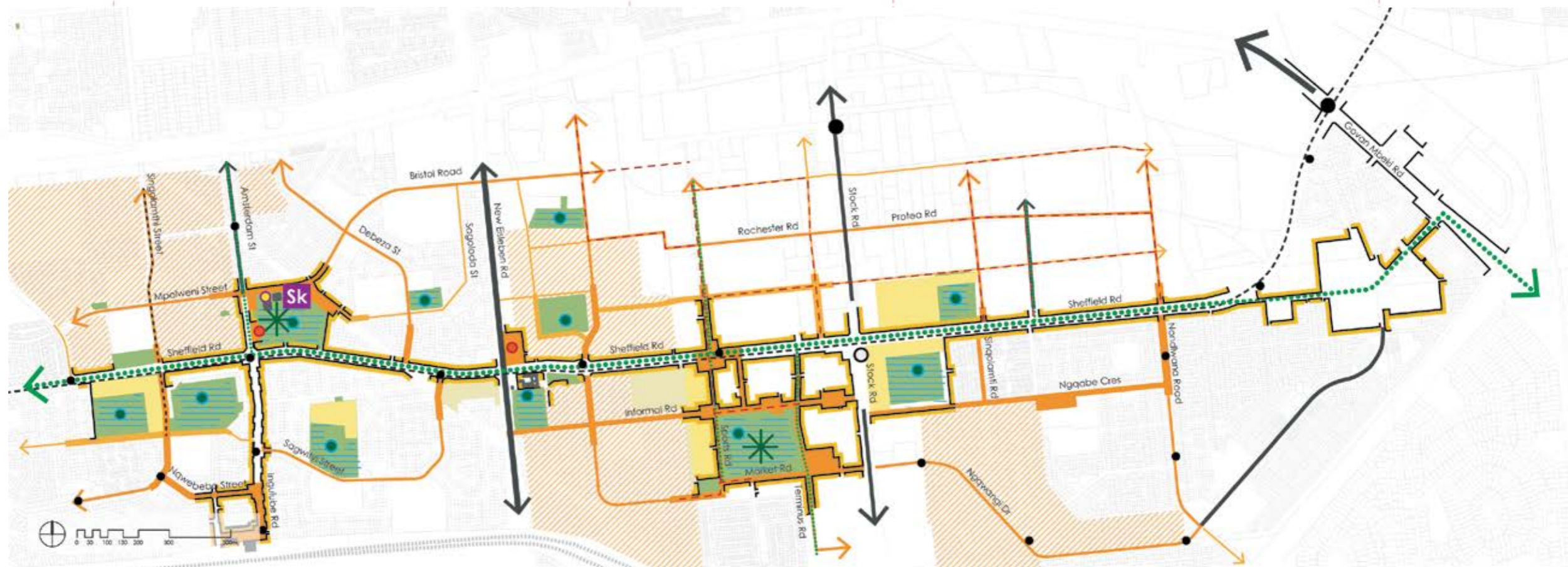
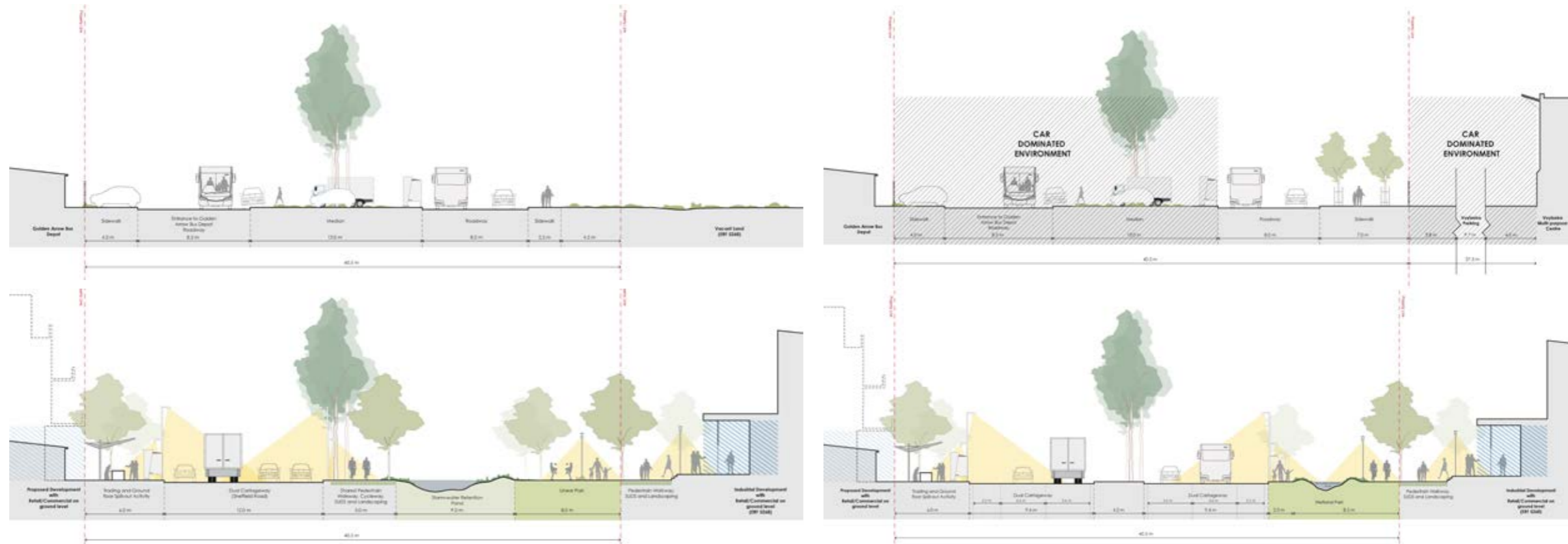
8.2 Browns Farm phase 5

8.3 Erf 5268- New MU high density on Sports Road

8.4, 8.5 Sheffield Street insitu upgrade

8.6 FAC Litha Labanthu Phase 2

8.7, 8.8 MU infill housing



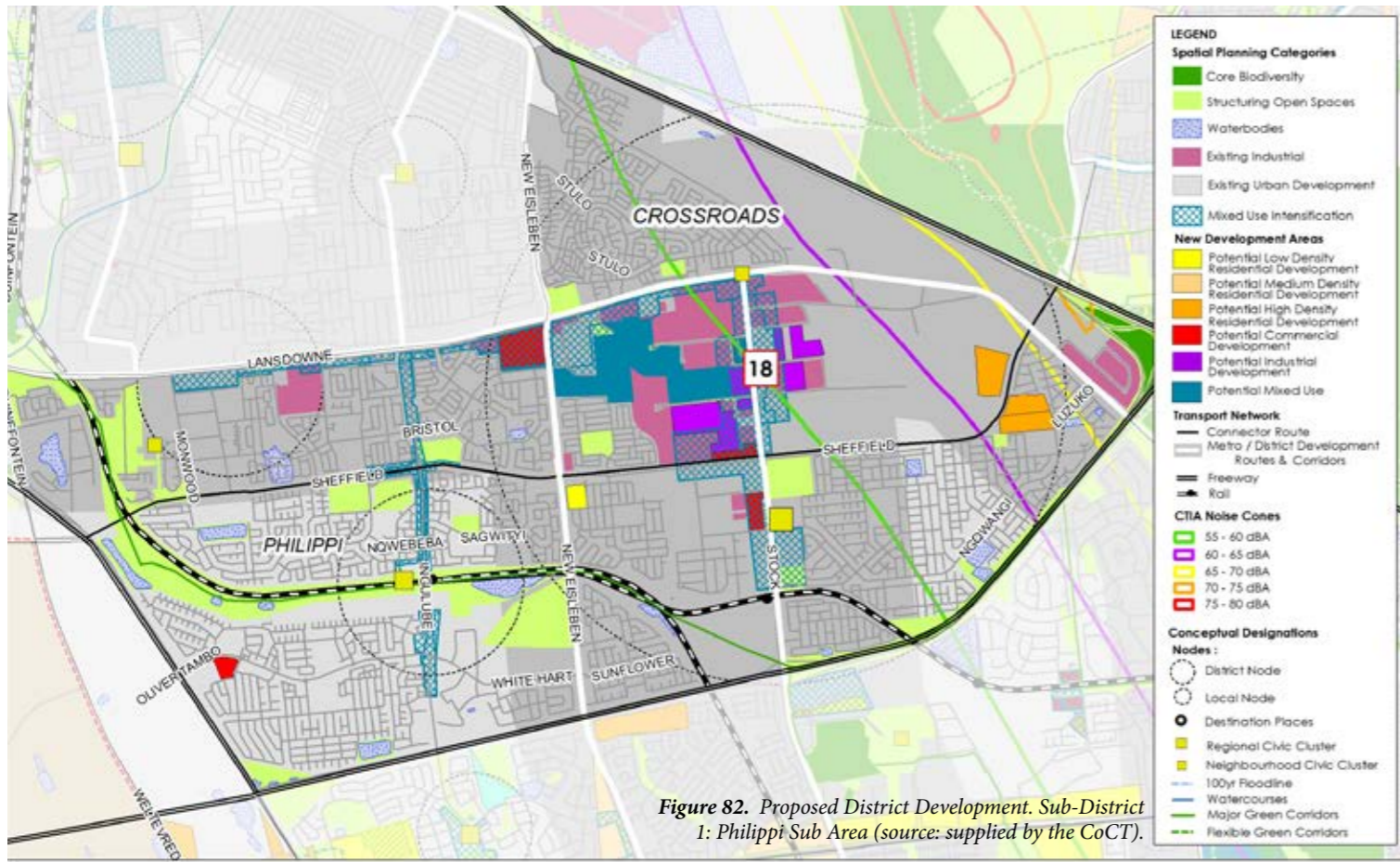


Figure 82. Proposed District Development. Sub-District 1: Philippi Sub Area (source: supplied by the CoCT).

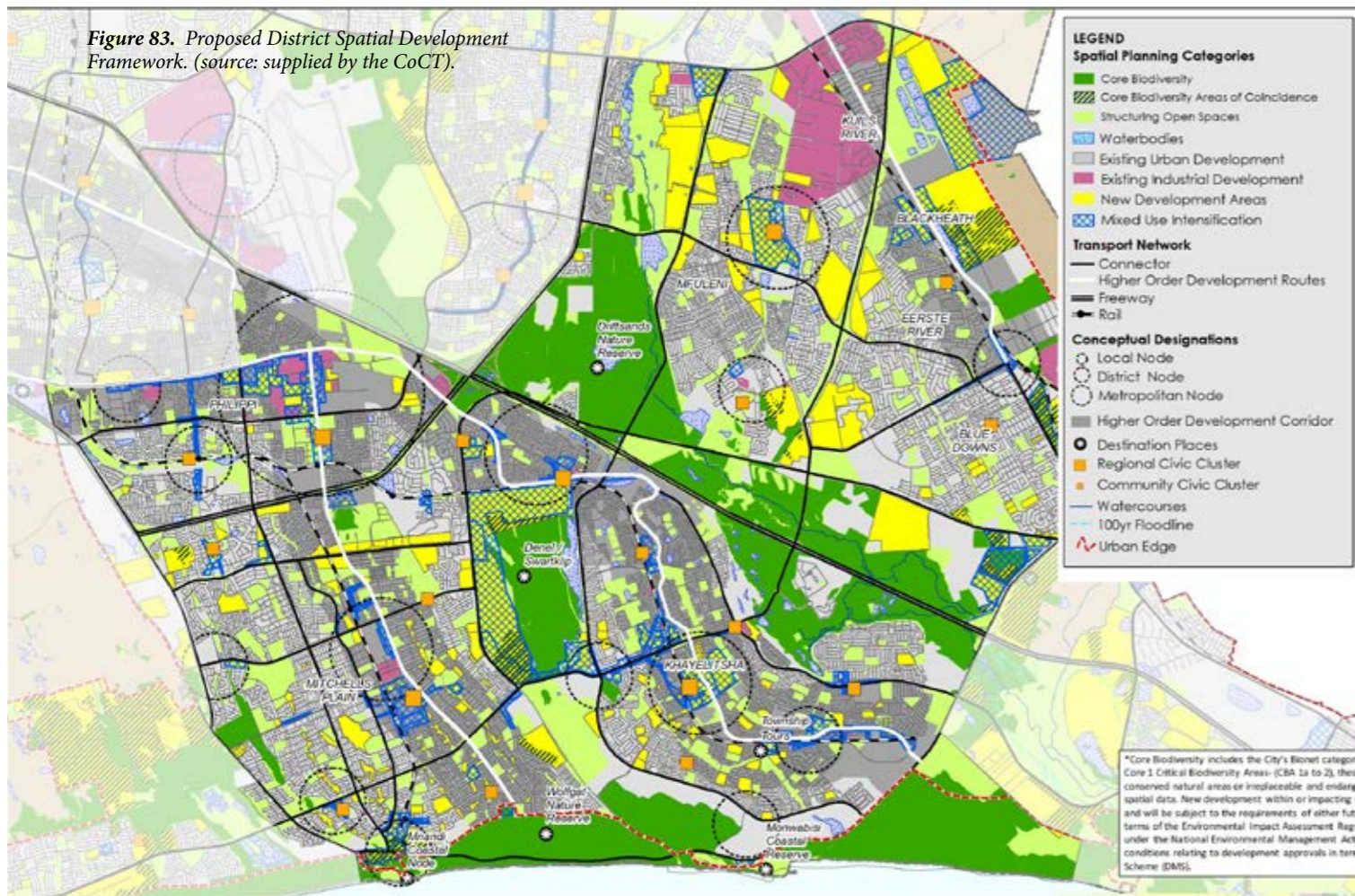


Figure 83. Proposed District Spatial Development Framework. (source: supplied by the CoCT).

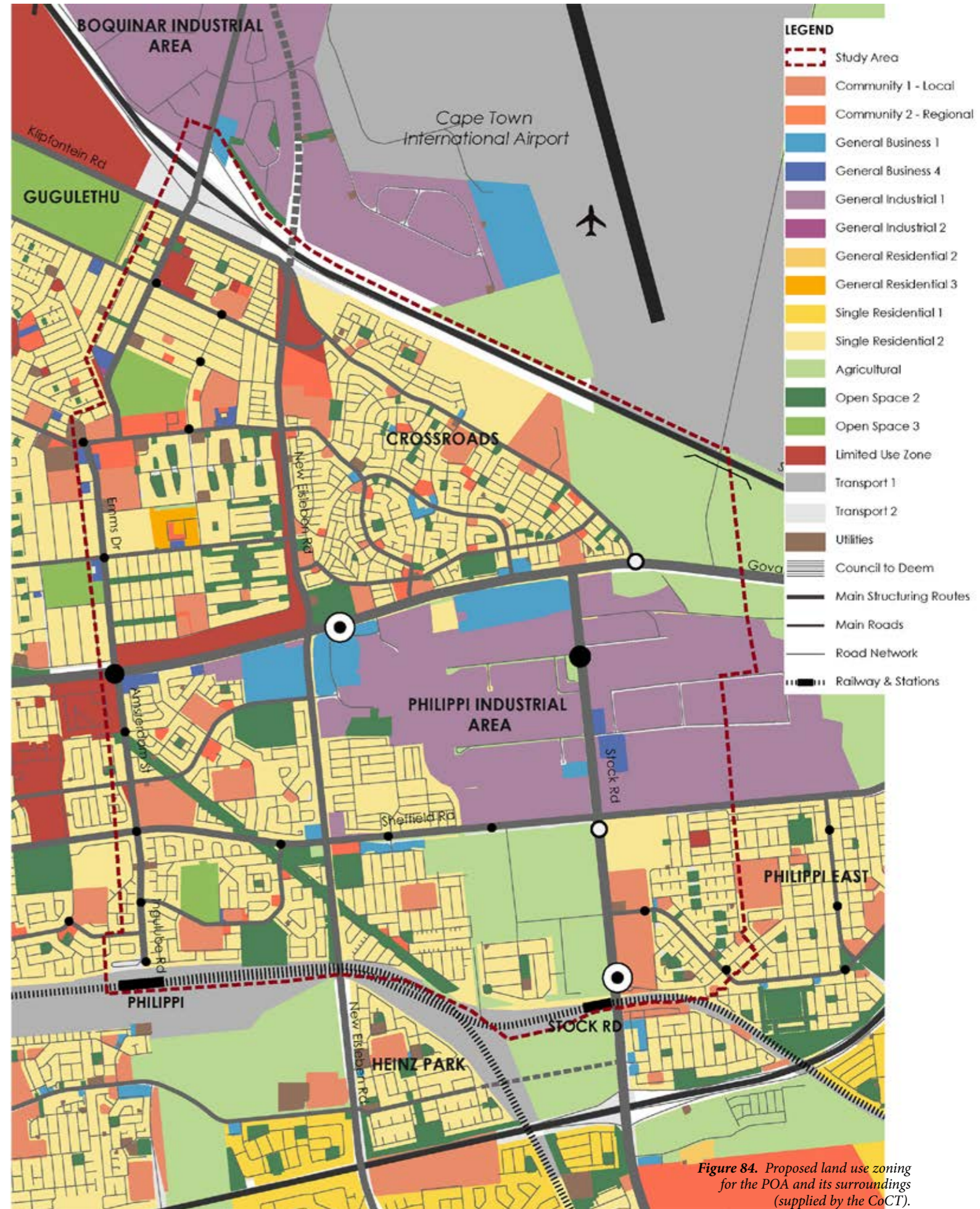


Figure 84. Proposed land use zoning for the POA and its surroundings (supplied by the CoCT).

Land and development in the POA

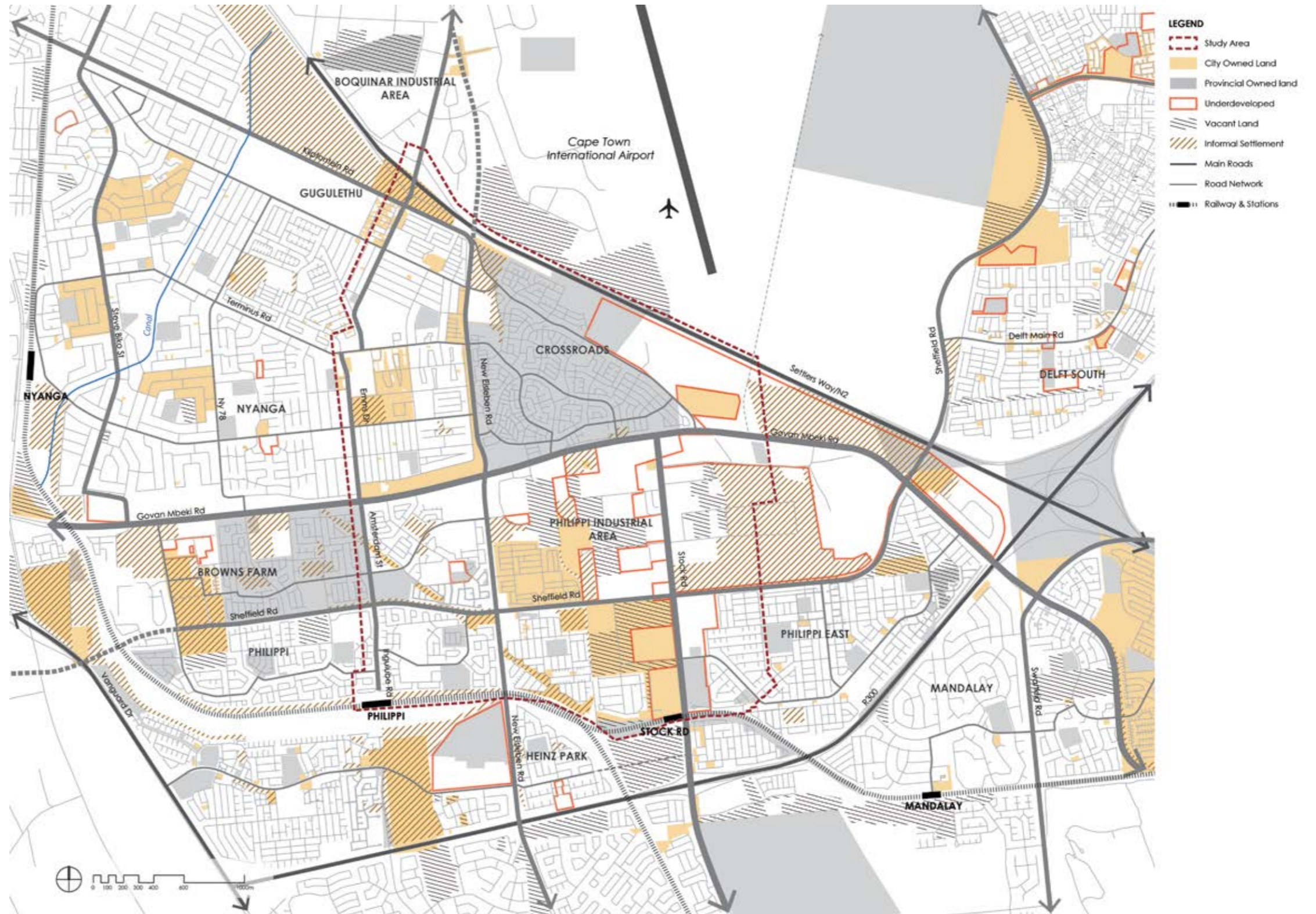
Most of the POA is currently used for residential development (formal and informal) at 34%, with road and rail infrastructure second at 31%. Despite Philippi's history as an industrial area, today retail and industrial activities comprise only 11% of the POA's total area. Industrial zoning is concentrated in the central areas of the POA where there are currently large underutilised/underdeveloped land parcels. There has been a shift away from the focus on industrial development in the area to more mixed use, high density forms of development. Existing retail development is clustered along the Govan Mbeki corridor with informal trading located predominantly on the Emms/Ingulube/Amsterdam corridor, Sheffield Road and New Eisleben Road.

PHILIPPI OPPORTUNITY AREA - EXISTING LAND USE DISTRIBUTION

Land Use	Area	Percentage of Total
	[ha]	(%)
Industrial	57,41	7
Commercial	30,47	4
Educational	30,78	4
Public Facility	13,31	2
Healthcare Facilities	1,63	0
Residential	213,08	26
Informal Residential	64,91	8
Institutional	11,61	1
Green Open Space / Parks	22,45	3
Sports Facilities	23,53	3
Glebe Trust / Heritage / Under developed	50,91	6
Vacant Land	45,19	6
Road/Rail Reserve	252,04	31
TOTAL	817,32	100

Accessing and developing appropriately located land is one of the CoCT's greatest challenges. There is 45ha of vacant land in the POA with approximately 35% in public ownership. Much of this land is located in a central position between Philippi Village and Jo Gabi/Stock Road station and includes the city-owned Erf² 5268 property which hosts the Philippi Fresh Produce Market, the Vuyiseka Sports Complex, and the long distance bus terminus. Large tracts of privately owned land also remain either under-utilised or completely vacant, providing immediate potential for land acquisition and development.

² South African legal term to describe a piece of land registered in a deeds registry.



The POA's LSDF has been criticised for lacking an overarching development framework, which risks development misaligned with the IDP and compromises the area and its residents' security against inequitable market forces (Du Trevou, 2017). Over the past fifteen years, tax incentives for development just outside of the CBD, led to the regeneration and gentrification of the suburb of Woodstock. Unprotected from powerful market forces, residents who could not afford inflated rentals were

LAND USE	Area (sqm)	Area (ha)
Use		
Multi - functional Green Open Space (including Stormwater retention)	521448,89	52,14
Town Centre Core - High Intensity/ Mixed Use	668173,55	66,82
MU Industrial	323250,97	32,33
MU Residential	443910,85	44,39
Insitu Upgrading	258545,58	25,85
Retail/Commercial Consolidation	237176,30	23,72

AVAILABLE VACANT LAND (Public & Private)	45,19
RESIDUAL VACANT LAND FOR DEVELOPMENT (Public & Private)	-79,35
AVAILABLE VACANT LAND (Public Only)	14,83
RESIDUAL VACANT LAND FOR DEVELOPMENT (Public Only)	-109,71

displaced to the peripheries of the city. These displacements have been compared to the forced removals of Apartheid, though exerted through economic forces instead of political (Not in my Neighbourhood, 2018; Arderne, 2022).

The existing open space network within the POA is disjointed and fragmented. Open space accounts for 12% of the overall land area which is very low in comparison to other established higher density suburbs in the City such as Observatory with a 25% open space ratio. Just under half of available open space in the POA is vacant with no defined use, making it a hotspot for crime, gang activities, dumping and littering. Litter and insufficient waste management³ is evident on public streets and open spaces, leading to contamination and pollution of water systems. Apart from existing sports facilities, no high order natural amenities or attractions for recreational use occurs in the POA. There is a limited number of public spaces within the POA, and most are very poorly maintained.

Public Investment in the POA

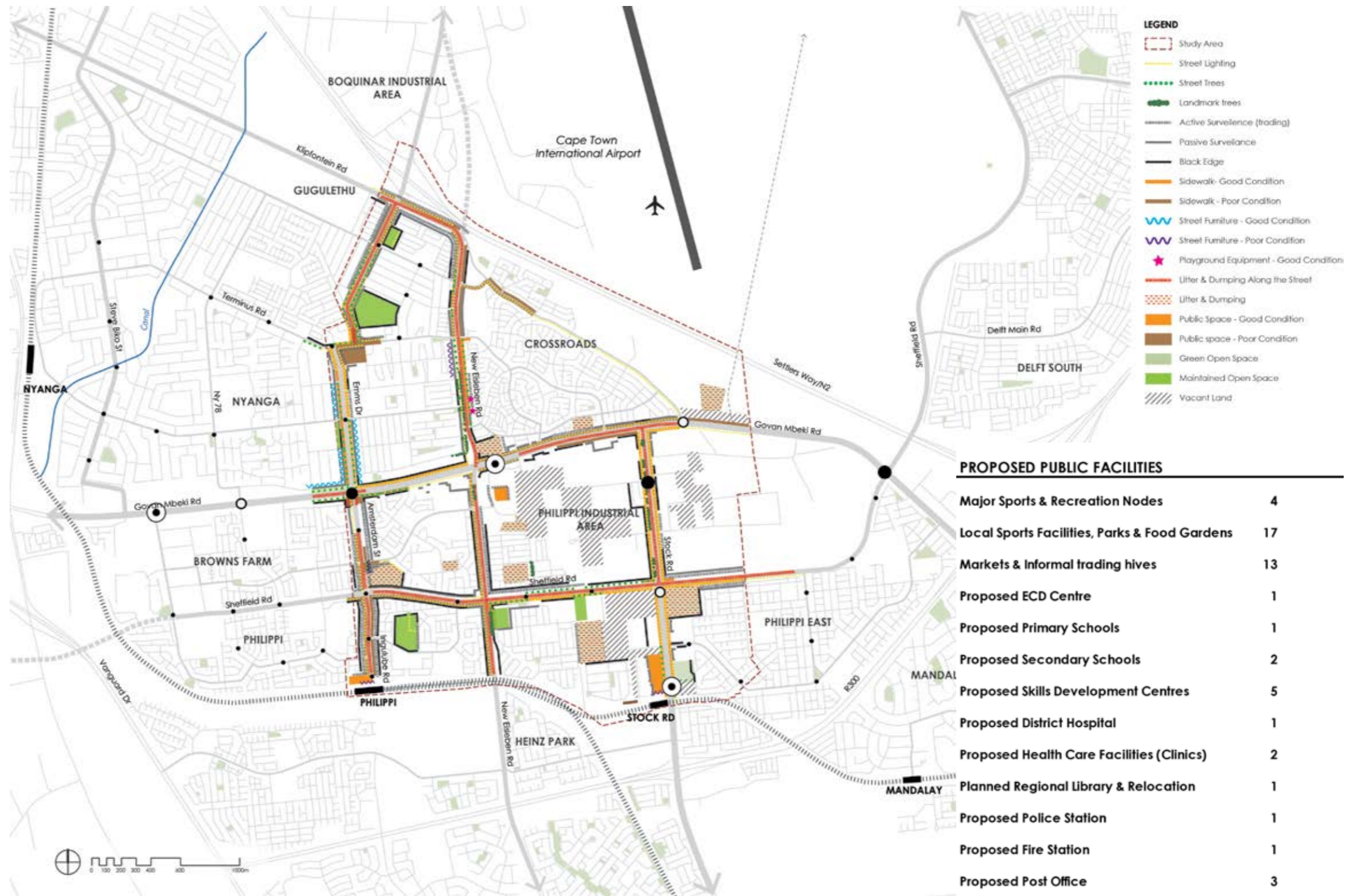
Short-term investment: national, provincial, and local government capital projects (2019-2022)

Planned expenditure across all spheres of government in the next 3 years is estimated to total R3,726 billion (USD 210M). Planned expenditure is broadly distributed across the POA and across sectors. The primary focus for expenditure is the following projects: the realignment of Borchers Quarry Road; Mvula Primary School upgrade; clinic upgrades; library upgrades and extensions.

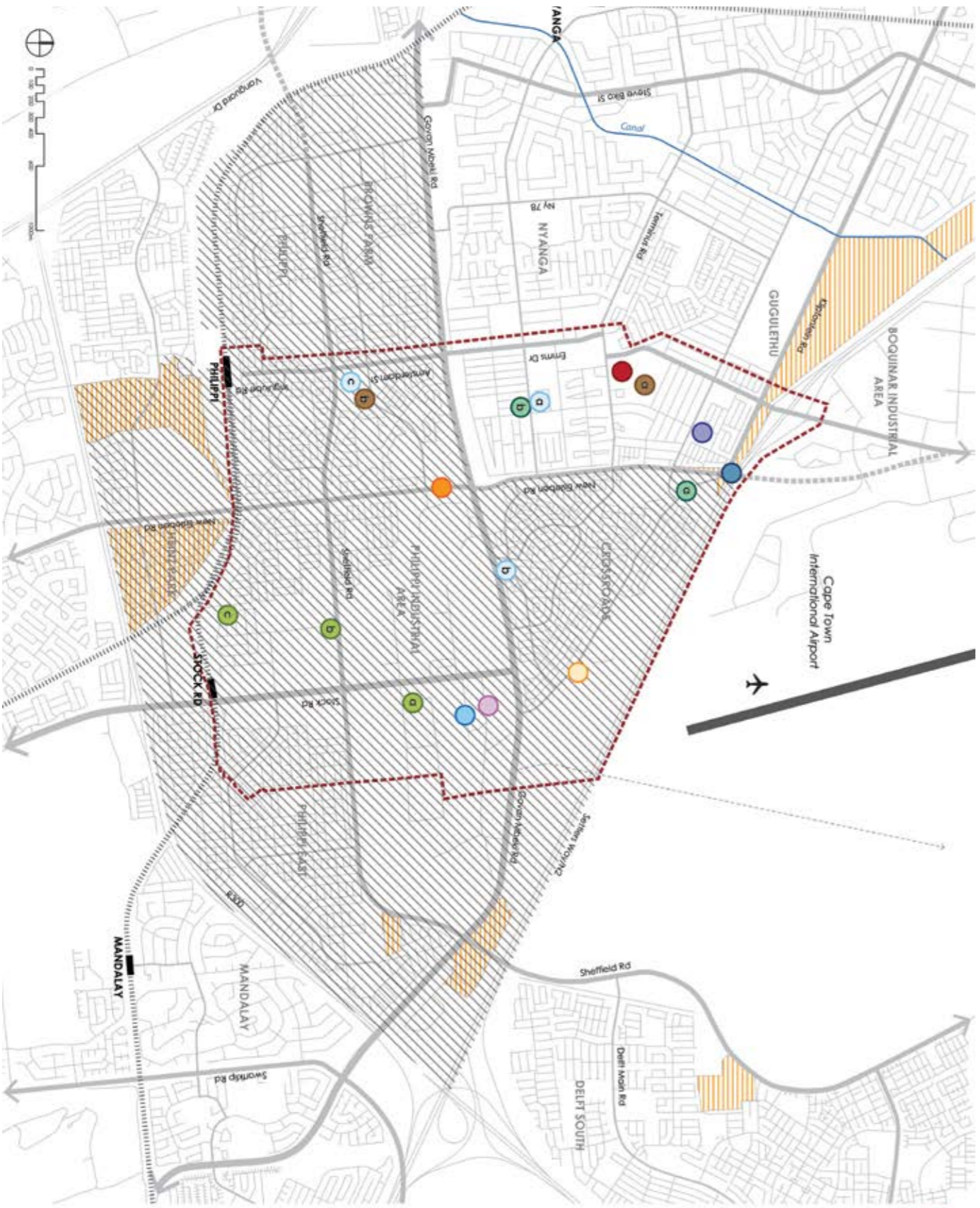
Short- to medium-term investment: local government capital projects (2016-2026)

Overall planned expenditure between 2015 – 2026 is R2,537 billion (USD 140M) with the largest proposed investment being directed towards infrastructure and water and waste management projects. To date, even with significant public sector investment, limited noticeable positive change is evident. Fragmented spending and investment is not leading to catalytic change on the ground.

³ The CoCT Waste Department has completed a waste management and recycling policy that can guide improved waste management initiatives. There are also several recycling pilots being trialled across the City. Local waste pickers (locally known as “skarelaars”) comprise the informal waste and recycling sector. The skarelaars are driven by economic incentives, not environmental ones, and streets strewn with waste that lacks economic value are still commonplace in the skarelaars’ areas of practice (Timm, 2015).



Public Facility Category	Land Area Requirement for New Known Facilities
EDUCATION	11.06
GREEN OPEN SPACE	84.50
HEALTH CARE FACILITIES	14.63
OTHER COMMUNITY AND CULTURAL FACILITIES	0.36
STORMWATER	14.00
TOTAL	124.54



- LEGEND**
- Study Area
 - Main Structuring Routes
 - Main Roads
 - Road Network
 - Railway & Stations
 - CITY OF CAPE TOWN**
 - City Health
 - Nyanqa Clinic Upgrade & Diagnostic Services
 - Planning & Development PMO
 - Nyanqa Integrated Facility
 - Philippa Integrated Precinct
 - Metropolitan Police Services
 - CCTV Cameras Subcouncil 13
 - Asset Management & Maintenance
 - Upgrading of New Eldersden Rd
 - Recreation & Parks
 - Upgrade Parks - Ward 35
 - Philippa East MFC - Furniture
 - Upgrade Parks - Ward 88
 - Water & Sanitation Management
 - Cape Flats Aquifer
 - Library & Information Services
 - New Nyanqa Regional Library
 - Crossroads Library - Books & MV
 - Motels
 - Brown's Farm Library - Aluminium Enclosure, Books & Equipment
 - WESTERN CAPE GOVERNMENT**
 - Education
 - Makalo Primary School
 - Transport & Public Works
 - CI029 A18 Roadway Roadworks Quarry Phase 2
 - Human Settlements
 - NZ Gateway Crossroads URP
 - Social Development
 - Suburbanisation Solutions
 - Elders' Daycare Centre
 - Planned Housing Projects
 - STATE OWNED ENTERPRISES**
 - ESKOM Distribution



- LEGEND**
- Study Area
 - ADDITIONAL PROJECTS**
 - City Health
 - St Vincent Pharmacy Extension
 - Momonile Clinic Extension
 - Nyanqa Clinic Extension
 - Recreation & Parks
 - Develop Ford to South Field
 - Milnes Cape South Field Upgrade
 - Upgrade Park MtNyanqa Central
 - Nyanqa Football Field Upgrade
 - Upgrade Gym Facility Ward 37
 - Zebra 5 & 8 Centre Upgrade
 - Development of New Park In Cross Roads
 - Development of May Park
 - Upgrade Parks - Ward 36
 - Upgrade Parks - Ward 35
 - Upgrade Parks - Ward 88
 - Upgrade PMS - Ward 34
 - Upgrade Sogodons Park
 - Solid Waste Management Area Clearing
 - Water & Sanitation Services
 - Cape Flats Aquifer
 - Housing Development
 - CRU Revitalise Nyanqa
 - JAC Ultra Labours Phase 2
 - Let 140 Boys Town Philippi
 - Brown's Farm Phase 5
 - Library & Information Services
 - Nyanqa Library Upgrade and Expand
 - Brown's Farm Library - Various Upgrade
 - Crossroads Library Upgrade
 - Philippa East Library - Various Upgrade
 - Malpa
 - Metropolitan Police
 - CCTV Cameras - Sub Council 13
 - Safety & Security
 - Neighbourhood Watch Equipment Ward 88, 37 and 39
 - Infrastructure Implementation
 - Stock Road Taint & Station
 - Philippa Depot Building
 - Sheffield - Walker Tunnels
 - Preston Bridges

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PUBLIC FACILITIES

Category	Facility Type	Facility Requirement (pp/facility)	Number of Facilities Required (CSIR 2015 Stds)	Number of Facilities Existing	Shortfall in Facilities Provision	Known City Planned Facilities & Projects
EDUCATION	University	1 000 000	0	0	0	
	Tertiary training	400 000	0	0	0	* High youth unemployment levels indicate a need to additional local training
	Secondary school	12 500	10	10	6	4
	Primary school	8 000	15	15	13	2
	Small creche	1 000	119	Unknown	Unknown	Unknown
	ECD Creche	2 000	60	Unknown	Unknown	Unknown
	ECD resource hub and care centre	20 000	6	Unknown	Unknown	Unknown
	Sports Fields / Neighbourhood park	6 000	20	6	6	14
	Local sports facility (complex)	20 000	6	2	2	4
	District park / Rec facility	60 000	2	2	1	1
	Sub-regional park metro sports	120 000	1	1	0	1
	Regional metro sports complex	500 000	0	0	0	1
	Local / neighbourhood park (play)	2 000	60	21	21	39
	Cemetery	50 000	2	1	1	1
GREEN OPEN SPACE	Small Clinic	5 000	24	3	21	2 Planned Clinic Extensions
	Small health centre	30 000	4	2	2	2
	Medium health centre	60 000	2	0	0	2
	Large health centre	90 000	1	1	1	0
	District hospital (200 beds)	100 000	1	0	0	1
	Regional hospital (300 beds)	350 000	0	0	0	0
	Fire Station	100 000	1	0	0	1
	Police Station	60 000	2	2	2	* High crime requires additional police presence
	Post Office	20 000	6	Unknown	Unknown	Unknown
	Community Centre/hall	50 000	2	7	7	Potential to explore optimisation of these facilities with increased MU activities inclu skills development
OTHER COMMUNITY AND CULTURAL FACILITIES	Religious Centre	6 000	20	Unknown	Unknown	Unknown
	Community Library	40 000	3	4	1	2 Library Equipment Upgrades & 1 Library Expansion
	Regional Library	120 000	1	1	1	0
	City wide Library	450 000	0	0	0	0
	Major public venue	1 000 000	0	Unknown	Unknown	N/A
	Local Market	20 000	6	Unknown	Unknown	N/A
	Old Age Home	50 000	2	Unknown	Unknown	N/A
	Childrens Home	60 000	2	Unknown	Unknown	N/A
	ICT access point	20 000	6	Unknown	Unknown	N/A
	Social grant pay point	40 000	3	Unknown	Unknown	N/A

ROUND TABLE #1

19 October 2022

working with the legacy of inequalities

Thirty years after Apartheid's end, the footprint of its spatial planning is still very present in Cape Town. What are the factors contributing to the enduring continuation of the city's challenge of inequality? What have been the local authorities' different approaches to combatting inequality in the past, and what are the current strategies led by the City of Cape Town?

Speakers:

Welcomes:

Christine Lepoittevin, Director of Les Ateliers

Zoe Ramondou, French Development Agency

Nigel Titus, Manager: District Planning and Mechanisms - Urban Planning and Design, City of Cape Town

Introduction of the workshop context and topic:

Blanca Calvo Boixet, Workshop Pilot

Olawale Olusoga, Workshop Pilot

Guest speakers:

Fadly Isaacs, architect and lecturer, University of Cape Town

Justin Paul Visagie, economist and researcher, Human Sciences Research Council

Nigel Titus, Manager: District Planning and Mechanisms - Urban Planning and Design, City of Cape Town

Speaker #1

Fadly Isaacs:

Historical and urban perspectives on the post-apartheid city

Case study of three neighbourhoods on the Cape Flats

Cape Town, 1900-2020

The making of space across different epochs, this presentation led us through the development of Cape Town, identifying local and global ideologies and forces that produced Cape Town today.

If Cape Town's challenges are mainly social, how does the architecture and spatial planning of the Cape Flats influence these challenges?

Speaker #2

Justin Paul Visagie:

Continuity or change?

Social and economic inequalities in Cape Town

Since the turn of democracy, demographic statistics have revealed that Cape Town continues to remain entrenched in inequality, and divided across racial lines. Mr Visagie suggests that the drivers of this inequality have shifted since 1994, identifying labour market changes and property market forces as key factors in the city's continued inequality and segregation.

The shortfalls of South Africa's housing policy have been a major barrier to achieving spatial integration. What is an alternative approach to housing and achieving spatial integration that incorporates densification and informality?

Speaker #3

Nigel Titus:

City of Cape Town

Approaches to fight spatial inequalities

Outlining Cape Town's spatial inequalities and the local government's approaches to combatting them: locating opportunities and encouraging their mixed-use development; identifying well located (primarily city-owned) land for development; a land use model for directing new development; improving public transport to connect people to opportunities; targeting strategic development areas to restructure the city.

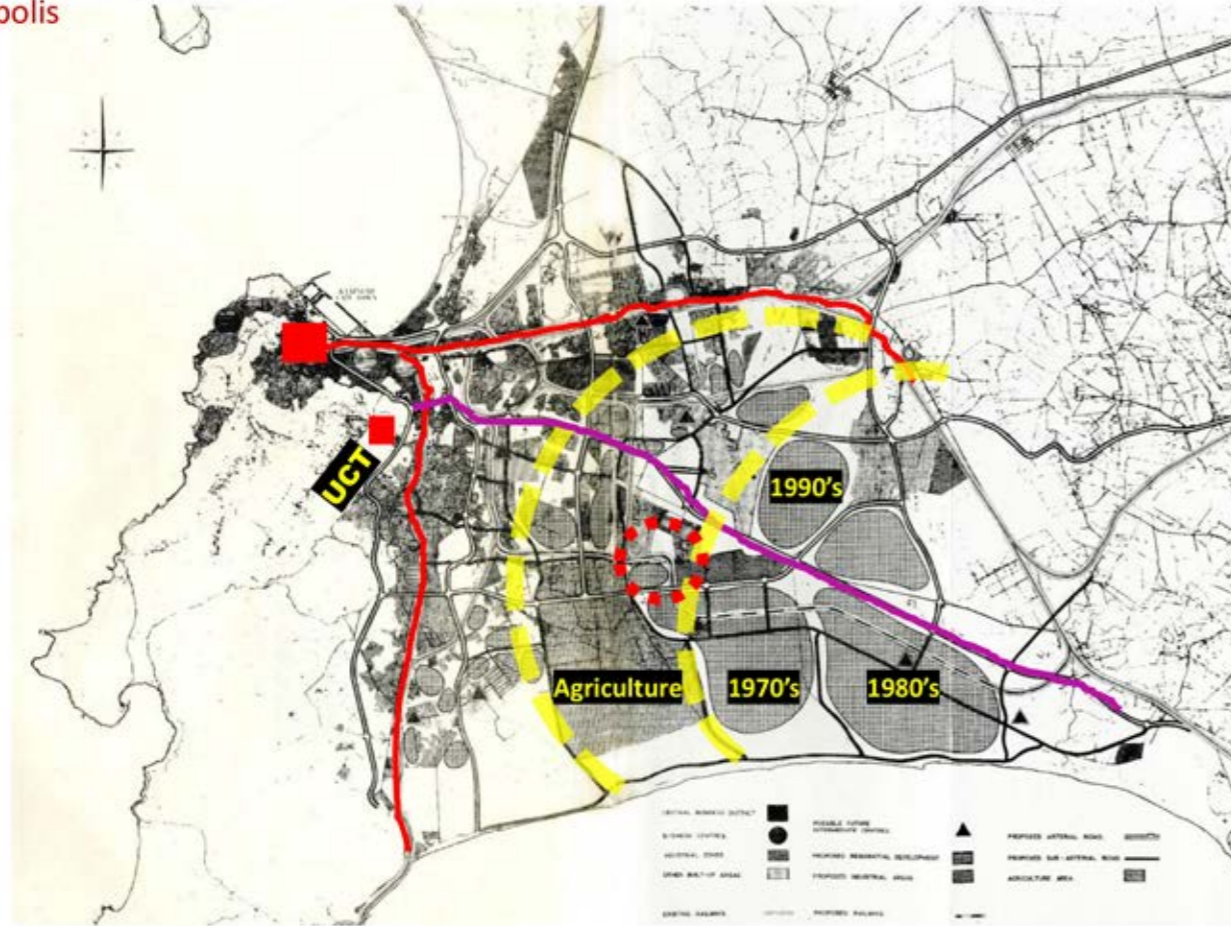
Cape Town may be a world class tourist destination, but it is still located in a developing country with limited resources. Where are the key opportunities - the strategic areas - that can be leveraged through small interventions to have the biggest impact?

Well located land is a rare asset. How can the existing well-located land be used as effectively and efficiently as possible?

A note on City projects and financing:

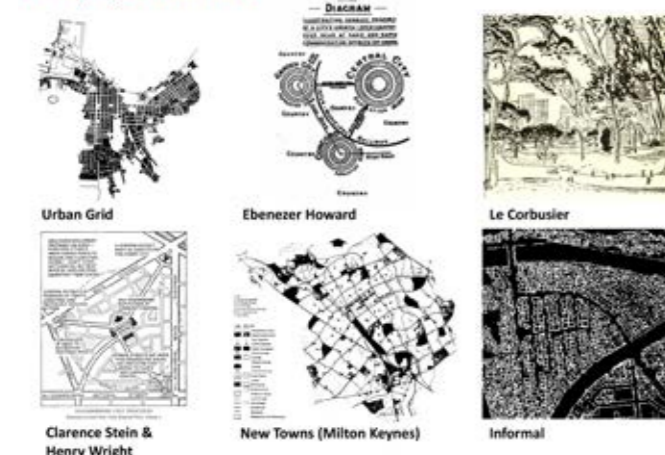
Projects are identified through cascading levels of planning (as outlined under the section titled "Government"). Projects present themselves through an alignment with these spatial plans, or as need arises, or through political agendas. Projects are then financed through National Government Allocation, local rates (City budget), Private and City partnerships, or NGO's and private developers. Any project has to go through the City's annual budget cycle, which is linked to the IDP. This is informed by projects proposed either by the line departments (transport, spatial planning, etc.) or the subcouncils and communities. These proposals then go into the budget allocation process, which balances the "wishes" with the finances available in the city. Funding is then allocated according to an annual and a five-year budget cycle.

1967 – 2020, Cape Town Metropolis



Master Plan for the Cape Flat Preliminary report. Joint Town Planning Committee of Cape and Stellenbosch, 1967

Urban Typologies: SPATIAL TYPES

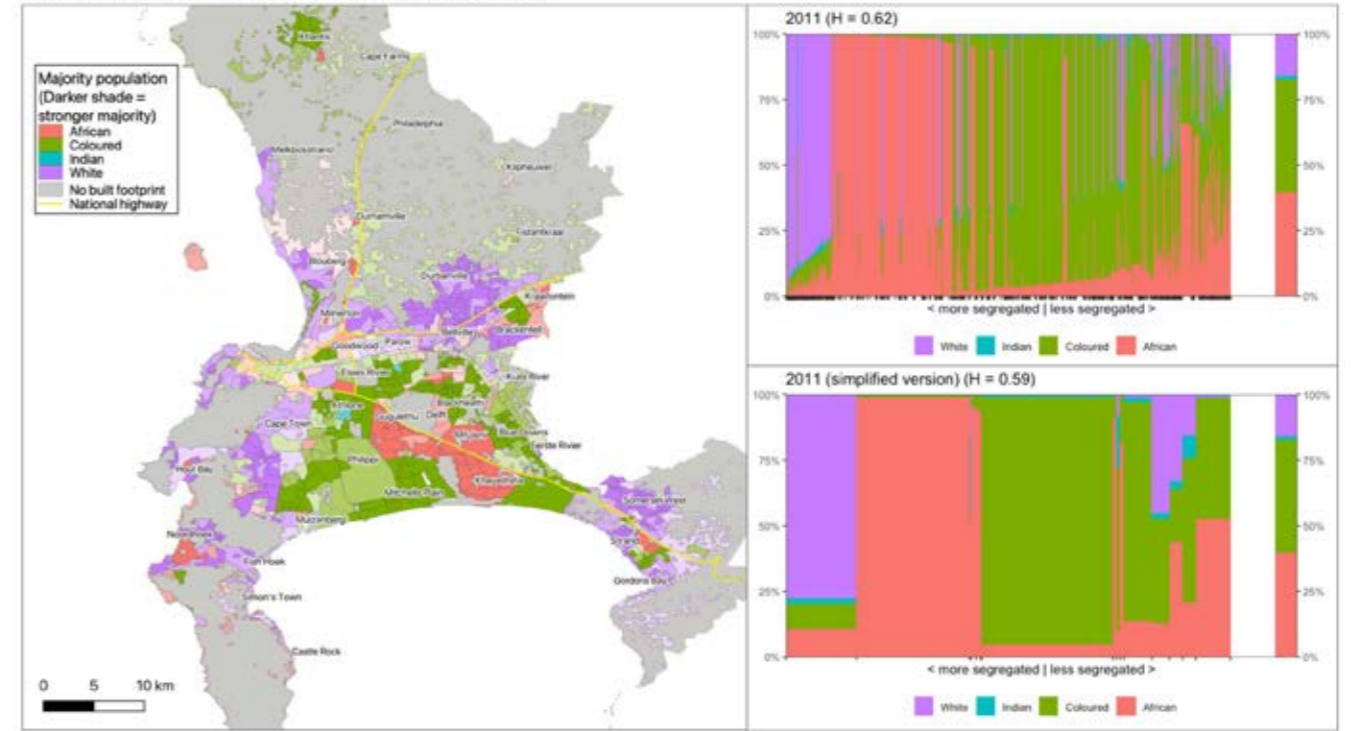


WORLD CLASS GLOBAL DISCOURSE



Control - Orderliness 'Native Reserves' (of labour)

Figure 3: Visualising segregation at the neighbourhood level, 2011



Source: Census 2011, sub-place tracts

Figure 85. (top-left) Planned development for Cape Town, 1967 (source: Fadly Isaacs).

Figure 86. (bottom far left) Global/local parallels (source: Fadly Isaacs).

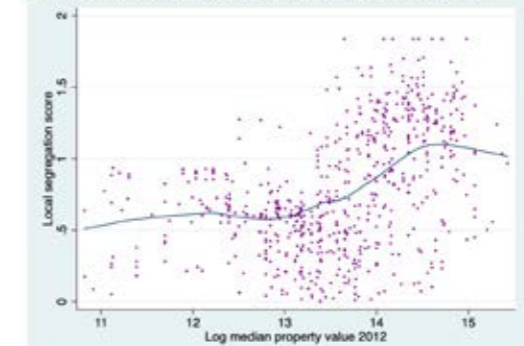
Figure 87. (bottom left) Designing for control (source: Fadly Isaacs).

Figure 88. (above) Segregation in Cape Town (source: Justin Visagie).

Figure 89. (right) Labour forces and property market trends (source: Justin Visagie).

Figure 90. (below) Effects and costs of spatial inequality (source: Nigel Titus).

Figure 5: Correlation between property values and local segregation scores, 2011



Source: Cape of Cape Town, Median property valuation data for freehold residential pro 2012; Census 2011

Notes: A large number of poor sub-places do not have municipal property evaluation data therefore missing in the figure.

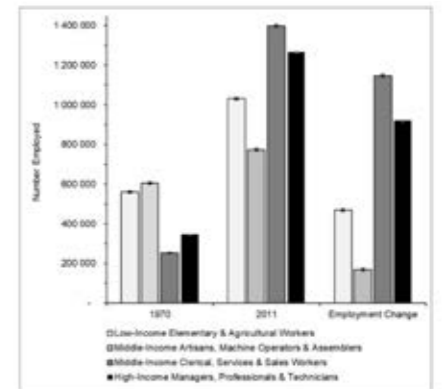


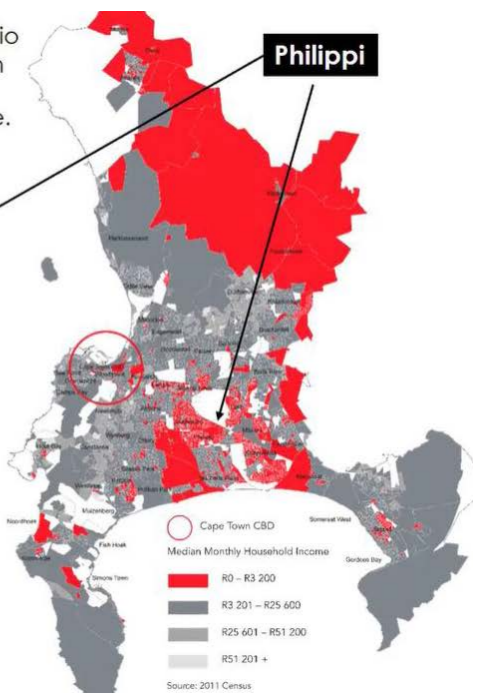
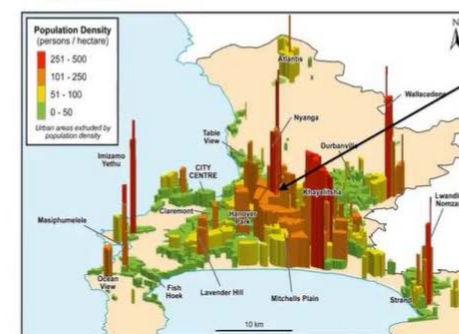
Figure 2: Employment by low-, middle- and high-income occupational groups in Gauteng, 1970 to 2011. (Error bars indicate the 95% confidence intervals).

Source: Crankshaw, 2022

Effects of spatial inequality → Historical apartheid spatial planning and socio economic engineering resulted in the majority of the urban poor residing in remote areas

Cost of spatial inequality → Inequitable and non-integrated urban form (i.e. separated land uses) result in the following:

- High cost of access to user groups including direct and indirect costs – crime, safety, congestion & flexibility
- The average direct transport cost for the low-income public transport user group is 43% of monthly household income, against the internationally accepted norm of between 5 and 10%



ROUND TABLE #2

26 October 2022

Philippi, keys for the future

Philippi is one of Cape Town's poorest neighbourhoods. It has also been at the centre of public policy attention, and is intended to emerge as a metropolitan node in the city. What initiatives can be found in Philippi, and what are the factors for success and failure? What are the assets and challenges of the area?

Speakers:

Welcomes:

Christine Lepoittevin, Director of Les Ateliers

Zoe Ramondou, French Development Agency

Frank Cummings, Director: Urban Catalytic Investment, Spatial Planning and Environment Directorate, City of Cape Town

Introduction of the workshop context and topic:

Blanca Calvo Boixet, Workshop Pilot

Olawale Olusoga, Workshop Pilot

Guest speakers:

Mercy Brown-Luthango, Sociologist, African Centre for Cities / University of Cape Town

Lorraine Nzimande, Senior Professional Officer: Urban Catalytic Investment, City of Cape Town

Andrew Harris, Manager: Public Transport Implementation and Partnerships, Transport Infrastructure Implementation, City of Cape Town

Egbert Wessels, Manager of the Precinct Management Unit, Philippi Economic Development Initiative

Bushra Razack, CEO of the Philippi Village

Speaker #1

Mercy Brown-Luthango:

The African Centre for Cities' Philippi CityLab

"Local development in places like Philippi can not be understood in isolation of broader socio-economic, political and institutional dynamics"

Unpacking Philippi through a range of projects initiated by public, private and civil sector in Philippi. Concluding recommendations included: building connections, incremental approach, inclusion and community participation, working at a local scale.

Philippi has many assets, such as its geographically (and politically) central location, its existing transport infrastructure, and its proximity to economic opportunities. Why, then, do both the publicly and privately driven projects initiated in the suburb continue to fail?

How do we strengthen bridging social capital within a context marked by conflict, to ensure sustainable development and the longevity of projects?

Speaker #2

Lorraine Nzimande:

The Philippi Opportunity Area (POA)

Planning, studies & initiatives towards the Metro Node

An introduction to the City's Local Spatial Development Framework concerning the Philippi Opportunity Area, its conceptual framework, regeneration themes, and planned projects.

Philippi is a place of constant flux. While Philippi evolves at a rapid rate, bureaucratic government processes slow down the implementation of the City's ambitious spatial planning policies. This results in a misalignment of community need and City policies (Dream vs. Reality). How can the City overcome this disparity and effectively implement their plans?

Speaker #3

Andrew Harris:

Metro South East Corridor Implementation (IRT Phase 2A Overview)

Preliminary studies revealed the need for BRT (MyCiTi) to fill the east-west gap in the city's rail network, improving access to economic opportunities for residents in the metro south-east. Phase 2A consists of 3 elements: capital infrastructure, operational implementation, and the ORIO programme. The ORIO programme is an integrated participatory planning approach to the development of public transport interchanges.

Speaker #4

Egbert Wessels:

An account of the Philippi Economic Development Initiative (PEDI), its history, aims, and initiatives. PEDI connects different stakeholders in Philippi, breaching the silos of project planning.

Speaker #5

Bushra Razack:

An account of Philippi Village, its history, and its evolution over the years as it learns from experiences in the field. Philippi Village leverages cross-sector partnerships to run projects arisen out of deep community engagement.

How can partnerships with existing initiatives like Philippi Village and PEDI be used to their full potential?

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