

SOCIAL DEVELOPMENT FOR THE CAPE FLATS:

AN ALTERNATIVE PLANNING STRUCTURE.

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SECTION O. INTRODUCTION

O.1. SYNOPSIS

An initial analysis into the present problems which will affect the future growth of the Western Cape resulted in the conclusion that the situation of the Coloured population is the factor most urgently requiring positive planning resolutions. Understanding the area's problems leads one to conclude that the main thrusts must be directed towards increased opportunities for the residents to fulfil their potential, and towards a greater involvement in the decisions made about their future.

The arrangement of the thesis was thus developed around the three inter-related notions of administrative structure, human resources and social development, physical and economic resources. An unbound 'process diagram' is provided in the back cover to facilitate an understanding of the sequence adopted.

The administrative and planning activities of various local authorities, particularly the Cape Town City Council, were investigated with respect to the relationship between their actions and the causes of problems on the Flats. The complexity of social problems necessitated a consideration of the concept and the theory of social development. This was defined as the process whereby the individual and/or group is enabled to increasingly participate in and contribute to the growing flow of social transactions over time. By adopting Social Development as the goal for the Cape Flats, and developing objectives for its six primary subsystems (housing, education, employment, recreation, community and civic), the subsequent form of the thesis was established.

In developing the rationale of an administrative structure (i.e. a local authority), the importance of a goal-oriented operation leads to the definition of certain design criteria. A model is described which clarifies the role of the input process, the conversion process and the output process. Feedback of goal-achievement is an integral part of the model.

By detailing the criteria for greater involvement by man in his six major roles, objectives are produced which not only provide the framework for the operation of the new authority, but which also direct the creation of the structure itself. The objectives are also used as tools to analyse the physical and economic resources available to the residents.

The various design criteria, objectives and resources are then welded together to form an administrative structure whose operation is detailed over a defined land area. The social strategies which this body could adopt would cause physical consequences and where appropriate these are shown on the maps. Two models which would flow from, and satisfy, the goal of social development are presented.

The introduction of the proposed Administrative Structure with its six departments is described, and the sources of its resources suggested. Urgent

steps that are required include the training of staff for the new authority, and an assessment of available land in the Cape Flats Region.

The deceptively simple steps of adopting a meaningful goal for the Cape Flats and following through a logical planning process have resulted in the creation of a local authority that provides the opportunity for coherent physical development in a depressed area which can be made economically viable. But more important is the alleviation of severe human problems through the implementation of the Goal of Social Development by the new authority.

0.2 THE CONTENT OF URBAN AND REGIONAL PLANNING

0.21 The Context

Human development is characterised increasingly by rapid urbanisation. Governmental decisions about various new and discrete developments should not be taken, nor implemented, without reference to the impact these decisions are likely to have on the pattern and pace of urbanisation; on rural-urban migration, and on the resulting multiplication of urban problems. Urban governments have to face the difficult problem of integrating their multifarious activities over space and time. The solution must be sought in the sphere of planning policy as well as planning process. Both the policy and machinery of governments at all levels need to be devised and constructed positively for planned growth and change in the social, economic, physical and institutional sectors. (Green, p16).

0.22 Definition of Planning

Planning can be considered as the process of preparing a set of decisions for action in the future directed at achieving goals by optimal means, and of learning from the outcome about possible new sets of decisions and new goals to be achieved (Eddison, p12). This definition of planning can be applied with equal validity to a construction activity or an educational program. In both cases "preparing a set of decisions for action" can be interpreted as "allocating resources", be they social, economic, physical or even time resources.

By extension of the definition, urban and regional planning refers to the allocation of resources in an urban, and regional, context. The inference involved in allocating resources is that planning is a positive activity based on attempting to achieve certain desired and pre-stated ends. Because various resources are involved - primarily man and land - and numerous means will be adopted to achieve a complexity of ends, the implementation of planning decisions (and the means to adopt these decisions) will involve a variety of disciplines. For optimal results, these disciplines, and their actions, must be coordinated and integrated. Change is one of the predominant features of urban living, and thus over time the planning decisions for the allocation of resources must be reconsidered. In the light of the feedback from past decisions, and changed circumstances the process will be repeated. The planning process is thus an ongoing development based on recycled, reconsidered and new information.

0.23 Planning and Politics

It is also important that the (urban and regional) planning process is accepted as being integrally woven with the political process. Planning is concerned with the allocation of scarce resources, which in the final analysis have to be distributed between competing individuals and groups

with conflicting desires and goals. (Cowan, p5). Thus ends are in question, and decisions are ultimately a matter of judgement. The judgement is usually in favour of those with power, in the political process, but other forms of power (economic and numerical strength) may also play a role. An important aspect of planning is to analyse to what extent groups competing for the same resources have equal resources of power to influence decision-making.

0.24 Land and Physical Resources

The urban and regional planning process, in allocating resources, obviously has to relate to some predetermined land area. The territorial limits of this area can be determined from arbitrary and purely legal boundaries, which rapidly become outdated, or the area could be defined on a rational basis of related resources. Resources are generally not related per se: they are related because the activities of man and society draw a web of functions between the location of these resources. These spatial patterns are most dense in and around large urban areas. The land and land uses around a city are related in many ways to areas beyond the built up area. Agricultural produce feeds both the population and industry; water bodies serve the drinking and recreation needs of the area; farming communities provide a source of immigration to the city, and the land's mineral wealth can provide the city with various forms of investment. The nature of the topography around a city provides barriers to movement and opportunities for recreation. Thus in determining the boundary to a planning activity, the interrelationship between urban and rural activities must be understood. And in planning how land should be used within this determined area, the interrelationships between different uses, and various resources must be considered in the light of the goals for the area.

It is also possible that the limits of a planning area may be determined due to a general absence of resources. This shortfall could be in a physical sense, or a social and administrative sense. However, the only way that this type of area becomes so defined, is where a method of feedback exists from the inadequacies of present planning policies for that area. This usually operates through the political process, but where this opportunity is not available, the feedback will only occur in indirect ways.

0.25 Man

The potential resources latent in the physical environment are only given meaning by the presence of man (McLoughlin, p187). This suggests that the planning of urban and rural regions should be oriented towards creating a more human and humane environment, rather than a "machine for living".

The Administrator of Natal has pointed out (p51) that "the leaders of local government have a responsibility not only in relation to the wider

pattern of present-day development but also in keeping alive local interest in civic affairs". He suggests that the object of the whole exercise of local government is "to provide as far as possible the good life for all its citizens", and thus the citizens must be informed, and be able to participate meaningfully in the implementation of policy.

The greatest factor causing change in the world is increasing population, coupled with the movement to urban areas. Planning must include an understanding of the needs, desires and aspirations of the particular communities within its jurisdiction, and how their values change over time. Part of the planning process and its feedback must take cognisance of the desire of people to be involved and participate in the decisions made about the allocation of resources. There is an increasing clamour for an improved quality of living as people realise the undesirable impacts of technology on the environment. It has become necessary that a more explicit interpretation of quality of living is created so that the end products of planning can be tested against these objectives.

0.26 Goals and Objectives

The achievement of goals by optimal means is frequently referred to in theory but rarely followed through in practice. For the purposes of this thesis, the distinction between goals and objectives is described as follows. (Eddison p26).

Goals are statements of directions in which planning or action is aimed. They derive from human values and as such are ethical. They are fundamental in that they stem from the apparently insatiable wishes of the human species for greater self-fulfilment. They are ideals over a horizon which will never be attained, since progress towards them over time implies their reformulation in yet higher ideals.

Objectives, on the other hand, are seen as specific steps towards the attainment of a goal, and thus although ends in themselves, also as the means for achieving a more distant goal. They are attainable, and thus factual as opposed to ethical in that the degree of attainment can be specified, measured and tested. The objectives set are a function of resources allocated to meet the needs and the problems delineated by the goals.

Goals and objectives are not simply terms which appear at the early stages of a theoretical rational model - they are not static. They need to be redefined and reassessed over time based on the feedback from the planning output. They give point to both the political and technical planning processes if these processes are approached in certain ways.

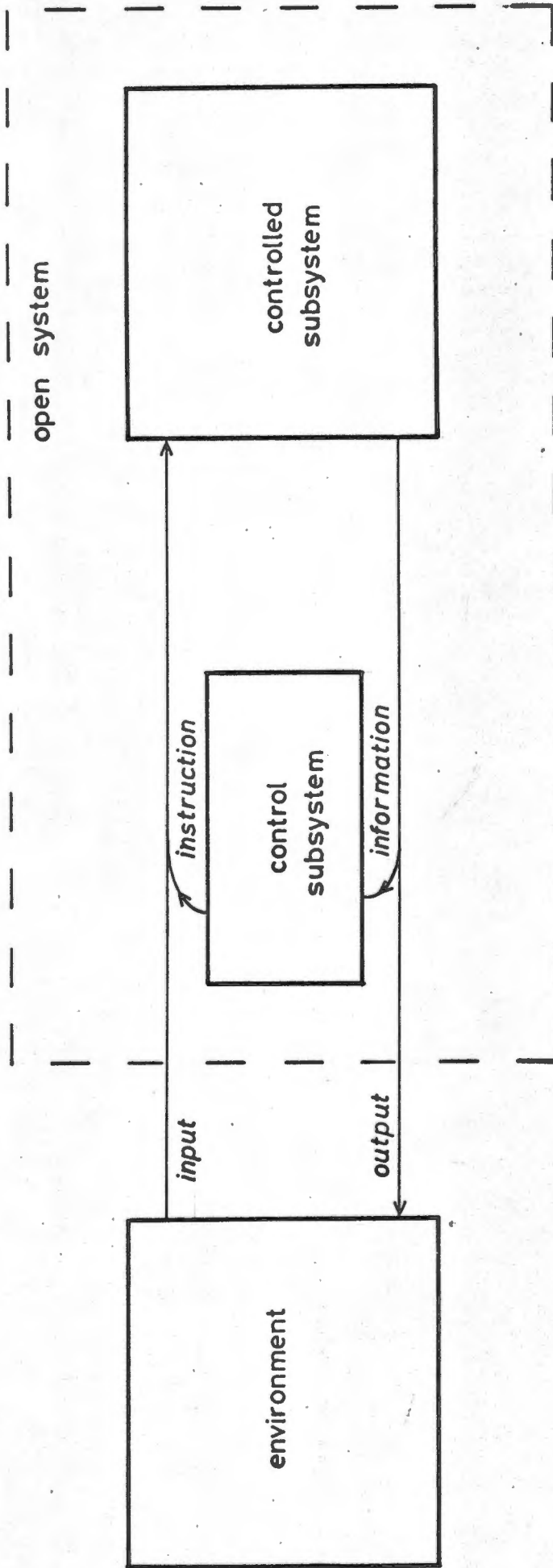
0.3 THE STRUCTURE FOR PLANNING

Cullingworth (p8) considers that the biggest problem of the urban crisis is to design an administrative structure to deal with all the problems. "We need to look on planning much more as a process and much less as the long term fulfilment of plans. If this is accepted then a major element of what happens to people, what their feelings and hopes are, and what role they can play in improving the physical and social environment in which they live (must be in their participation in the process). I believe that city authorities attempt to do too much : they unwittingly crush the potentiality for community action by a preoccupation with grand plans".

When considering the planning structure necessary to translate goals into a set of decisions for action, it is convenient to create a model of the planning area using the systems approach. A basic objective of this approach is to discover those components whose measures of performance are related to the measure of performance of the overall system. (Reif, pl). Thus the planning area must be dissected in a rational way into various subsystems which can then be re-assembled into a model which will show the linkages between these subsystems and their relationship to the whole system.

Because it is man who gives meaning to the activities in an urban area, these subsystems must be based on the various activities of man (rather than on a consideration of land uses, which do not per se provide any satisfaction). The activities of man must also be considered in the light of variable and non-variable factors. In the long term, many aspects of an urban area - both physical and social - fall into the variable sector, particularly as changing values are increasingly incorporated into the planning process through its feedback. In the short term many structures - administrative, social and physical - are fixed because of entrenched attitudes and investments. These must be assessed in terms of the points into which new attitudes may be introduced and desired change initiated. At a larger scale it is necessary that while the planning process as a whole is made relatively rigid, the contents of that process may be considered flexible, particularly in respect of desired outputs of the process.

The urban region (and any part of it) is accepted as an open system because it interacts with its environment, and the effectiveness of a planning structure for this system must be judged by its continuing ability to influence change towards desired ends, and in its responsiveness to pressures to alter those ends in conformity with evolving societal goals. (Haynes, p5). The structure must have a rational relationship to the defined subsystems and their interactions and interfaces. The development of the planning structure must be such that the urban system as a whole can be 'controlled', and the elements of the environment that influence the system can be monitored and considered as varying inputs. A simplified description of this structure is shown in Diagram 1.



AN OPEN ADAPTIVE SYSTEM AND ITS ENVIRONMENT.

DIAGRAM 1

0.4. AUTHOR'S ATTITUDES TO PLANNING.

"The future does not exist.... the future is to be created, and before being created, it must be conceived, it must be invented, and finally willed..."

(Edding, page ix).

In order that no misunderstandings may arise, the biases that underly the approach to the thesis are described below.

- 0.41 There must be increasing opportunities for playing a positive role in determining one's future life, and in the urban area's future environment.
- 0.42 The planning process must be premised upon improving the quality of life.
- 0.43 Limited resources and population growth must be accepted as facts, and decisions made accordingly. Attempts to conserve resources and limit population growth must not be evaded.
- 0.44 The planning process, in conjunction with the political process, should endeavour to reduce inequality of opportunity.
- 0.45 The planning and political processes must be goal-oriented and accept change over time as one of the key variables. This applies to both the planning output (which is never final) and the structure designed to reach decisions.
- 0.46 The most important single consideration in the urban area is man, whether as individual or in a community of interest. The needs, desires, aspirations and values of man are the bedrock of the processes and structures that must be developed for the management and guidance of the future. Perry Norton (p66) suggests that we are building a physical environment in which the individual is losing his identity. "He is losing his capacity to communicate in a democratic way his personal desires and his response to the great social issues which affect his daily life and the legacy he leaves for his children". In conjunction with many other disciplines, it is the responsibility of the planner to halt and reverse this undesirable trend.
- 0.47 The planning and political structures must be designed in such a way that they can respond to the land area with a common community of interest, and that they can develop over time to include the changing value-systems of man.

0.5 MOTIVATION FOR SELECTION OF TOPIC

0.51 Context

The population of the Western Cape Region is likely to double by the year 2000. The definition of the region to be analysed will be dealt with later, but for the purposes of the introduction can be considered as the 01 economic region. Thus between now and 2000 there will be as much investment in various forms of urban infrastructure and development as there has been to date.

The manner in which this investment is made will have important consequences for the future, and also has to be balanced against the opportunity costs that will be foregone at the time of investing. Because there are limited resources that have to be shared between unlimited needs and desires, it is important that the greatest return - in the broadest sense - from the allocation of these resources is obtained.

If the future follows the past - and the present - the investment in urban plant, and broadly the allocation of all resources, will be decided upon in an adhoc, fragmented manner that takes no cognisance of the consequences caused by this disjointed incrementalism. It should not be necessary to point out that uncoordinated actions by independently operating agencies and authorities must inevitably cause suboptimal results.

The comments above refer not only to the Western Cape, but also to all metropolitan areas in this country and many others. As Mishan (p102) points out, "The notion of the earth as a finite body of matter having limited means - earth, water, air - for sustaining life, is supplanting in men's consciousness the older idea of an endless frontier of material opportunities." This notion can be applied as well to the component parts of the earth - the nations and their provinces.

Thus planning for the future of the region must be primarily concerned with allocating scarce resources on an ongoing basis between the constituent groups of the population. In respect of population growth, it could be considered that an ever increasing number of people will ultimately lower the overall quality of living and opportunities available for all. Measures to counter this growth also fall into a planning framework. Sadie (p83) has estimated that the savings occasioned by averting a birth will be approximately 6,4 per capita incomes, and consequently that resources allocated to a family planning program can be highly productive in the economic sense, and that the cost of such a program need not be a deterrent.

The author's opinion is that ways must be studied and researched, and in due course adopted, of designing policies that allow the growth and change of an urban region (and a nation) to occur in a manner that conserves resources; whether these be human effort (labour), society's expenditure (capital) or the precious resource of land. The notions behind this attitude are not original, but it is necessary to apply them to a particular

land area with a unique population composition.

With an increasing number of people living in urban areas, it is necessary to establish the varying needs and desires of the communities comprising the area, and to follow the changes in their value systems over time. One of the most important functions of the urban area is to provide increasing opportunities for its residents to progress in the social, economic and material spheres. There should also be increasing influence and encouragement put upon the resident to participate in the decisions made in the urban area affecting the allocation of resources. The successful future of the urban area - in terms of providing satisfaction for its citizens - depends to a great extent on full involvement in the complexity of urban subsystems by these citizens. Peter Hall (p214) suggests that if society wants something badly enough, then the scientific advances and the practical application will occur because the resources will be made available.

Bolitho (p51) suggests that we must face the realities of urban growth and the consequential problems must be anticipated and planned for, "so that when the inevitable (explosive urban growth) occurs we will be prepared mentally and organisationally to control, direct and provide for it, while making the cities as attractive as we can to live in, given the magnitude of the problem."

In conjunction with the population problem, the planning administration of the area must generate and develop goals and objectives against which the growth of the area can be measured. Future proposals should be analysed in terms of their effect on man and land. Feedback from the implementation of proposals must be facilitated and measured.

The present "planning" for the W. Cape Region does not appear to be considering the future opportunities for man, or the criteria for distributing these opportunities across the land in relation to each other. Today's decisions will to a great extent determine the regional environment in 2000 but there is very little awareness of this fact.

Possibly the present "planning process" cannot be expected to be goal and objective oriented because there is no planning structure responsible for the future of the region. Various bodies and authorities are responsible for sections of the region - in some cases these are functional responsibilities, and in other cases geographic. The various tiers of government also make decisions regarding the use of resources without reference to each other. Approximately 60% of the Ol Economic Region's population are effectively divorced from any participation in the decision-making institutions of the region.

In the planning of an urban region, various important factors come into play. Because of role specialisation and the division of labour, it is not possible for the residents of the region to be independent. They are by the very nature of their existence in that region, interdependent. Flowing from, and essential to, this interdependence, is the necessity for various (administrative) structures to be developed to tie together the links relating one person to another, and one group to another. For example some of the structures are designed to link the food producers with the consumers

(Council - Abattoirs, Markets), some link the health services with those in need (various hospital authorities), and some provide the mechanism whereby cultural resources may be exchanged (community centres, schools and cultural associations).

However, with the growth of the population of the urban region, these structures, or more correctly substructures (because they deal with a part of the urban region) become larger and more complex, and have a tendency to become independent of each other. It thus becomes very important to monitor this growth of independence, and at the appropriate point in time, to analyse the need for a way of making these bodies (substructures) more interdependent. Thus one thinks of a structure which can bring within its framework of operation all the substructures in the region.

With the development of this structure, the likelihood is that bureaucracy is now rampant, and the context of the fullest development of human resources is easily lost sight of. It thus becomes important to develop a planning process which specifically states what it plans to do for people, and its progress must be measured in terms of these goals, and not by how much the various substructures or subsystems have grown over twelve month periods.

Reverting to the larger context of human resources, and asking what the opportunities are in the Ol Region for the population to achieve their fullest development, one finds an anomalous situation. The discrepancy between opportunities for the White group and the Coloured group is large and is having severe consequences on the present and future lives of the Coloured population.

Thus because the author believes that academic study must be relevant to the needs of the people where the study is carried out, the thesis must attempt to make a meaningful and relevant contribution to the problem area in general, and selected aspects in particular.

The author's basic attitude with respect to urban areas, and Cape Town in particular, is expressed in the goal of Social Development, which is defined as the process whereby the individual and/or group in the urban region is enabled to increasingly participate in and contribute to the growing flow of social transactions over time. Social transactions take place within various roles that people play and unless there is the opportunity to fully develop in all these roles (concurrently not sequentially), the urban region will increasingly comprise maladjusted and unfulfilled residents. The roles of greatest significance are considered as the following - the home, work, education, recreation, community/social, civic/institutional.

It is further believed that planning is meaningful only when it is a goal-oriented process, and that the success of the planning process can only be measured on the output side. Measuring 'progress' on the input side, is only able to establish what resources have been used, not what the resources have been used for.

In order to radically improve the situation it is necessary to develop a planning process - of which a planning structure will be part - for the region which will satisfy the points made in Section 0.2 about urban and regional planning, and which will fulfil the aspirations of the residents of the region.

0.52 Priorities

As a result of a preliminary investigation into the major problem areas of the Ol Region, it appeared that the overriding concern should be with the Coloured population group, which not only comprised 55,5% of the 1970 Ol population, but may well comprise 70% of the population in 2000. There seems no doubt that the Coloured group have internalised the Western goals of material and monetary success. However, as Midgley (p10) points out, few opportunities exist for the full realisation of this success goal among the Coloured group. High rates of crime and deviance, and conditions of anomie may thus be expected. If the conditions causing these problems are not rapidly resolved, the consequences in terms of an increasing population majority are hardly worth considering. As these undesirable conditions are prevalent in the social sphere, in economic activities, in locational problems (the physical sphere) and in the field of political representation, it appears that the planning profession has a large role to play in suggesting solutions to these problems.

A brief aside may be appropriate at this point. History and current affairs have shown that when a majority of a population perceives the injustices perpetrated against them, and their inability to alter this situation through the normal political channels, their actions through other channels can quite rapidly destroy the (superficial) stability in the country. Those who do possess the political power may then find this quite suddenly devalued. The possibility of radical instability is naturally heightened by an increasing disparity in birth rates between the 'haves' and 'have-nots'. Where the majority of a nation's population live in urban areas, they will be the first areas prone to suffer this instability. It is thus very important to devise urgent ways to increase the stake of all urban residents in their (urban, and national) society, so that the stability of the whole may be based on the cumulative stability of the individual. Of all professions trained to analyse the complex role of the individual in urban society, the urban planner is one of the most comprehensively equipped to provide solutions.

With the great majority of the Ol Region's Coloured population now resident on the Cape Flats, the problem in a geographic sense must focus on this area. To the extent that activities outside the flats have consequences for the residents, so the location and future growth of these activities, such as the Central Business District, must be drawn into the analysis. Despite the fact that various commissions and other bodies are presently investigating the future of the Coloured group, what is of basic concern to the author, is that the present administrative, political and social systems - and the physical and economic consequences - seem to be designed and implemented to deliberately destroy the opportunities for human growth and potential.

There is a dire need for comprehensive and coordinated steps to be taken to remove these destructive constraints, and permit the people of the Cape Flats to express their own wishes, and to have the power to obtain the resources necessary to fulfil their aspirations. The choice of thesis was thus motivated by a strongly felt desire to make a small contribution to the resolution of the Cape Flats problem. It is also only just that the creators of the problem should at this point in time be in the forefront of those initiating change.

The basic goal of the thesis is to present an alternative planning structure for the Cape Flats. The prime objective is to develop this structure from the criteria necessary for the implementation of the goal of Social Development.

While the problems of the Indian and African groups are also serious, numerically they are overshadowed by the Coloured population. The thesis will thus omit consideration of the two former groups, although their possible incorporation into the planning structure developed, will be commented on later.

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SECTION 1.0 'THE PRESENT ADMINISTRATIVE AND PLANNING SYSTEMS FOR THE CAPE FLATS.'

1.1. INTRODUCTION

The overriding factor in the future of the Ol Economic Region is the anticipated growth in the Coloured population. The projected figures (Note 1) are as follows:-

White	(1970)	386 000	(2000)	680 000
Coloured		621 000		1557 000
Total		<u>1007 000</u>		<u>2237 000</u>

This population doubling between now and the end of the century is patently a serious planning problem. The Coloured population is presently characterised by seething discontent, and apathy, due primarily to the political situation in which they have only marginal stakes. These factors have planning consequences, and must be resolved as soon as possible.

Of the 1970 Coloured population, approximately 397,000 fell in the Cape Town Municipal area and 133,000 (outside of the 9 Municipal areas) in the Divisional Council areas south and east of Cape Town. It is anticipated that these areas will ultimately fall under the City's jurisdiction, or a separate authority. This is approximately 85% of the 1970 total for Ol, and it is reasonable to assume that a similar percentage of the year 2000 total (i.e. 1320 000) will either directly or indirectly be affected by the future growth of Cape Town, and the City's attitudes towards them.

Thus it appears vital that any planning for Cape Town must be primarily related to this problem area - socially, economically, physically and administratively. In analysing the present planning system that deals with the 'Cape Flats', the question must be asked: "How are decisions made about the allocation of resources to this area?, and how does accountability operate?". In effect this requires an analysis of how the relevant authorities 'plan' for the Cape Flats.

There is presently no coordinated approach, in a planning sense, to the area referred to as the Cape Flats. Various local, provincial and central government authorities have all played various roles in a fragmented way and in some cases one authority is landed with the consequences of another authority's actions. This section will attempt to describe how the major role-playing authorities have dealt with their sub-areas of the flats, and what consequences have resulted for the residents. Through an understanding of the accountability towards the residents, certain improved directions for the future can be established. A description of particular problems will suggest avenues for immediate and longer term changes that are desired by

the residents. As the Cape Town City Council is the body with the largest responsibility towards the flats, in view of the population within its jurisdiction, and also because the author is most familiar with its operations, rather more emphasis will be given to its modus operandi than is given to other bodies.

1.2. CAPE TOWN CITY COUNCIL (CCC)

* It should be stated at the outset that any proposals the CCC may have for the flats, have to operate within the Group Areas boundaries laid down by the Minister of Planning. These boundaries are determined without consultation with the local authority, or the residents concerned; there is not enough land proclaimed for the Coloured Group, and the proclamations are inevitably too late. Mitchell's Plain was proclaimed six years after the CCC requested it (their first positive request for a proclamation). A description of the City Council's structure and operating procedures will provide the background needed for subsequent chapters.

1.2.1. Administrative Structure

The Executive Committee System was introduced into the Cape Town City Council in 1966.

In essence, the former multiple committee system was replaced by a single Executive Committee of Five members elected from the Council, and four subordinate standing committees. The Executive Committee is now the senior committee responsible for staff, finance and major policy, while the four standing committees, each with particular terms of reference as their names imply, report through the Executive Committee to the Council. This arrangement is shown on Diagram 2.

Each September the Council's thirty-four elected councillors elect from their number a Mayor and Deputy Mayor and in addition seven councillors to serve on each of the four standing committees. The Council elects the Executive Committee Chairman for a two year term and the remaining members annually. The Executive Committee in turn appoints from its number the Chairman of each standing committee.

The broad scheme is that certain important functions and powers of final decision are reserved to the full Council. The remaining powers are delegated to the Executive Committee and from it to the standing committees. Certain powers necessary for daily administration are delegated to officials. The Executive Committee has authority to dispose of certain matters and the same applies to each of the standing committees. In respect of those matters where a committee does not have the delegated powers, it is required to submit a recommendation to the Executive Committee for decision or onward transmission to the full Council if necessary.

The effect is, therefore, much the same as a series of filters with only the most important matters filtering through to the full Council for

decision. This division of responsibility leaves the full Council with the authority to decide the issues of major policy, the Executive Committee to determine matters of less importance and the Standing Committees to decide minor issues. The Standing Committees are, however, subordinate to the Executive Committee which is empowered to intercede in any matter which it thinks the Standing Committee may be acting incorrectly.

A further chapter opened in May 1965 in the development of local government in the Cape Province with the establishment of Coloured Management Committees.

At present there are three Coloured Management Committees (partly elected, partly nominated) in the Municipal area as well as an Indian Management Committee. These Committees have no executive powers, no administrative functions, and operate purely on a consultative basis. No powers have been specifically delegated to them. Any proposals the Council may have for the areas under their jurisdiction is referred to them for comment, which does not have to be followed. Complaints from ratepayers and tenants in their areas can be channelled through the Committee for submission to Council, but this is not often done, as there is an awareness of their ineffectiveness. Apart from this they are considered as a manifestation of the unwanted apartheid system. Thus at present the Committees have virtually no role to play, and cannot even be considered as training places for future city managers.

While officials of the City Council have attended Committee meetings by special request, there is no regular attendance at their meetings by Council officials to amplify, explain or guide the Committee's deliberations. Although Council has at various times complained that there are inadequate training facilities for members of the Coloured group, it has apparently overlooked the opportunity it has, both in respect of Management Committees, and in respect of Coloured staff in general, of initiating training programs for the eventuality of independent Coloured local authorities, and the need for trained city managers and officials. It appears that the frequently mentioned "liberal city attitude" is accurate only in so far as laissez-faire is concerned.

Added to the problems existing between the Council and the Committees, various other factors inhibit their operation. It is surmised that many people are unaware of the existence and possible role of the Committees. A further factor is that about 50% of the residents in Coloured areas are tenants in Council Housing Schemes and thus feel prevented from complaining about conditions for fear of being thrown out of their dwellings.

Thus decisions about the allocation of resources to Coloured Group Areas are at Council's discretion. However, all Council's Capital Expenditures - with the exception of funds from the National Housing Commission - involving repayment over more than five years are subject to the approval of the Administrator in terms of provincial ordinance No. 20 of 1974. It is therefore pertinent to describe the procedures followed by Council in allocating resources.

A brief outline of the role of the five Council Departments is needed. The Town Clerk's Department provides legal, clerical and administrative

support to the Council as a whole, including the meetings of Committees and Council. It also administers Ambulances, Bathing and Seaside Amenities, Fire Services, Halls, Housing Schemes, Libraries, Markets, Orchestra, and Traffic Services. The City Electrical Engineer is responsible for power generation, distribution and installation. The City Treasurer organises the funds for the Council's requirements and controls the spending of all Departments.

The Medical Officer of Health is responsible for health conditions in the City, and also has the City Hospital for Infectious Diseases, and the Brooklyn Chest Hospital under his control. The major Branches are concerned with Health Inspection, Maternal and Child Welfare, Tuberculosis, Venereal Disease and Dental. It is to be expected that any city health service which is provided either free of charge or for a minimum fee, will cater generally to the poorer sectors of the population. Cape Town is no example and the majority of beneficiaries are Coloured.

The major sections in the City Engineers Department cover the fields of Cleansing, Housing, Parks and Forests, Sewerage and Stormwater, Street Works and Water. The control of all building plans, and the implementation of the Town Planning Scheme are also the concern of the City Engineer. The Architectural and Land Survey Branches provide the necessary services to the other branches. This Department is also responsible for the design and provision of capital works for the Branches of the Town Clerk's Department. Thus while the Town Clerk is the recipient of all correspondence addressed to the Council, it is probably the Medical Officer of Health, with his concern for health problems, and the City Engineer who provides the physical infrastructure for social activities, who have most effect on the present population of the City. By inference, the manner in which these two Departments consider the future, will also have profound consequences on a multiplicity of factors. Although the public rarely see his actions, the City Treasurer in the way he manages the City's finances may also have a profound effect on what gets into the pipeline of discussion for subsequent implementation.

1.2.2. Operating Procedures.

Before commenting on the manner in which the various Departments plan for the future, and what is apparently understood by planning, it is necessary to outline the major items which cause the Departments to react to an issue. This allocation of resources to investigate a problem may result from one or more of three causes : a letter may be received from the public sector; a request may be forwarded by a Committee, Council, or Councillor; the Department may itself suggest that a matter be reported upon in depth. There are also four recurring factors that have a major impact on the city and its future. These are the Town Planning Scheme, and its recent Plan Review; Reports on 'Master Plans' or Major Service Developments; Reports on Housing, and the preparation of Annual Estimates. These will each be dealt with in turn, although it may happen in practice that there is overlap between them.

- 1.2.2.1. Receipt of a letter from a public organisation or individual.
- 1.2.2.2. Request for a report from a Councillor, Committee or Council.
- 1.2.2.3. Suggestion from one of the Departments that an area of concern be investigated.

In cases 1 and 2 the request/complaint together with the report from the relevant Department(s) is forwarded via the Town Clerk to the relevant Committee for its consideration. In cases where the Committee has delegated powers to dispose of the matter, the implementation is then carried out by the Town Clerk's Department. For example, once a Housing Scheme is approved, the Town Clerk has delegated powers to dispose of Church sites. Generally the item is forwarded via the Executive Committee - which meets twice weekly - to full Council. At the monthly Committee meetings, senior officials of all (pertinent) Departments are present to explain their proposals in more depth, and to provide general information to the Committee. At the monthly Council meetings the officials do not participate in the procedure.

Before the officials undertake major investigations on new areas of concern, the procedure is that a report outlining the scope of the proposal is forwarded to Committee (3). Once authorised, work may proceed.

It should be pointed out that major reports may be relevant to all the Committees. In this case, the item would be submitted in the first place to the parent Committee (say Housing for a scheme such as Mitchell's Plain). The report would then be submitted to the other Committees for their consideration of planning matters, amenity matters, and service matters (e.g. roads, sewerage, stormwater and electricity).

The scope and impact on the region may vary considerably among the items arising under the above three categories. The report may apply for the attendance of an official at a technical conference; it could deal with an offer to Council of 10 square metres of road splay or R200,000 worth of property; the report could deal with a new Sewage Treatment Works for R1,378,000 or extensions to the Water Supply Scheme for R20 million.

1.2.2.4 Town Planning Scheme:- The general purpose of a Town Planning Scheme is the "coordinated and harmonious development of the area of the local authority to which it relates in such a way as will most effectively tend to promote health, safety, order, amenity, convenience and general welfare as well as efficiency and economy in the process of such development." (Townships Ordinance No. 33 of 1934, p602). The ordinance specifies that various matters must be considered in the preparation of a scheme. These fall primarily into two categories: i) the provision of services - roads, sewerage, stormwater and water, and ii) the use to which land is put. The latter includes the reservation of land for various purposes, the zoning of areas for various functions, the size and shape of erven and the regulation of buildings permitted on these erven. The ordinance does not state that other matters should not be considered, although in general terms no other matters have been so considered.

The Town Planning Scheme comprises the Revised Statement and the Map. The main sections in the Statement are the following:- reservation of land, use zoning, sizes of erven, coverage, floor area, building lines, height and spaces about buildings, street widths, parking

and loading areas, special types of buildings, and special areas. Various amendments have been made over the years, rather than any substantive changes. The Scheme could be described as a manual of standards which determine what physical developments can occur, where they can occur, and what constraints apply. Although the purpose of the scheme purports to make social comments (e.g. general welfare), this is not followed through in the rest of the document, and the "purpose" could be safely deleted without any consequences for the rest of the Statement. Thus the Scheme makes no (effective) provision for either social or economic consequences of planning.

Comment. To the extent that the Revised Final Statement of the Cape Town Municipality Town Planning Scheme provides one manner of day-to-day administration of the city's affairs, it is probably fair to say that it has been carried out to the letter. However, the City Engineer, (1974, p4) has commented that "Limited and mainly negative control measures - such as those presently exercised by most statutory Town Planning Schemes - cannot direct, let alone give order to the activities of large metropolitan populations." In 1975 it could be expected that a city planning document would explicitly include social development. The Town Planning Scheme does not do this. The critical point to stress is that a Town Planning Scheme should assist one to establish present and future problem areas of the City, from which proposals could be decided upon, the decisions then implemented, and resources allocated accordingly. Obviously the proposals would be developed from various established goals and objectives for the City (arising out of the problem areas), and the success of implementation would be measured against those goals. As Melvin Webber (1969, p277) succinctly states it "The measure we must meet is demonstrated-effectiveness of outcomes - effectiveness as measured against explicitly enunciated goals." He also points out that a long-standing habit of the traditional social professions (including planners and civil engineers) has been to measure worth on the input side. It is necessary to explain what exactly is meant by input and output criteria because the notion will occur repeatedly throughout the thesis. An analogy might assist the understanding. A manufacturer of (say) toothpaste can put the best possible ingredients into the process which is managed by the best available chemists, and staff. It can be packaged in the most attractive way, all the ingredients advertised in the most extravagant manner (i.e. all the inputs stated), and the product (the output) sold at the right price. The manufacturer's total disillusionment occurs if the product is a failure and does not sell. Unless the manufacturer is a philanthropist (which is generally as unlikely as a local authority being philanthropic), he will cease production, find out what the public demand, and manufacture a product which will sell. Thus his operation is determined by output criteria - acceptability by the public indicated by their purchase of the product - not input criteria (the ingredients and the staff who manipulate them).

Although the production of planning output is more complex, because usually the public are not able to indicate their acceptance in the normal market manner by purchase, there appear to be excellent reasons why planning should be considered in a similar vein. If the best intentions and the most sophisticated staff produce a product (the output) which causes violent objections and subsequent rejection by any particular community, then the rejected output has completely abused the resources allocated to its production. If the planning staff produce an output which is not at the

start objected to, but subsequently causes problems for certain groups, or aggravates social malaises, and the staff, or the authority, do not recommend the adoption of new procedures, then a dereliction of responsibility could be assumed.

Standards are input criteria. So are land-use and building regulations. So are teacher-student ratios and doctor-patient ratios. So are numbers of hospital beds, school buildings, highways and the rest of the facilities built by all levels of government. City planning has measured its success on the input side - how large is the staff, how many cases did it process, how many houses, parks, schools were built (or just zoned)? No one asks how well-off are the people who live in the houses, use the highways, or play in the parks. No one asks about the various consumers' schedules of preferences - about the mix of public commodities and services of various quality they desire as they weigh their wants against the spectra of attached prices.

At present the only problem the Town Planning Scheme exposes is that which arises from an application to rezone, depart from, or amend the scheme. This problem not only uses great resources of officials' time, but also of councillors' time, and the success of the decision (whether for or against) in terms of the benefits (to who) and costs (to who) of the actual project, are never measured and rarely even considered. In terms of effectiveness of planning decisions measured on the output side, the Town Planning Scheme (TPS) may be considered a non-starter.

Is it possible that there is an understandable relationship between the administration of the Town Planning Scheme, and the Council's Department within which this responsibility falls? It has been pointed out that the Scheme deals predominantly with technical matters based on prescribed standards. It does not deal with social or economic matters, except in so far as provision is made for betterment and compensation. In respect of economic consequences, what would be significant is if the Scheme was unintentionally driving economic growth out of the central city or out of the Municipal area because of its restrictive constraints. The opinion has been expressed that the zoning in certain areas of the Cape Flats may be inhibiting development. If this is unintentional, it should be remedied immediately. If it is intentional, those responsible should be 'brought to court' to explain their motives.

The City Engineer's Department, which administers the scheme, is not intended to be the section of Council which deals specifically with the social and economic activities of the City. Certainly from an investigation of its establishment posts, its prime function is to provide those essential engineering services without which a city could not function. In fact the startling conclusion is reached that there is no section, Department or staff (of Council) specifically responsible for monitoring the social and economic progress of the City (within its Metropolitan region), and establishing whether the actions of the City are in fact enhancing or impeding this progress.

Thus there does appear to be a significant relationship between the form of the Scheme, its manner of administration, and the Department into which it falls. The failing here appears to be a collective one of Council, in that no one is responsible for the social and economic future of the City.

Additional Comment on the Plan Review

During 1974 the First Report of the Town Planning Scheme Review was submitted to the Town Planning Committee, Executive Committee and Council, and having been noted, has been circulated to various associations and bodies for their discussion and comment. The review will then be further reassessed when these comments are received.

The review "describes some of the important matters which have been reviewed and amended since the inception of the TPS in 1941." These amendments include changes made to the Map (item 1.3), and refined standards and controls included in the Statement (item 1.4). The review is considered to be "a re-examination involving an exercise in planning from first principles", (item 2.1.3) and suggests that "much planning motivation is derived from surveys and investigations in varying depth" (item 2.1.4). The apparent intention of the TPS is to aim "at a coordination of its (Cape Town's) basic spatial, economic, social and cultural resources" (item 2.3.4). However, "many of the problems of the area (Green Point/Sea Point) are not related to the Town Planning Scheme and are not amenable to solution in terms of the Scheme." (item 9.4.1.). Two other items are of interest. "A recent analysis has confirmed that development requirements appear to be changing in Athlone and the adjacent areas, and preliminary steps have been taken to initiate a review of certain aspects of the Scheme in the area concerned" (item 9.4.2.) "Only in this way (through improved school, commercial and technical education) will the Coloured population growth be transformed into a truly effective labour resource." (item 3.4.)

The first question that arises from a study of the review is whether the review was motivated from problems experienced in the implementation of the TPS?, or alternatively was it motivated through a realisation that various communities within Cape Town's population are experiencing (and will increasingly do so) problems in the fulfilment of their lives, and that planning the future of Cape Town must be based on the resolution of these problems?

Perhaps an answer can be provided from the Green Point/Sea Point example quoted. If the problems there are not related to the TPS, and not amenable to solution in terms of the Scheme, (as stated), and presumably the problems there do in fact relate to spatial, economic, social and cultural resources (either singly or together) (and the present mismanagement of these resources), then it is patently misleading to suggest that the TPS aims to coordinate these four basic resources.

Whether the Coloured population wishes to become a "truly effective labour resource" is a matter of extremely doubtful conjecture. It is just possible that a realistic survey might indicate that their priority may be for full lives, and meaningful participation in all aspects of their future (assuming - quite radically for South Africa - that their aspirations are no different from anyone else's). Presumably the changing development requirements in Athlone and other (Coloured?) areas refer to physical developments. The suggestion that physical changes have higher priority than the very necessary social changes is presumably an admission that the TPS, and its Review is incapable of dealing with anything but physical changes.

Mention has been made elsewhere in this thesis that planning has generally come to be accepted as a goal-oriented process, related to the needs of human beings living within that planning system. The goals and objectives have to be meaningful to the people whose lives will thereby be affected, and the scale of success is measured by the effectiveness of the outcomes of the planning process in terms of the stated goals and objectives. The goal-oriented process is thus output, not input-oriented.

In conclusion therefore, the TPS and its Review appear solely to be the means for managing and controlling the way land is used, and the standards pertaining to the structures built on that land. There is no mention of developing output criteria for measuring its effectiveness, and no mention of developing meaningful goals and objectives relating to particular communities' problems. While the Review makes a few comments about social and economic circumstances present in Cape Town, it does not suggest how planning can actually deal with these problems, nor does it state what goals and objectives could be formulated to assist in the planning process. Item 18.2 suggests that "ordered change in socio-economic matters... should be adopted as a policy in the Review", presumably because "drastic or wholesale changes in land use zoning are not necessary nor are they desirable, since it is preferable that changes in social and economic characteristics take place gradually." It is contended that for the greater part of Cape Town's population, rapid social and economic advancement is an urgent necessity for the preservation of urban peace and progress, and that any irrelevant constraints placed on this advancement by land use zoning must be swept aside. Unless future Reviews and major planning documents are forced into stating what goals and objectives are to be achieved, it is likely that they will also fall into the easy trap of mouthing platitudes.

It thus appears that in the development of modern planning procedures and processes to deal with the present and future problems of Cape Town, the Town Planning Scheme and its Review presents itself as an absolute barrier to this objective.

1.2.2.5. 'Master Plan' and Major Services Reports

The apparent purpose of a Master Plan Report is to develop a construction program for the erection of a particular type of facility or subsystem. This could deal with Halls, Libraries, Open Spaces, Swimming Baths, or Housing Schemes. The usual method of developing this program is for the responsible officials to determine what standards shall be used (e.g. a library/hall/bath of x square metres for y people, m houses of n rooms for p families at a cost of Rz, etc.) This standard is then applied to the area under consideration (the whole municipality or only part), and the shortfall is then programmed for development. Priorities are usually determined by which area falls most short of the standard, although priorities have been known to alter under the influence of vested interests.

Usually Master Plan Reports deal with existing areas of the City, and the Cape Flats, where there is general shortfall of facilities. Land is in certain cases available, although it may be designated for some other use. This designation is then amended. In respect of new areas (such as Mitchell's Plain) land is usually set aside for various purposes, and certain of the required facilities (decided upon by Council) may well be constructed concurrently with the housing. There is thus no explicit inclusion of population growth, and consequently reconsideration of possibly changing requirements. The standards are (up to this point in time) decided upon by Council and the facilities developed when funds are available.

Because the Councillors are not (generally) technical people, and have come to expect reports based on 'laid-down' standards, they are in no position to question the very basis of the report.

In the case of Reports on Major Services these are usually motivated by the anticipated growth of population, and premised on well-established engineering standards. Items under this heading include extensions to the Freeway and major Road Network, future augmentation schemes for the Regional Water Undertaking, improvements and extensions to the Sewage Disposal System and the Solid Waste Disposal System, improvements to the Abattoirs, Markets, Ambulance Service, Fire Stations, and extensions to the Electricity Supply System. These reports will usually provide the motivation for the capital expenditure to be incurred, and suggest an annual program of implementation. In some cases the CCC program has to be synchronised with developments of an outside body (e.g. Department of Water Affairs), which means that the program is relatively inflexible.

Comment. In general terms, the comments made about the Town Planning Scheme apply as well to the Master Plan Reports. The success of those reports, and their implementation is measured on the input side, not in terms of desired (output) objectives to be achieved. As an example a relatively small community on the Cape Flats has requested a site for a creche, a site to develop a hall (for a particular organisation), and a site for a religious school (for a third sub-group of the community). To date these requests have been turned down because the available vacant sites (vacant for about 8 years) are reserved for a Municipal hall, and more shops. However, in terms of the predetermined standards, and other priorities, the Council is very unlikely ever to erect a municipal hall; and by all criteria for shopping developments, the business sites should not be developed as such. Thus the explicit requests for sites, and the opportunity to provide them, is not matched.

The point must be stressed that the Master Plan Reports are not premised on stated goals of Social Development, although it is surmised that the implicit goal is to apply the 'professional' values and standards across the municipal area. The reports bear little relation to output criteria, and what the residents of an area might actually require. (e.g. They might only require a piece of vacant land and possibly some of the materials for the structure, so they can erect what they do need). There is little thought of involving the residents in the decision-making process, or the subsequent (usually much later) implementation. From queries made to the Council in respect of problems encountered, and the Council's answer, the impression is gained that once a master plan is adopted everyone should be quite contented and wait for the ultimate development of the facility if and when resources permit.

It must be made quite clear that the so-called 'objective' standards that are applied in respect of the provision of social facilities (and housing, which will be dealt with separately), are in no way 'objective'. They are generally 'standards' borrowed from other countries, and 'adapted' to local conditions, but more important, they are upper middle-class/professional notions (i.e. totally subjective) about what other groups or communities (of another class) should want and therefore must have. Even if the community (as opposed to the non-representative management body) is consulted, and this is extremely rare, the question posed is not "How much more of this facility rather than another facility is wanted and what are you prepared to pay?", but rather "We are going to provide this facility from a standard plan. Do you want one or two?" Thus the outcome of an unrealistic approach is to bias the response, which is not unexpectedly that the 'community' requests as much of the facility as it can get.

In general terms, resulting from this subjective manner in which decisions for a community are made (by the authorities, in what appears to outsiders to be a most complicated way), the community quite rightly does not feel part of the decision-making process, it feels that it has no role in determining its own future, with consequences of alienation, anomie and anti-social behaviour. If the problems of the community were identified, and decisions made along a goal-oriented basis, with that community, it is likely that the present procedures would be found to compound those very problems which need serious attention.

In respect of major services improvements - with the exception of road programs - these are usually matters of minimum controversy. Most of these services are in fact regional in scope, and are contributed to by various surrounding authorities. They can be considered as the basic service infrastructure of the city and its neighbours, and to the extent that population will grow, so they must be expanded to meet this demand. Probably the most difficult problem relating to these services in a municipality of constrained geographic area, is a suitable location for the land extensive items when new capital investments are considered. The notion of "forcing" these sites into the existing city area may well have deleterious consequences which could be overcome by assessing location criteria on a more regional basis.

To the extent that certain proposed road programs are subsidized by the Provincial Administration, a constraining influence is placed upon CCC decisions. Because both the train and bus services are managed by separate authorities (public and private, respectively), and all three systems are regional in scope, the planning of roads in relative isolation appears wrong. The City Council and its officials have repeatedly stressed that all transport modes should be planned in conjunction with each other - so far to no avail. In the present sense then it appears that 'transport planning' plans for immobilised cars, rather than for mobility, or better, for accessibility.

Were there a city (or regional) goal to provide a reasonable level of accessibility for all residential areas to various types of facilities, the consequences for the area might well have been very different from today. Accessibility does not imply that sufficient transport routes are needed for the population all to move at the same time to areas of peak congestion - it does imply that a system of planned, decentralised major nodes might present all sectors of the population with reasonable proximity to a node of varied opportunities, including work. It could well reduce the costs to the whole city (both economic and social), and perhaps provide a range of improved physical environments. At present all nodes that have developed, have done so in spite of any city planning, and in opposition to attempts to provide improved "freeway" access to the central business district.

It is contended that until the city adopts a range of accessibility objectives (or goals), which are developed from existing problem areas, and thus provides a city-wide range of social opportunities, the clamour over region-serving freeways causing localised environmental and related problems is unlikely to abate.

1.2.2.6. Housing Reports

In March 1971 (Morris, p2) the housing backlog for the Coloured Group within the municipality was estimated at 19,300 dwellings. In Nov. 1974 the backlog on the same basis was estimated at 30,000 dwellings (or between 28,000 and 35,000). In December 1973 the backlog in the Cape Divisional Council area (Town Planning Report No. 8, p3) was estimated at 14,670 dwellings. Using estimated figures of 718,000 for the Ol region (Coloured Group) population for Dec. 1974, and a backlog of 41,000 dwellings, with a family size of 6, it is possible that more than a third of the Coloured population do not have an adequate or secure 'base' from which they may go out and earn their living and contribute to the product of the region. This third does not include the unknown, but probably considerable number of families housed in Council letting units who likewise do not feel that they have a secure 'base'. The scale of the problem is thus enormous, has severe consequences on the people of the region, and is both quantitative and qualitative. A brief description of this context was felt necessary before analysing the various procedures adopted or proposed to 'solve' the problem.

The Housing Duties of Local Authorities have been aptly summarised by the Housing Branch of the City of Cape Town (July 1974) as follows.

- * 1. It is the duty of a Local Authority to provide suitable housing for those inhabitants of its area who require assistance in this regard, i.e. those who are unable to provide such accommodation for themselves by reason of comparatively low earning capacity, age, illness or other disability.
2. In addition, in terms of the provisions of the Slums Act No. 53 of 1934, it is the duty of a Local Authority to ensure that slum conditions do not exist in its area of jurisdiction and, where these conditions already exist, to take steps to eliminate them. It is obvious that many of the persons referred to in the aforementioned categories will be affected also by the provisions of the Slums Act.
3. In order to be able to perform this duty provision is made
 - 3.1 in the Slums Act for the acquisition of land by Local Authorities, and
 - 3.2 in the Housing Act No. 4 of 1966, for both the acquisition of land and for the granting of advances to finance this and to meet the costs connected with the construction of housing schemes.
4. Funds for the development of sub-economic and economic housing schemes are provided by the National Housing Commission in the form of advances at interest rates as determined by the Commission from time to time, and which at present are:
 - Sub-economic - 1% (loan repayable over 40 years).
 - Economic - 9% (loan repayable over 30 years).
5. Dwellings financed by sub-economic loan funds may be constructed for persons whose incomes do not exceed: (figures in brackets represent new limits from 1.4.75)
 - 5.1 R160 (200) per month for married Whites;
 - 5.2 R80 (100) per month for married Coloureds and Indians.

6. Dwellings financed by economic loan funds may be constructed for persons whose incomes do not exceed:
 - 6.1 R320 (400) per month for married Coloureds and Indians, irrespective of family size;
 - 6.2 R320 (380) per month for married Whites without children;
 - 6.3 R360 (440) per month for married Whites with 1 - 2 dependent children;
 - 6.4 R420 (500) per month for married Whites with 3 - 4 dependent children;
 - 6.5 R460 (540) per month for married Whites with more than 4 dependent children.
7. The following items may be taken into account in the determination of the amount of the advance applied for from the Commission for any specific scheme:
 - 7.1 Acquisition of land.
 - 7.2 Provision of services, which include sewerage, stormwater disposal, water and electricity supply, and streets.
 - 7.3 Cost of construction of dwellings.
8. Standards for provision of services and for the construction of dwellings are laid down by the Commission. It is thus necessary for plans and specifications, together with estimated costs of construction to be submitted to the National Housing Commission through the Department of Community Development for approval as a condition precedent to the provision of any funds by the Commission. Funds have not been provided by the Commission for amenities such as library services, swimming baths, sports-fields, shops and offices, creches, clinics, etc., although this policy is presently being revised.
9. Rentals of leased dwellings and repayments on home-ownership dwellings vary from estate to estate as these are dependent upon a number of variable factors, such as
 - 9.1 cost of land and buildings;
 - 9.2 the interest rate applicable to the specific advance concerned.

The planning of housing schemes is the responsibility of the City Engineers' Department, in conjunction with the Director of Housing (Town Clerk's Dept.). The report detailing the proposals is then submitted to the Housing Committee for approval. If the proposed development falls within a Management Committee area, the report is submitted to them for comments. Because the proposal will affect the Town Planning Scheme, and cause additions to the area of 'open space', the Town Planning Committee and the Amenities and Health Committee respectively have also to adopt the proposals. The report then passes through the Executive Committee en route to the full Council. When adopted, the report, with specifications, and application for funds is forwarded to the Department of Community Development (whose approval is done in their Pretoria Head Office). At the same time application is made to the

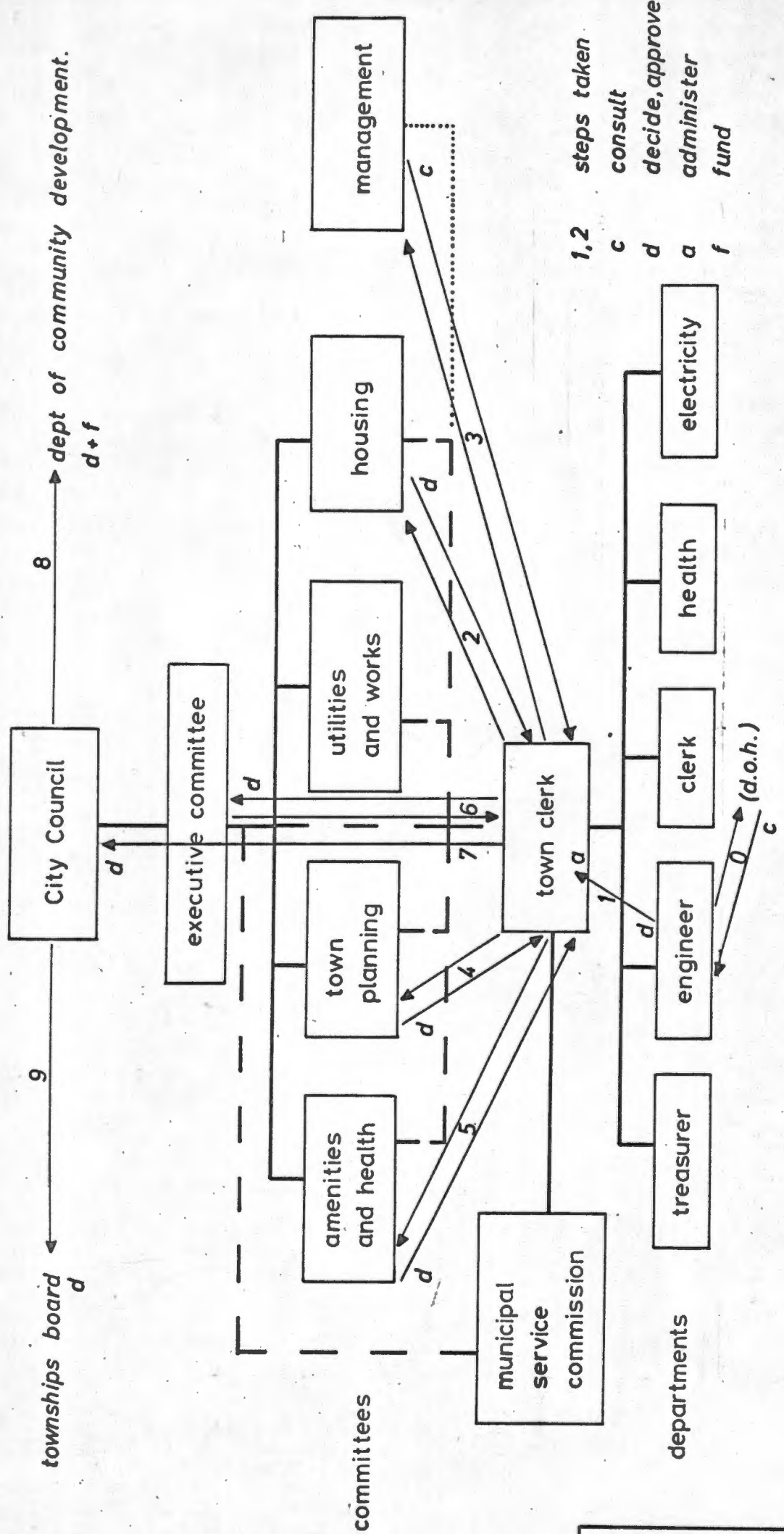
Townships Board for approval of the proposed scheme, and incorporation into the Town Planning Scheme. Diagram 3 attempts to depict this process of approval.

Once all the necessary approvals are obtained, the City Engineer's Department is responsible for the construction of dwellings, services such as streets, water and sewerage, and any facilities such as community centres. The City Electrical Engineer provides for the electricity distribution and installation. It should be mentioned that while no sub-economic dwellings, and only a few economic dwellings, comply with the CCC Building Regulations, the detailed plans for all housing schemes are submitted to the Building Survey Branch of the City Engineer's Department for scrutiny and approval.

When completed, the houses are administered by the Director of Housing, who is responsible for selecting the tenant highest on the waiting list, or being given a tenant by the Dept. of Community Development from an affected area (in terms of the Group Areas Act). The rent-category of the dwelling is calculated on the basis of the construction cost, the repayment charges on the loan (in respect of the cost of the dwelling), and various other administrative charges, spread over 30 or 40 years (economic or subeconomic respectively). Thus a particular size and quality of dwelling has a specified rent. It is also stipulated (by the Department of Community Development) that the household head should not pay more than 25% of his income (only) in rent. Thus the tenant selected is actually the highest on the waiting list in his particular economic and family size category.

Having outlined in brief the process by which houses are actually produced, it is necessary to attempt to pinpoint the major decision-making points in this process. What follows will not refer to the planning of Mitchell's Plain (which is a new city rather than a housing scheme), because the design both of the team, and the end product are still evolving. However, it is more important for the future perhaps, if one tries to analyse what decisions (and values inherent in these decisions) in the past have given the City in the sense of structure on the ground; whether this (past) process tried to solve certain problems; did it solve them; and were they the right problems to try and solve. The results of this analysis may then provide improved directions for the future.

The overriding problem - as it is perceived by the CCC - is that a certain percentage of the Coloured group is unable to provide housing for themselves through the market place. The market place includes any measures taken privately to provide housing, rather than via an authority. Housing is also implicitly understood and defined as a dwelling which to all intents and purposes complies with either the CCC Building Regulations, or alternately with the slightly lower standards permitted by the National Housing Commission for subsidised housing. The upper cost limits are predetermined in the Housing Code (of the NHC), and until about 18 months ago no family head with an income of over R225 per month could be catered for. This limit is now R320 per month, and from 1 April 1975 will be R400. A typical report to Council is submitted for information (This was the first report for the development of Hanover Park).



1, 2 steps taken
 c consult
 d decide, approve
 a administer
 f fund

DECISION MAKING PROCESS OF CAPE TOWN CITY COUNCIL. (for housing report).

DIAGRAM 3

The Council thus sees its role as providing housing (i.e. dwellings based on a standard range of models) for those who do not cater for themselves. In the provision of this housing within the cost limits described, the layout of the scheme is generally designed to comply with the "Manual of Standard Requirements for Master Plan and Township Layouts for Indian and Coloured Communities," issued by the Department of Community Development in July 1967. This manual provides for ranges of erf sizes for different house types, and the amount of land that should be set aside for purposes such as schools, churches, shops, and institutional uses. A set of standard dwelling type plans are also available, which to a certain extent have been used with various modifications and improvements. To the extent that the Council is able to acquire land of sufficient area (or has been able to in the past), it then plans a housing scheme on the above basis, and ultimately develops the area.

Comment

Thus by the CCC's own (input) criteria of erecting houses in housing schemes, it has been successful only in so far as fulfilling the details in the various reports are concerned. The number of families apparently requiring some form of 'housing' has not been reduced - if anything the problem has increased. The number of economic and sub-economic lettings at the end of 1974 was about 34400. However, this criterion of providing housing has not only been used by the Council. In November 1966 the Provincial Administration (p2) stated that the first problem in developing the flats is the "urgent need for large areas of land for housing for low-income Coloured Families." This statement was in fact initiated by a (then) Union Government Committee of Inquiry into Conditions on the Cape Flats (1942).

The attitude has been summarised thus: "In its simplest terms, the problem of low-cost housing is to provide acceptable accommodation for those whose incomes are so low that they cannot afford to hire, let alone acquire, homes of their own." (Morris, December 1973, p1). Thus in terms of providing an increasing quantity of acceptable (to middle-class professionals) accommodation, the CCC can be said to have been successful; in terms of reducing the number of families still requiring acceptable (to middle-class professionals) accommodation at any point in time, the CCC has failed.

However, one must now ask whether the problem as defined by the CCC was in fact the right problem to solve, or resolve. In order to measure effectiveness on the output side of the 'housing' subsystem, one must attempt to establish what the users of this output actually require, and may consider effective. Thus a goal (and objectives) for 'housing' on the Cape Flats has to be stated explicitly - the goal being derived from the needs of the people resident there - and outputs can then be measured by both the users and the officials against the stated goal.

For this purpose the Social Development Goal from elsewhere in the thesis can be adapted for 'housing' as follows:- the process whereby the individual and/or group on the Cape Flats is enabled to increasingly participate in and contribute to (the growing flow of social transactions over time in respect of) the resolution of his/their housing problems. *

Without dealing with the objectives which will flow from this goal, and which are discussed elsewhere, one crucial point must be made. The adoption of the housing goal above will mean that instead of the family being obliged to rent (which may not be their objective) a standardised type of dwelling (which may not be their objective) at a predetermined cost (which may not suit their budget) at a specific location (which may not be their objective) surrounded by unknown people of probably different classes (which may not be their objective) - instead of this, the family will be able to play a meaningful role and have a positive stake in their housing destiny - IF ONLY through having the option of owning a piece of land, and doing their thing on it. Far more of course would flow from this goal, but the difference in attitude adopted would, conservatively, cause a radical change to the total environment of the Cape Flats.

Thus it is suggested that the Council has been attempting to solve the wrong problem, or at the best, a small part of the correct problem. This has two serious consequences. The first is that the majority of the Coloured group have come to expect the Council to build 'houses' for them, and a relationship has developed similar to that between serf and feudal landlord, where the serf is not expected (by himself or others) to develop initiative or creativity. The second is that the Council, having developed its present bureaucratic system, based on input procedures to which it is accustomed, now feels threatened when it is suggested that there are other objectives to be achieved, and output criteria to be measured. A defensive mechanism will also come into play when a bureaucracy feels that its power base is threatened through decentralised decision-making.

1.2.2.7. Preparation of Annual Capital Estimates

The preparation of the capital estimates is initiated within the different Branches of the City's Departments. A list of the projects proposed for the following years (usually 4 years) together with their estimated cost is prepared. In the majority of cases, these will be items that have already been reported on to the relevant Committee(s) and Council in detail or in principle. In many cases the items fall into or arise out of one (or more) of the six categories described above. In certain cases the expenditure can be considered as an ongoing item, which in part is distributed at the Department's discretion, and on occasion amended by the Councillors' decisions. Such items could include paving of sidewalks, tarring of minor streets, provision of bus shelters, tree planting and development of parks. These items generally have resulted from an earlier report which has in essence become part of Council 'policy' that these facilities should be provided. The allocation of these resources thus results partly from a planning process (officials), and partly from a political process (though this is somewhat biased because not all the citizens are represented in the political process).

Invariably the capital expenditure proposed exceeds what the Council can in fact spend, and what the Province will in fact permit. The capital works are then broken down into what are ongoing expenses (contractual items), what are essential works (e.g. major services), and what are non-essential items. Before the proposed estimates leave their Department of origin, a meeting of Branch heads is called to attempt to reduce the Department's total. Reduced, but still inflated, the four Departmental estimates are scrutinised by the Treasury Department, who suggest further cuts based

on previous rates of spending. The estimates are then submitted to the various parent Committees, the Executive Committee (which is the Council's Finance Committee), and after further pruning to full Council. The three prime sources of funds for Capital works are the National Housing Fund, a revolving fund, the Consolidated Capital Development and Loans Fund and Provincial subsidies for certain street works. The Revenue Estimates are prepared on a similar basis, and the Executive Committee has the responsibility of deciding what the rate levy must be to balance the Revenue Expenditure. The Revenue Estimates are also approved by Council. When adopted, the estimates are submitted for approval to the Administrator.

In simplified terms, it is hypothesised that there are two prevalent and conflicting attitudes to this process. 'Success' is measured (subconsciously probably) by increased expenditure for one's Branch, at the next level for one's Department, at the Councillor level for one's Committee. 'Success' at full Council level is measured by not increasing (or minimally increasing) the rate levy. This process apparently is designed to foster the attitude among all the participants that the other body should reduce its estimates, but one's own estimates are 'essential'. If this hypothesis is correct, then the conclusion must be drawn that the objective of this process is to produce a healthy competitive spirit within the Council.

Comments

Neither the Council as a whole, nor any of its component parts, has any explicitly stated goals or objectives for the area under its control. Certain duties delegated to some of the officials (e.g. the Medical Officer of Health) in terms of either State laws or Provincial Ordinances are not considered as goals developed by the City in response to problems. In respect of items which may appear on the annual estimates as a result of (say) 'Master Plan' reports, these have been dealt above.

However, it is likely that the various participants in the competitive process do indeed have internalised goals (or better, values) that will direct the way in which they act, and cumulatively affect the decisions finally made. The majority of participants are likely to possess upper middle-class-cum-professional values, and there is no reason to believe that any other groups' values will be canvassed or taken cognizance of. To the negligible extent that other values may be considered, these values will be represented by the participants as perceived by them, and thus accordingly distorted.

In sum, as Melvin Webber suggests (1969, p290) it is difficult to avoid the inference that the aim of the professions has been to apply the professional instruments. In respect of the estimates for housing projects, the funds are obtained from State sources, and thus the only factor that is likely to affect the estimates is the amount of work that can actually be done in the following year by the Council. One could suggest that any work above the Council's possible load could be put out to tender; however, this is partly constrained by the amount of staff available to prepare tender documents; and supervise the actual construction work when contracts are awarded. Total City expenditure is in any case controlled by the Minister of Finance.

In respect of the balance of the Capital works, the decisions are likely to be made (within the competitive system described above) on the basis of

what the responsible officials consider essential or optional. Because no studies have been done to establish what developments (in both physical and social senses) have the most beneficial consequences (in terms of major problems to be solved, and objectives to be achieved) and could cause the largest multiplier effect, the decisions about what remains on the Capital Estimates can only be made on the input criteria developed implicitly (and never stated publicly) by the officials, and subsequently by the Councillors. It is important to note that while the present Coloured population is approximately 60% of the White-Coloured total, there are no officials, nor Councillors, whose specific responsibility it is to put forward the needs, requirements and priorities of this population group.

Thus, analysed in terms of a planning process based on output criteria as part of a goal-oriented process, it would appear that any present problems (or future problem areas) which are resolved or alleviated through the Capital Works program are purely the result of happy coincidence.

1.2.3. Role in Recreation Facilities

To the extent that land must be set aside or reserved for "open space" purposes in terms of the Town Planning Scheme, the Council has set land aside. In respect of Housing Schemes, the standards are laid down in the Community Development Manual at 2,54 acres (1,03 hectare) per 1000 population. Outside of Housing Schemes, the Council has had to purchase land at market prices, where no endowment erven were ceded to it, and the area of "open space" reserved generally falls short of the 'standards'.

There are three broad subsections within the category of land reserved for "open space" purposes. Private open space refers to educational purposes, and includes various institutional uses, such as creches, and private sporting clubs. Public open space may be developed as sportsfields or playgrounds which are its predominant uses on the Cape Flats. It may also be considered as an area of passive recreation such as a park or forest reserve.

The Council has developed a fair number of recreational amenities in the Housing Schemes on the Flats, and these are listed in the brochure "Council Housing in Cape Town" (copy attached). Two basic problems, however, must be mentioned. The first is that while land has been reserved for open space purposes, the development of the land has usually followed many years after the surrounding residential development. This has in some measure been due to financial stringencies, either due to Council having more 'urgent' priorities, or due to constraints placed on Council's expenditure by higher authorities.

The second problem is that even where developments take place within an established community, there is no mechanism whereby that community is consulted about its needs and priorities. In Housing Schemes a Sports Board of Control, under the chairmanship of the Housing Office, manages the allocation of existing facilities, but is not designed as a participatory body to plan for the future. In many cases the majority of the members of the body may not be residents of the area under discussion.

Because there is no communication between the providers and the users of the facilities, it can be expected that there is no common understanding of what recreational (leisure and cultural) facilities are needed. It is obvious that an authority with limited resources is neither responsible, nor able, to provide all these facilities; but it is surmised that it is the role of a local authority to coordinate the provision of land and the development of facilities by private organisations, members of the community and itself. This cannot be done without restructuring the relationship between the Council and its citizens.

Thus in planning for the full recreational requirements of the Coloured group, and in the actual development of the facilities, it appears that the Council has tended to fall behind (what are considered to be) its responsibilities. It would seem that this problem in large measure is caused by the absence of any relationship (politically) between the White Council and its Coloured citizens.

1.2.4. Role in Education

The Council's main role as far as education facilities is concerned is to set aside the necessary land for the Administration of Coloured Affairs to erect the schools. While this has been done in new areas developed by Council, in older privately developed areas, the Administration, in consultation with the Council is obliged to acquire its own sites. The only positive role in the educational sphere has been the development of a few nursery schools and creches in Housing Schemes which are administered by the Medical Officer of Health; and the running of day-care centres in the Community Centres under the control of the Director of Housing. Council is presently investigating what role it should play with regard to the pre-school child.

Thus while the future of a city is intimately bound up with the effectiveness or otherwise of the educational programs, the present city managers (Council) have no legal relationship with the education subsystem of the city. This can only be to the detriment of the whole.

1.2.5. Role in Employment

The role of the Council presently is limited to the provision of land zoned for Commercial and/or Industrial purposes, or the rezoning of privately-owned land for these purposes when adequate motivation is presented. There is no official relationship between the Council and the various bodies which are intimately related to employment activities, such as the Chambers of Commerce and Industry, the Handelsinstituut and Sakekamer, Industrialists Associations or Staff and Union organisations.

The result is that the Council plays a negligible role in the fostering of employment opportunities, and thus the economic growth of the city and its region. While Council has developed large residential areas, on the Cape Flats as a result of both population growth and the Group Areas Act, it has apparently not considered the active promotion of place-related work opportunities as part of its role. The possible revision of this policy (of non-involvement) is currently being considered in respect of Mitchell's Plain, but the awkward fact in this case is that all the surrounding areas fall under the jurisdiction of the Cape Divisional Council.

1.2.6. Role in Social Facilities

To the extent that the Council has developed various facilities in its Housing Schemes, these are summarised in "Council Housing in Cape Town." A similar comment applies in respect of these facilities as was mentioned under item 1.2.3. above. The development has usually been initiated several years after the residents have been settled, and there is no participation by the residents in what facilities are provided. The problem also exists in respect of the contribution by private organisations that the involvement of these bodies occurs too many years after the residential development. In many cases the allocation of sites to bodies for various purposes (e.g. welfare institutions, supermarkets, cinemas, hostels) involves a time-consuming process of redesignating sites.

The Council thus has allocated sites for various purposes, it has developed certain facilities, but in the process the priorities of the residents are overlooked. The procedure is again input-oriented not output-oriented; and no stated community objectives exist to guide the process.

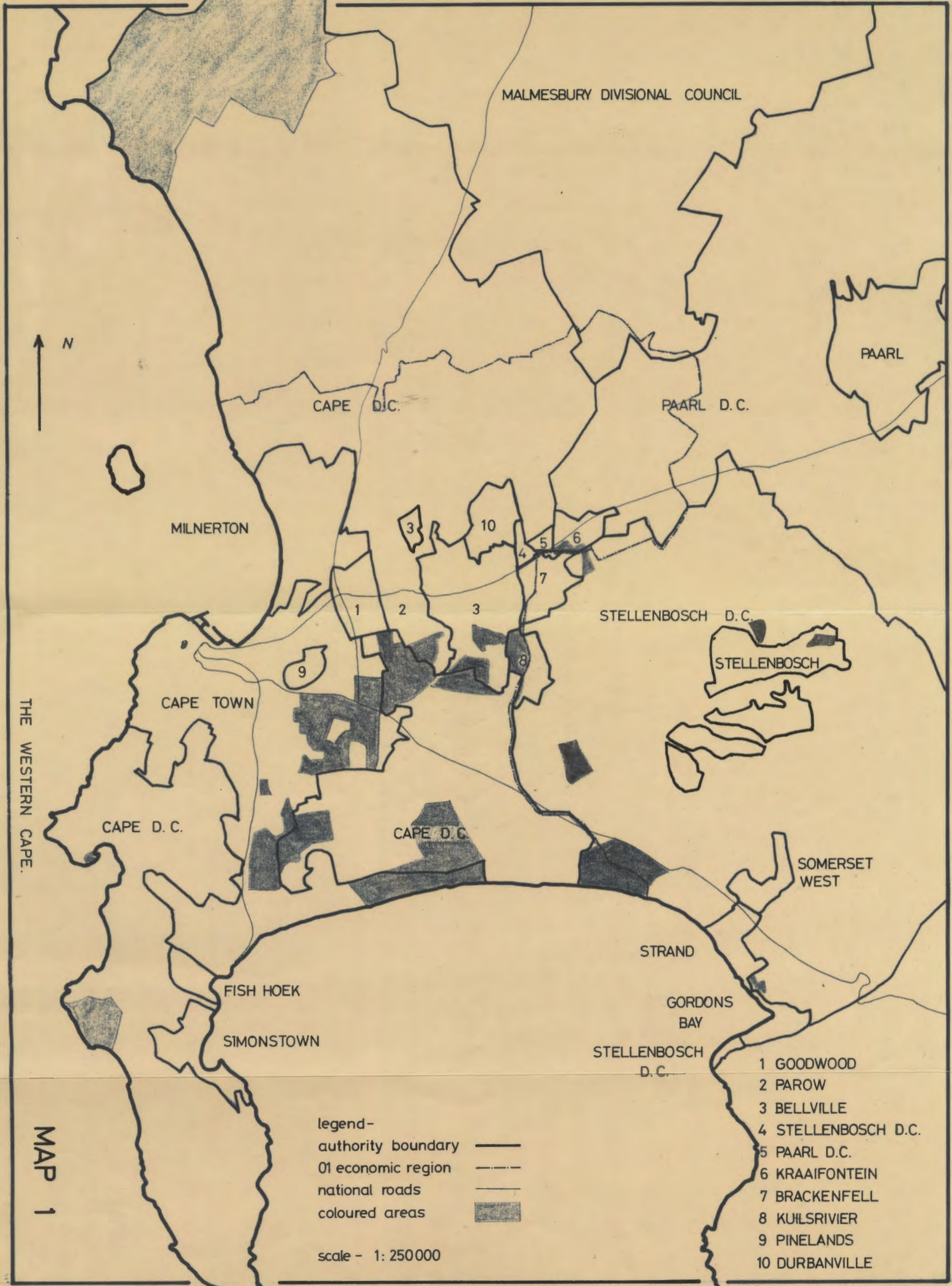
1.3. CAPE DIVISIONAL COUNCIL

Act No. 5 of 1855 created divisional councils for local administration in rural areas (Argus 17/1/75). The Cape Divisional Council straddles nine municipalities (see map 1), covering 173,530 hectares, and its primary function is not to supply revenue producing services, but rather to act as a kind of task force. It promotes new schemes which the nine municipalities are unable or unwilling to undertake, or which lie beyond their boundaries, sees them to fruition, and hands them over to the appropriate authority. Thus in respect of its Coloured Housing Schemes, it is likely that these will be handed over to some other authority when completed.

The Council's responsibilities in respect of the Cape Flats are centred on Grassy Park/Lotus River, Elsies River, Belhar and the northern part of Mitchell's Plain. These areas are shown on map no. 1. The Dassenberg project (at Mamre) has also been launched and falls under a special Committee of the Council with "full powers to organise, supervise and press on with the vast developments which the scheme envisages." (1973-4 Report, p iv).

Because in broad terms the procedure for decision-making is similar to the CCC, it is not intended to describe the details of the Divisional Council's process. The basic framework within which decisions are made, is also similar in so far that funds are made available from the National Housing Funds, and the standards (for layout) of the Department of Community Development are used unless otherwise motivated.

In spite of constraints acting upon the Council, their reports dealing with housing developments seem to indicate a different attitude towards planning as a goal-oriented process. The three particular reports which have been studied are Elsies River (1971), Mitchell's Plain Preliminary Report (October 1972), and Mamre Growth Point Planning Proposals (1973). A point which should be noted in passing is the brief to the Council from the Department of Planning in respect of Mamre - i.e. "to accept overspill population from Greater Cape Town for when Mitchell's Plain is fully developed." (1973 Report, p54).



Naturally the mere statement of goals and objectives does not mean that they will all be fulfilled - but it does have the following advantages:-

- a) the officials and Council know what they are supposed to produce (from planning through implementation to monitoring, and the more comprehensive and rational the goals/objectives are, the more rational the rest of the process is likely to be).
- b) the public know what the Council is doing, and what end product they should receive.
- c) as the process develops, all parties are able to test its success in terms of the stated objectives.
- d) the Council has an easy measure at any point to assess what amendments and modifications are necessary, and what areas need priority attention.

Two other important statements can be pointed out. The 1972 Report (item 12.9.1.) recommended that an "independent Social Scientist be appointed, with the necessary field staff, to report direct to the Secretary on the needs and means for social improvement of the residents."

This indicates on behalf of the Council a very clear understanding not only of the need for on-going monitoring independent of the housing management function, but also of the necessity for monitoring in the social sphere of development.

The 1973 Report (p54) states as a subgoal of goal 1 "to set up an efficient administrative body at an early stage, featuring a) representation of all parties involved, including residents and employers, and b) their active participation in the making of decisions." It is considered that this step is a crucial one in the development of any area, and is so fundamental in giving people a stake in their lives, that it should be taken for granted. Regrettably it is not.

In conclusion there are two major comments to make about the Divisional Council in respect of the Coloured Areas under its jurisdiction. The first is that it appears to have developed a different attitude towards planning these areas. The process follows a pattern of goal statements, implementation and monitoring and thus has a stronger foundation than the City Council's process. Secondly, it is likely that in the future, when Grassy Park, Elsies River and Mitchell's Plain have been developed by the Council, that the administration of these areas will be passed over to some other appropriate authority.

1.31. Belhar

This area which will eventually accommodate about 45,000 people, requires special mention because of a novel experiment presently under way. The area has been planned by the Department of Community Development with the Cape Divisional Council, and is being developed by the latter body.

The Cape Town Chamber of Commerce has been allocated land on which about 300 houses will be planned and erected for employees of Chamber members. The Chamber is using the services of two Departments of the University of

and subeconomic), and 168 selling units. 300 economic rental units are presently under construction. When completed, the Council will have housed approximately one third of the population. (discussion with Mr. van Gent).

The relationship between the Council and the Ravensmead Management Committee appears to have developed on a similar basis to Bellville. There is generally a quarterly meeting between the Council and the Committee (which may occur in the evening), or at any other time when a particular issue arises. The Committee Secretary is also responsible for assisting all Coloured visitors to the Municipal Offices.

1.6. CAPE METROPOLITAN PLANNING COMMITTEE (was Joint Town Planning Committee)

This Committee legally is a local authority comprising representatives from 21 local and divisional authorities in the Cape Town area. It does not, however, have any executive authority, its decisions are executed by the local authorities affected by those decisions, and its policing powers are exercised by the Provincial Administration. The prime functions of this body are to (a) coordinate the planning efforts of the 21 member authorities; as well as those Government and Provincial Departments which are involved in planning or development within the Metropolitan area, and (b) formulate guidelines for the future development of the Metropolitan area (Penso, 1974). The Committee has also been charged with the preparation of a Guide Plan, which is intended to be an authoritative expression of central government policy for this area, and will become part of the National Plan. However, the Guide Plan is simply an expression of expected directions of growth for the Metropolitan Area. This will include group areas, future residential areas, proposed industrial areas, major commercial centres and major transportation elements, and will be developed by the Committee based on information obtained from the various local authorities.

To the extent that the Committee may in the future involve itself with declaring suitable land for industry, commerce, recreation, and group areas, so it may then be relevant to the future of the Cape Flats. In the past it has not proposed radical changes in land use, except in consultation with the respective local authorities. Even its consideration of future group areas appears to have been preempted by the declaration of Dassenberg (Mamre) as a Coloured Growth Point and new city.

At present it would appear that factors relating to social and economic development for the region must be analysed in relation to revised administrative structures before final land use decisions are made. In any case, the preparation of the Guide Plan may not be of great assistance in making local planning decisions.

1.7. COLOURED REPRESENTATIVE COUNCIL

At present the Council has no geographic powers or functions; its main activities relate to Education, Community Welfare and Pensions, and Rural Areas. A member of the Executive is responsible for Local Government, but as yet only Management Committees are in existence. While the future development of the Council is uncertain, it is likely to play a larger role in the local Government affairs of the Coloured population.

The administrative organ of the CRC Executive is the Administration of Coloured Affairs. The Director of Education within the Administration is responsible for implementing education policies and programs. This is done on a functional basis, and is not place-related. Possibly part of the reason for this, is that there is no place-related (Coloured) local authority with any effective power.

The problems resulting from a complete divorce of educational programs from all other facets of living, can only be to the detriment of the citizens. It also appears that the educational programs are largely input-oriented rather than output-oriented.

1.8. GENERAL

There are also various other governmental bodies whose actions have an effect on the lives of Cape Flats residents. In most cases these departments are not responsive to the needs of the area, nor in fact are their decisions taken with reference to the local authorities mentioned above. The following list describes the position in brief.

- i) South African Railways - the location of the services, their quantity and quality, the fares charged are all decided upon in Pretoria.
- ii) Department of Planning and Group Areas Board - the decision, and subsequent declaration of group areas, and the location of growth points is likewise ultimately decided upon outside the area.
- iii) Department of Community Development - the provision of funds for housing schemes and related amenities is only granted for prescribed standards that may well be irrelevant.
- iv) Department of Recreation - contributes to the development of certain facilities, but in many cases directly to sporting bodies, not via local authorities.
- v) Department of Labour - attempts to relate work-seekers to jobs, but not related to local authorities, and no control over physical relationship of homes to places of employment.
- vi) Department of Social Welfare - attempts to patch up social problems without any link to the local authorities, and problems that may have resulted from a combination of actions by other Departments.

The above examples reinforce the picture that has been drawn in this section. The lives, and future, of the Cape Flats residents are affected on all sides by various institutions making uncoordinated decisions and implementing their own programs, all without any direct responsibility to the residents.

References

Note 1. Based on projections compiled jointly by the CCC and the Cape Metropolitan Planning Committee in March 1975. The figures quoted are a mean between high and low projections (constant migration percentages, and figures, respectively). The 1970 Coloured population has been adjusted by Professor Sadie for under-enumeration.

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SECTION 2.0. HUMAN RESOURCES AND SOCIAL DEVELOPMENT.

This chapter will describe the present human resources and the difference between the various groups. Projected population growth and its socio-economic development will produce particular problem areas where social development policies will be necessary.

The balance of the chapter will provide the basis of the thesis through the development of the theory of Social Development. The Goal for the area will be explicitly defined, and the objectives developed from this goal. The implications of the objectives for various facets of living will be described. The relationships between these facets, or urban subsystems, will also flow from the goal and objectives.

2.1. HUMAN RESOURCES

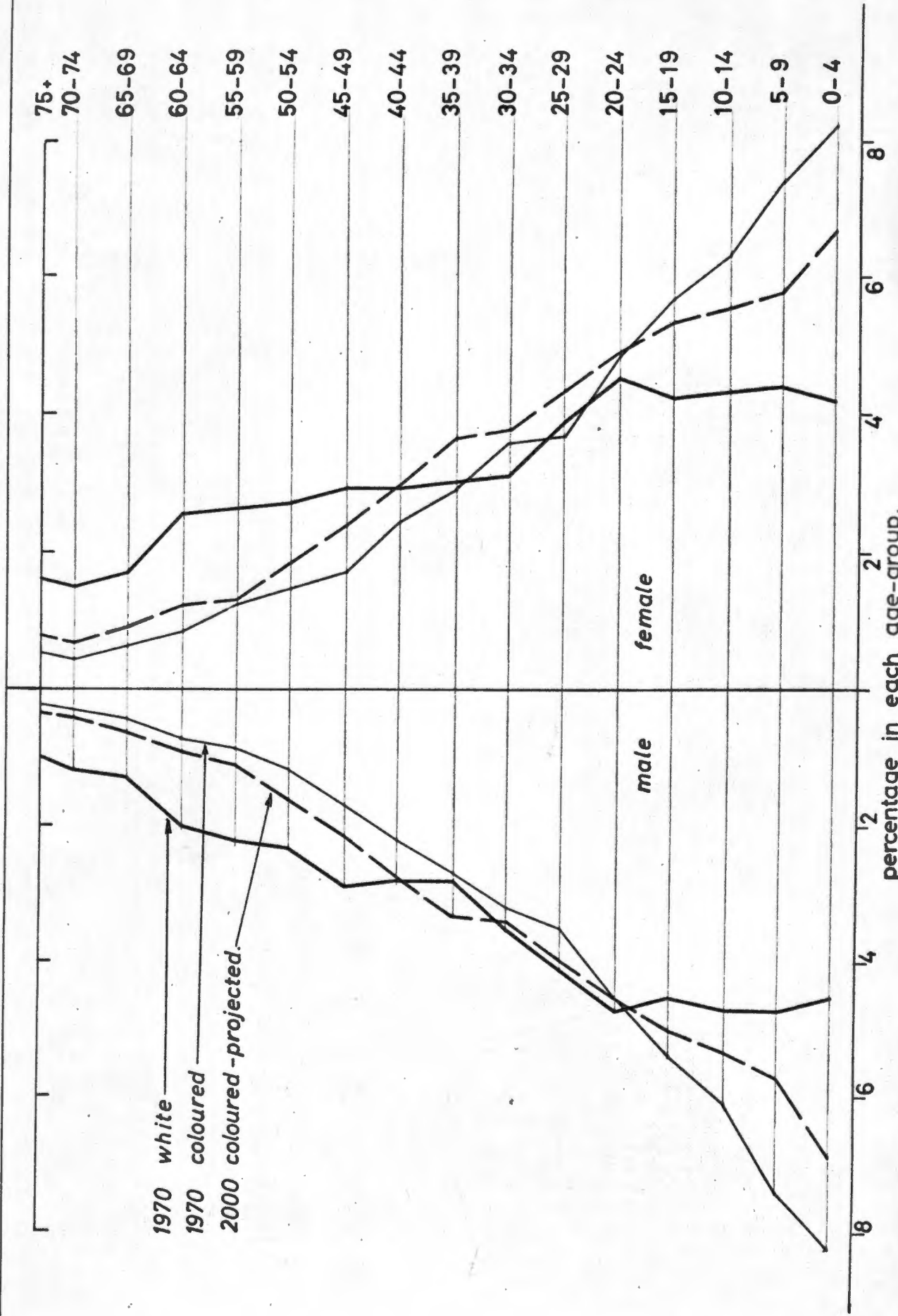
The basic consideration in reviewing the nature of the resources of the Cape Flats is the belief that unless people have reached a point where they are able to play a positive role in their own destiny, and contribute to the social development of the society, they are not a resource; they are a liability. With the disparity in population growth between the White and Coloured groups, if this liability is not altered, radical instability which will affect all groups adversely, may well follow. The first priority is to set the population perspective for the future, to indicate an outline of the disparities in performance of the two communities, and to attempt to draw rational conclusions from the evidence. X

The Ol Economic Region in 1970 contained a White - Coloured population ratio of 1:1,61. The ratio for 2000 has been projected as 1:2,29. The White group is projected to increase from 386,000 to 680,000 (by 76%), the Coloured group from 621,000 to 1557,000 (or by 125%). The relevant population pyramids are shown on diagram 4, and while it can be noticed that the Coloured distribution is slowly improving over time, by 2000 it still is not expected to reach the low dependency ratio, and demographic stability of the White population.

In respect of population growth, Caldwell (p13) suggests that the reproduction of human beings must be socially controlled. "It seems a strange logic for governments to require licences for men and women to live together in wedlock, but to permit them to reproduce with no assessment of the social costs and implications involved. If life is as precious as some moralists contend, its transmission should be one of the most carefully guarded functions of society. To leave it to accident is among the more gross of social irresponsibilities."

The following figures reflect the disparity between White and Coloured circumstances in the Ol Region. X

	White	Coloured
i) Per capita income 1970 :	R1333	R320
ii) Percentage below Household Effective Living of R238 :	16%	66%



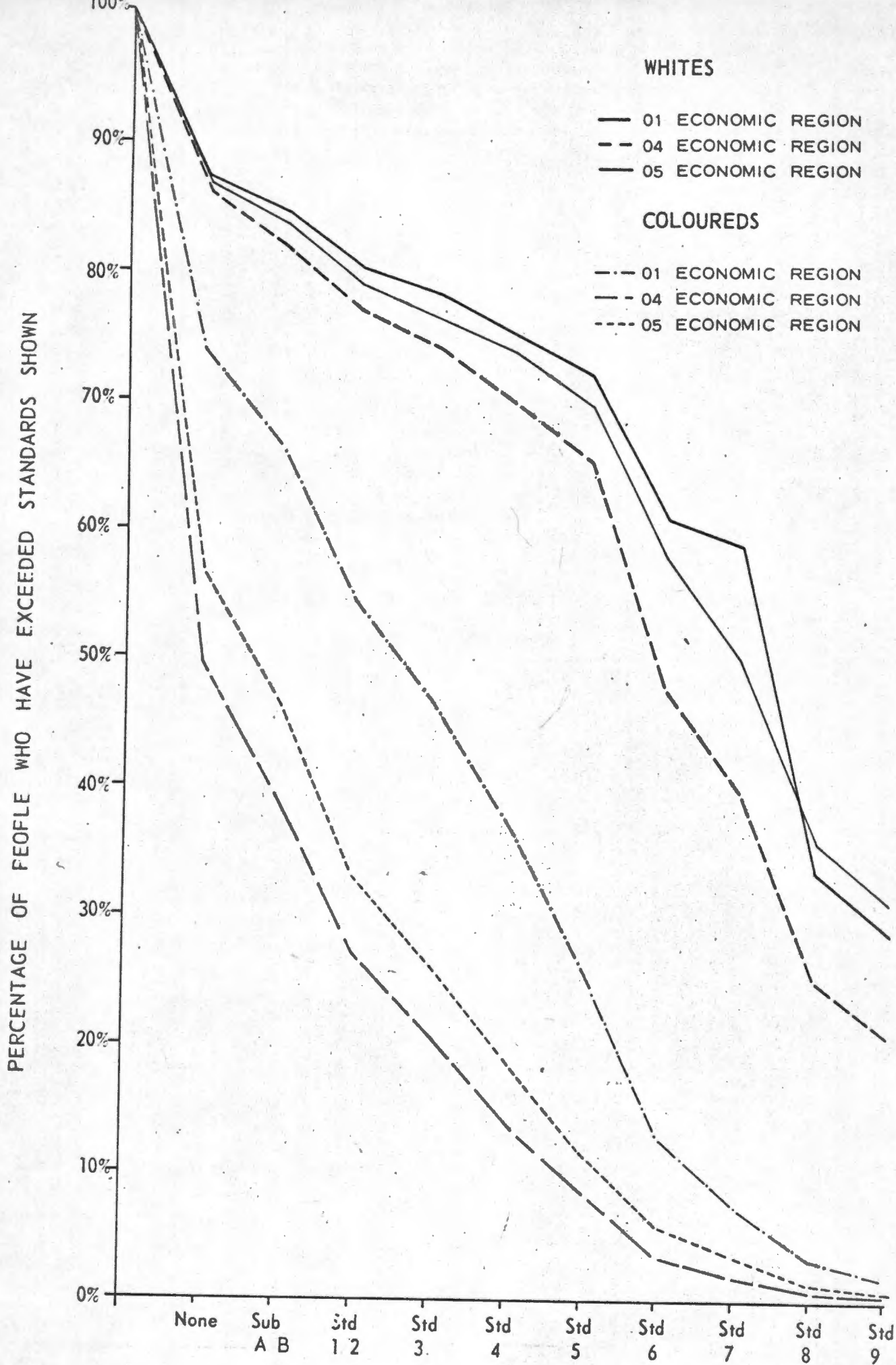
POPULATION PYRAMIDS FOR O1 REGION.

	White	Coloured
iii) Dependency 1970	0,95	1,55
(Dewar, p16)		
iv) Educational Levels 1970 :	see Diagram 5	
v) National Personal Income 1970:	see Diagram 6	
(Morris, Sept. 1974, p3)		
vi) Infant Mortality 1973 :	48 No	562 No
vii) Infant Mortality per 1000		
births 1973 :	12,7	39,9
(Medical Officer of Health, p21)		

Various other factors could be mentioned, such as violent crime, the abuse of liquor and drugs, family disorganisation, early school-leaving and workshyness. In most cases the scale of these problems and their ramifications on other aspects of life on the Cape Flats, has not been measured, in part because those with the resources (the Whites) have apparently not felt these items worth measuring. (possibly because they are not personally affected by them).

While these problems are obviously interrelated, it is considered that economic factors - poverty and deprivation - form the root cause. (Gerwel, p3). For many people the forced move to the Flats has resulted in ongoing antagonism and little feeling of association. The heterogeneous composition of the communities, with people from widely different backgrounds often finding themselves as neighbours, has prevented cohesive communities from developing with some degree of acceptance between members. This has developed patterns of physical alienation from the White areas, and internally (on the Cape Flats) social alienation. In outline, the problems can be described as below. These are considered as the basic factors which prevent the present population from becoming fully developed human resources.

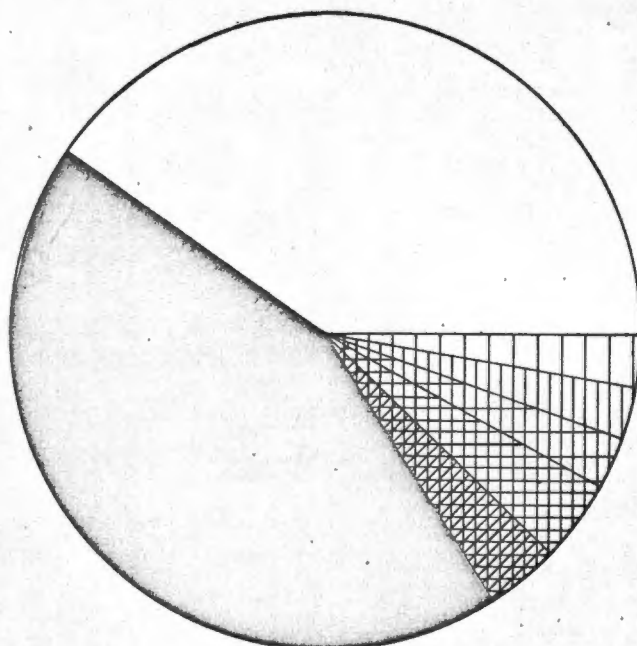
- i) A crisis exists in the demand for housing, and land for housing. There is virtually no involvement of the Coloured population, for economic, administrative and political reasons, in the production of the housing they require.
- ii) In respect of industrial employment, there are accessibility problems and lack of entrepreneurial skills. For the growing requirements of White collar employment the tendency of growing agglomeration in White business areas causes various undesirable consequences; the prime result being the low level of investment on the Cape Flats. Generally a lack of involvement in all work decisions, and low rates of pay, reinforcing tendencies of alienation.
- iii) Large families and low wages cause patterns of early school-leaving, perpetuating low achievement due to lack of education and training. The apparent irrelevance of the education system and real and apparent constraints on opportunities even when higher education levels are reached reinforce this cycle.



1970 CENSUS EDUCATIONAL LEVELS.

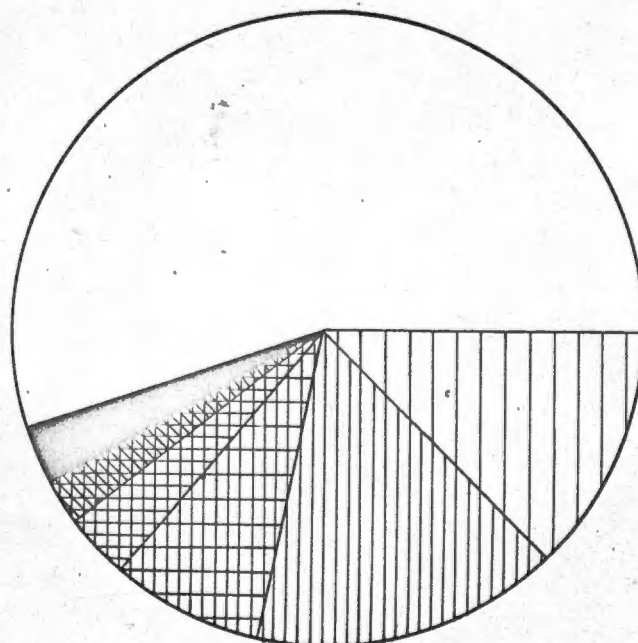
DIAGRAM 5

WHITE MALES



- NONE
- R0-339
- R400-799
- R800-1199
- R1200-1599
- R1600-1999
- R2000+

COLOURED MALES



- R2000 +
- R1600-1999
- R1200-1599
- R800-1199

- R0-399
- R400-799

1970 CENSUS NATIONAL PERSONAL INCOME DISTRIBUTION

- iv) A tremendous lack of recreational opportunities exists for both local and regional needs, which results in anti-social behaviour among some and generally dissatisfied and unfulfilled citizens.
- v) Inadequate commercial and shopping facilities are located on the Flats, resulting in poor consumer service. Because of factors already mentioned, little cohesion exists between communities, and the social and economic environment is the cause of a high incidence of health problems, such as bronchitis, tuberculosis and gastro-enteritis.
- vi) For political and economic reasons, there is an almost negligible involvement in community decisions through local authority mechanisms. This causes reinforcement of the general alienation and has consequences on the overall social and economic behaviour patterns.

While it is perfectly clear that there is an enormous reservoir of talent and potential among the residents of the Flats - which urgently needs to be developed into full human resources - it appears that the great majority of constraints placed upon this area, have been done so from outside. To attempt to compile a schedule of potential human resources is an onerous task. It is also in part insulting because it suggests that the resources should be compiled, and then organised into particular directions, from outside that community. What is most needed are mechanisms which will allow the community, as a whole, and as smaller subsections, to decide what they require, what resources they can mobilise, and what will have to be "imported" for the purpose in view. The mechanisms to allow and encourage this process will be dealt with in the subsequent sections.

2.2. SOCIAL DEVELOPMENT

The quality of life for all people is intimately connected to the places in which they live, work and gather for the purpose of public affairs and recreation. Unless an improved relationship between man and his environment can be exemplified in the cities, it can never capture the imagination and the allegiance of a critical mass of humanity (Caldwell, p15).

It has been pointed out above that without a coordinated approach to designing a better future along goal-oriented lines, human development and progress is constrained from reaching its full potential. Fagin (p105) suggests that "the purpose of organising and carrying out planning activities within the framework of urban government is to enable the urban community to make intelligent and coherent decisions about its own physical, social and economic evolution." The notion of social development can be described as the direct contribution by the residents to the success and effectiveness of existing institutions and the creation of new institutions to satisfy their needs (Milton Keynes, p124).

Meier (1970, p221) suggests that the planners' self-imposed directive is: "the design of a city to promote the harmonious interaction of a population." In considering the urban environment as representing both an escape from boredom and an opportunity to get ahead, harmony implies the minimisation of clashing error which includes accidents, illness and crime. The social engine that is comprised of the city and its satellites mobilises action and powers progress until it is brought to a shuddering halt by the failure of an essential part or an accumulation of internal frictions. In developing the notion of the metropolis as a transaction-maximising system, Meier (1970, p229) points out that in the ghetto two categories of transaction

are particularly scarce : economic transactions and cultural messages with real meaning. The first of these requires jobs that are on some kind of promotion ladder, so that a stake exists in the total society. The second is most likely to be based upon the faces one knows or expects some day to meet, so that a community culture develops. The Cape Flats in general terms exhibits similar scarcities of these transactions.

It is necessary to elaborate on the sense in which 'social transactions' are meant. A transaction means any form of contact between two or more people at which information is exchanged. This can include a mother exchanging grunts with her child, a teacher learning with his pupils, an employee phoning his office to inform them of sickness. It is self-evident that the greater the understanding and knowledge one has of one's role, the more valuable and meaningful the transaction will be.

For the purposes of this thesis, Social Development is defined as the process whereby the individual and/or group in the urban region is enabled to increasingly participate in and contribute to the growing flow of social transactions over time. The goal adopted for the Cape Flats is : to implement programs for Social Development. To analyse this growing flow of social transactions it is necessary to analyse the various components of social development. Seemingly the most rational method is by way of the various roles that most individuals play. As the purpose of this thesis is to propose a process of planning, this subdivision of roles is not meant to be final, nor exhaustive, merely comprehensive enough to develop a coherent argument for the subsequent proposals.

The six role environments (or subsystems) that seem of greatest importance are the following:-

- i) the home environment.
- ii) the education environment.
- iii) the work and employment environment.
- iv) the recreation - leisure - cultural environment.
- v) the social environment - incorporating the community, health, shopping and commercial activities.
- vi) the civic - institutional environment.

The approach adopted is to develop for the six subsystems those criteria which are necessary to encourage greater involvement in each role. These criteria can then be used as objectives to develop a planning process and planning structure for the Cape Flats (or any other area). The objectives will then also be used by the planning structure so developed as its objectives for making decisions about the allocation of resource.

2.2.1. Criteria for greater involvement in the home role.

When one considers that the home is that base from which people go out to partake of and participate in the opportunities that any metropolis has to

offer, the home takes on a significance and importance that is not generally accorded it in the affairs of government. When this base does not satisfy the requirements that its occupants have of it, it is reasonable to suppose that their dissatisfaction will manifest itself in other areas of living. Children receive their first informal education in the home, and for many people the home is a primary source of leisure activities. The home is thus the base from which all other roles are experienced.

It is thus cardinal that this base - the home - is secure from outside interference, whether this comes from vandals, or authorities. Obviously there can never be complete security from interference by vandals, but there is likely to be more social control where people feel part of a community, and have a stake in the dwelling. By and large both these factors are fulfilled where there is ownership of the dwelling (or voluntary leasing). Interference by authorities can take the form of ejection from the rented dwelling (for non-compliance with authority - determined standards of behaviour), ejection from the land (where people have erected their own dwelling), or ejection from both even if owned by the occupant of the dwelling (where area is declared for another group). From every point of view an owned dwelling has advantages over a rented one because of the possibilities for both physical and social development.

Apart from security of tenure providing mental stability, the fact of ownership also provokes a pride of possession that encourages people to use their surplus energy to improve, enhance and maintain their possession. Because of this pride, the plot and house become the locus of a great deal of social intercourse, recreation and education. It provides a community of positive interest quite different from that community of interest formed by tenants in fighting against their unwanted landlord. Thus the first criterion is that there must be the opportunity for some form of security of tenure.

It has to be accepted that while all people require shelter in one form or another, the form in which it is required varies depending on the socio-economic position of the people involved, and their previous experience of housing types. This pattern of movement from inferior to improved dwelling types will operate most effectively within the market situation, and with the least exogenous constraints. A particular responsibility devolves upon the authority which attempts to cater for those families who financially are unable to operate in the marketplace. Where the lowest (socio economic) groups are prevented from living in the poorest part of the housing stock, or are positively ejected from this stock, obviously the pattern of house-type mobility is seriously affected. The important point to recognise is that poorer people require a dwelling which their pocket can afford, and the poorest require the barest essentials.

Crooke (p11) has cogently described how a very substantial part of the low income population (world wide) can and do house themselves without direct control or direct housing assistance by government. From a cursory survey of the Cape Flats, it is apparent that this self-housing applies equally on our doorstep. However, while this number increases annually, various authorities continue to state that in a certain number of years the housing problem will be overcome. The fact that people do not want standardised housing solutions imposed on them evades attention. What people do require

2.2.1.2. is the opportunity at each stage of their life to develop the form of house that satisfies their requirements. Thus the second criterion is the opportunity to erect one's dwelling (and adapt and alter it) to user-performance standards.

While buildings can be erected to satisfy the requirements of the user, there are various forms of assistance which can be provided within this framework. In the same way that materials, technical assistance in the design of the structure, and the necessary funding is available for formal types of dwellings, so these factors could also be made available for more informal dwellings. In providing the resources needed for different socio-economic groups, this would also provide the framework within which people could make their own decisions. While this is considered as the norm for people who arrange their dwelling through the market place, there is no reason why the poorer groups cannot also obtain similar services via their

2.2.1.3. local authority on a subsidised basis. The third criterion is the provision of assistance in the design and construction of dwellings to the user's requirements.

For families who acquire their own dwellings, there are various factors that influence their selection of a location to live. Because the home is the base from which various trips are made to other activities (work, shopping, school), the location will be selected in part as a result of its distance-relationship to these activities. These may be close to schools and shopping, and far from workplace and busy roads. There might be many locations that satisfy these requirements and it is possible to surmise that the final location will be decided upon due to the environment around the house or plot. Items here might be the actual price asked for the property, whether the roads are secluded, trees planted, and the types of houses already erected by neighbours.

Due to the limited area set aside for Coloured occupation and the present 'housing' shortage for this group, there is presently little option of selecting from alternative locations for one's dwelling. In many cases there is little chance of obtaining any land or even any type of dwelling. Because poorer families may receive certain forms of assistance, this should be inadequate reason for their having no option of living in an area that can satisfy some of their requirements. This option will also have to operate within broad cost constraints as it is unrealistic to imagine the poorest families living on high priced land. The fourth criterion is that families must have the option of selecting a home site from a range of locations.

2.2.1.4.

In any urban area where local authorities are involved in assisting the lower economic groups in the housing field, there will be some form of housing administration to manage these resources. Following from the criteria above, this system must in the future not only deal with the ownership of land, but also the erection of dwellings, the control of those dwellings that are sold and leased, and the system of material and design assistance. To satisfy the goal of social development, and encourage involvement of the people in the administration of their affairs, it is necessary that the management system is responsive to the needs of the people, accountable to them and flexible in its approach. As values change over time, and the circumstances alter, so the output of the system must

2.2.1.5. accordingly change. The fifth criterion is that the housing management system must be flexible and responsive to the needs of those affected by it.

2.2.2. Criteria for greater involvement in the education role.

Before suggesting criteria for this role, it is necessary to clarify what is meant by 'education'. It has been suggested that "the overall goal of an educational system can be simply stated as enabling each individual to maximise his human potential. This can be facilitated by giving him opportunities to improve his ability to function in various roles : as individual, family member, citizen in the community, and in the business world." (Fantini and Young, p42). Education can also be considered as the formal medium through which the culture of previous generations, and present subgroups, is passed on and enriched for succeeding generations, and other subgroups. (Meier, 1962, p67). Margaret Mead (p22) defines education as a cultural process : "the way in which every new born individual is transformed into a full member of a specific human society, sharing with other members a specific human culture." Education is in fact another word for socialisation.

For a society that will increasingly alter from industry and agriculture based to service-oriented, there is a need to redefine 'educated man.' He should no longer merely be an adjusted thinking person who knows about social issues and problems, but a confronting man who also acts upon his knowledge. The education process will thus move outside of the four-walled classroom so that the entire community becomes a classroom and everyone who lives in the community can become a part of the educational system, both as a teacher and a learner.

Thus in the context of the thesis it seems that a close bond exists between social development and education. In order to clarify the differences, education will be considered as those formal programs of social development which can be institutionalised into the proposed administrative structure for the Cape Flats. It is not the intention that the proposals for education will follow the present patterns of programs, as these appear to have major shortcomings in the light of the above definition. The following comments are relevant for a greater involvement in the educational role. (It should be stressed that the comments and criteria developed below are based on the objective of greater involvement and participation, and are not intended to make minor improvements to the present education system.)

The education system must exist to serve the community, and all the related facilities should be available for community use at all times. The educational authorities must thus be responsive to the needs of the community and responsible to them. At present the 'school' facilities do not seem to be considered part of the community's resources. The system must assist the community in identifying and coping with their present problems, and understanding the environment and milieu in which they live.

To elaborate what is intended by the above an extract from Coates (p31) is given. It relates to a special ghetto curriculum designed for the New York State Center of Urban Education. "We set out to develop a curriculum in the social sciences that, by making children expert in their own environment, knowledgeable of the neighbourhood power structure, and familiar with the men and processes of government, would strengthen their self-images and prepare them for active political roles as adults. The course was intended to achieve five objectives:

- 1) An awareness that the environment is the creation of man, and is the result of decisions that can be located, understood, and changed by individual and group action.

- 2) To enable each student to see himself as an actor, rather than a passive recipient, in education and life, and a participant in community process.
- 3) To open new areas of choice by making students aware of both practical and utopian alternatives.
- 4) To make school relevant to life in the community, thus increasing the child's willingness to learn essential verbal and computational skills.
- 5) To increase the teachers' knowledge of and sensitivity to the special problems and strengths of minority group children."

2.2.2.1. Thus the first criterion is that education must be relevant to the needs of the individual and the group within a communal living environment (the city-region).

2.2.2.2. Flowing out of the above, education must encourage the freedom for self-development, balanced with training for the responsibilities that are implicit in an interdependent living environment. The second criterion is that the individual and the group must be assisted in finding and developing their avenues of greatest potential.

2.2.2.3. Much of the educational system today is based on a 'dead' absorption of facts, and for many pupils it never becomes part of a worthwhile 'living' experience. Education should not merely be received; it should be designed to be responded to. Because it should be based on the development of individual potential, it must be learner-oriented, rather than subject-matter oriented. The third criteria is that the educational system must change its emphasis from acquiring knowledge to providing students with the tools to learn how to learn.

2.2.2.4. If there is a desire on the part of all people to create a better environment in the future, it is necessary that the values held are reassessed in the light of the consequences that flow from that value-system. It is obvious that education is in large measure responsible for present value systems, and thus must lead the efforts to establish more realistic systems. The following criterion is intended to provoke and stimulate more discussion, and is in no way considered a final assessment. The educational system should instil a striving for defined values:-

- self-actualisation rather than achievement,
- self-expression rather than self-control,
- interdependence rather than independence,
- capacity for joy rather than endurance of stress,
- full lives rather than full employment,
- collaborative rather than competitive relationships.

(Mitchell, p175).

While these notions may at first sight appear trite, an analysis of their effect on the education system would indicate that changes in the desired directions toward social development would flow from their introduction into the education system.

2.2.3. Criteria for greater involvement in the work role.

The section could also be entitled "what to do to increase the gross regional product." It does not have this title because to the great majority of people the phrase is meaningless, and so it should be, unless an increasing gross regional product is directly related to an improved quality of living and (again for the majority) a more even distribution of wealth. The two latter concepts are more important because they affect the individual and the family.

In spite of the danger of over-simplification, the theory of gross regional product (GRP) could be considered along the following lines. If individual productivity increases faster than population growth, then GRP should increase. Individual productivity, however, is related to various factors both inside and outside of the work role. If people are, or can be, motivated by their employment circumstances to improve themselves, then individual output should improve. If people have a secure home and an established family life, their home circumstances should increase their motivation to work. (see also 2.2.1). If people have received the necessary education and training so that they can find employment within their avenues of potential, then work motivation will increase. (for further elaboration refer to 2.2.2).

Where the workers (managers to labourers) have sufficient opportunities for recreation which can provide both a healthy body and a relaxed mind, their approach to work will be enhanced. (see 2.2.4). If the social, community and civic activities are such that both the freedom to realise aspirations, and the responsibilities towards society are fulfilled, the attitude towards work will be that much improved (see 2.2.5. and 2.2.6.).

There is probably little disagreement with these simplified comments, but if they are not explicitly stated, it is possible that the relationships between one role and another may well be ignored, with often unfortunate consequences.

Reverting to the notion of GRP, it is considered that if all the factors mentioned above are followed through, individual productivity will increase just as rapidly as the improvements on a broad front are made. Thus the belief is expressed that economic development will follow closely behind social development (as developed in the thesis). The clearest analogy is that if the cents are looked after (by being allowed to roll towards a common goal, rather than around in circles!), the Rands will slowly accumulate.

2.2.3.1 The decision about criteria for greater involvement in the work role naturally includes all levels of work from entrepreneur to labourer. The usual comment made about the availability of jobs is that there should be sufficient in number and type to match the potential work force. It is seldom mentioned that people must in a physical sense be able to get to the jobs, and once there must be able to perform the work. The ability to perform relates to the training available so that the applicant is able to do the work required, and also presupposes that the applicant (regardless of sex, race and religion) is accepted for the work offered. Thus the first criterion is that there must be sufficient jobs of various types offered at a variety of locations so that individuals have the opportunity to use their training in the work of their choice.

The matter of information in any large urban area is of importance to all. For those at the higher economic and social rungs of the ladder, various devices are needed to reduce information overload - but these are not usually the people who have to search for work. For those at the other end of the

scale, it is frequently a problem of inadequate information. This can take two forms : what kind of jobs are available and what does one do to land the job, and secondly, what kind of work is the person most suited to and interested in. Thus two forms of information are required to assist the person in finding where his potential lies: the necessary aptitude guidance and what types of work match this potential; and to help the work-seeker

- 2.2.3.2. find an appropriate job. Thus the second criterion is that information must be available at suitable locations throughout the region so that people can establish what their potential is, and find suitable employment.

Once suitable employment has been found, even if the actual work satisfies the individual, it must be sufficiently attractive to make it worthwhile

- 2.2.3.3. remaining there, and making a serious effort to advance. Thus the third criterion is equal pay for equal work (regardless of sex, race and religion) and minimum pay for effective living.

There are other factors that are probably as important as the wage paid. There should be similar benefits for employees regardless of their pay scale, and regardless of where they work. These would include such items as restrooms and staffrooms, leave, medical aid, pensions, option to form work associations and share in the profits. Increasing opportunities for participating in decisions about one's work environment are central to the goal of social development. Comments have frequently been expressed to the author that whereas managers have frequently never done the particular work their staff do, there is never any thought of asking the staff what amendments to the work procedure would facilitate their work. On the basis that all work positions should allow for advancement, facilities must be provided for the necessary training, whether this is in-house or externally obtained training. Time off for training is central to advancement (and greater work involvement and satisfaction) for all work levels. While it is necessary that staff should work some specified number of hours daily, it appears an outdated notion that requires the great majority of people to work from 8.30 to 5 p.m. There should be increasing options of flexible working

- 2.2.3.4. hours established jointly between all the staff. The fourth criterion is that the work environment should provide the broadest range of benefits, essentials, and participation for all staff members.

The economy is organised in such a way that those who have, can usually obtain more. There are handicaps in the path of those who have very little in the way of funds, but have the technical potential to start their own firm. For those who are unable to obtain financial support through the private sector, it is imperative that facilities be provided to sponsor their efforts (such as the Coloured Development Corporation is doing). Because of limited funds, it is also difficult for these people to compete for highly-valued industrial and commercial land. Various methods must be devised so that these private small businesses have the chance to find their feet with the minimum capital outlays. This suggests that various locations should be made available for these "backyard industries", as long as performance criteria are introduced. These could relate to noise, smell or traffic pollution standards, developed in conjunction with the local

- 2.2.3.5. community. The fifth criterion is minimum constraints on starting one's own business, and maximum assistance in getting it established.

At present there is no one institution monitoring what is going on in the local economy, in respect of production, staff matters, and the future growth of the region, in which education and training must play a large role. The

Department of Labour attempts to find employment for work-seekers. The Administration of Coloured Affairs assists with aptitude testing. Various local authorities reserve land for industry and commerce. The Chambers of Commerce and Industry, and the Handelsinstituut represent the concerns of management, and a multitude of unions represent the staff interests. Technical colleges provide the training for certain types of occupation. While it is accepted that the major overall management of the economy must be the responsibility of the Central Government, it is only rational that the importance of urban areas merits some institution which can a) understand what progress the urban economy is making, b) establish where problem areas are developing, and c) draw the necessary groups together to alleviate these problems. The sixth criterion is the establishment of a liaison body representing government, management, staff and educators to monitor the economic growth of the urban area.

2.2.4. Criteria for greater involvement in the recreation role.

Recreation has been defined as the opportunity for mental, physical and spiritual rejuvenation integrated into all aspects of life. (Birkby et seq., p13). The form it takes may be of an active or passive nature, and may involve an active or passive involvement (participant or spectator). Recreation is used here as a generic term including both leisure activities and cultural affairs, all of which can take place in the home environment or away from it. In respect of those activities based in the home, it is not necessary to add any comments to those already mentioned in item 2.2.1. A greater involvement in the individual's role at the home will naturally include certain activities that fall into the category of recreation.

In respect of all types of recreation for the Cape Flats residents - both within the defined area and outside of it - the lack of adequate facilities is very apparent and is probably responsible for various unwanted consequences. Within the area there is need of sportsfields, community centres for indoor games, and other facilities for short-period recreation. In the whole West Cape Region there is a dearth of facilities for weekend or vacation recreation which requires either provided accommodation or space for visitors to locate tents and caravans. Where these facilities have not been established by private enterprise, or local initiative, they should be established by the local authorities, if necessary with the assistance of an organisation like the Coloured Development Corporation. The first criterion is for an adequate variety and number of recreation facilities.

With the increasing introduction of flexible work hours, it will become important that people have the opportunity to recreate during the day, and in close proximity to their place of work. The use of the Cape Town Gardens, and the number of soccer games in Epping at lunch time already give some indication of the demand. The second criterion is for a rational distribution of facilities near both home and work so that access to them is facilitated.

Having stated that sufficient facilities must be distributed throughout the region, and particularly on the Cape Flats, it is essential that various local communities have a say in the decisions made about what will be provided, and where it will be located. The goal of social development suggests that people will not only have the opportunity to participate in the recreation activity itself, but also in the decision-making process leading to the activity. The idea of the Sports Board of Control is a good one, but in its administration of existing facilities, and in the decisions about future priorities, it should be responsible to the local community, rather than some

- 2.2.4.3. distant bureaucracy. The third criterion is that the local communities must have the opportunity to fully participate in decisions made about recreation facilities.

For people in the lower socio-economic groups - because of inadequate education and lack of contact with recreation activities - the lack of participation may well be due to insufficient knowledge of how to become involved in a recreation facility. This may be due to not knowing where it exists, what the range of possibilities are, and not understanding the way the game is played. An information service which is conveniently located should be able to alleviate these problems and inform people of the range of opportunities available, and where they can learn more about the way the recreation operates. It can also bring people of common interests

- 2.2.4.4. together. The fourth criterion is thus for conveniently located information facilities about recreation activities.

Due to the permanent shortage of resources, it is essential that the facilities that do exist should be fully utilised. The multiple use of facilities also has the advantage of bringing various forms of recreation in contact with each other and assisting in the learning process. This can assist in best use being made of any instructors, and also is of benefit to spectators. Open spaces can be used for fairs and many other informal and short-term events. The provision of places for resting and waiting (passive leisure) should not be overlooked. The fifth criterion is to develop methods of operation whereby multiple use can be made of facilities to make best use of the limited resources.

- 2.2.4.5.

2.2.5. Criteria for greater involvement in the social/community role

a) Health and Welfare.

While aspects of the welfare and health role are obviously related to other community activities, it is convenient to treat them separately in so far as much of the provision of these services is undertaken by specialist bodies.

It is believed that men can only be healthy in a community, in the right relationship with their neighbour and the environment; and therefore the health of the community and the environment is important too. The measurement of health should be broadened to include not only the health of the individuals, but also such things as the price of food, the state of the roads and the literacy rate. "In particular it includes a community's ability to take decisions affecting its own future." (Wells, p23).

This is summed up by Montemayor (Wells, p24) as follows:-

"As long as social injustice is not reduced, no amount of medicine or medical work can stem the even-increasing tide of illness. For no amount of drugs or antibiotics can take the place of three square meals a day, and the normal means of getting three square meals a day is a just wage. Thus we see that from this viewpoint the ultimate cause of sickness is neither germ nor bacteria but mass exploitation. But mass exploitation has its repercussions, and sometimes even its roots, in a political system or atmosphere."

Within this context there are obviously urgent and particular steps that must be taken to raise the standard of health on the Cape Flats. There should

be increased opportunities for health care available geographically where it is needed most. There must be information about what services are available, and increased teaching (linked with the education system) of health-care practices. The possibility is raised of day and evening 'health' classes including such topics as family planning, birth control, sex education, dietary balance and broadly the manner of treating various symptoms: which the family can deal with, which require specialised information, and where and when this is available. The intelligent use of television could provide this type of program with a tremendous boost. Similar comments can be made about the whole welfare system where greater information should be made available where it is needed, and again the processes of distributing welfare must be oriented to the needs of the community.

- 2.2.5.1. The first criterion is that the health and welfare services must be provided in such a way that the problems of the community are resolved, with the participation of that community in the making of decisions.
- 2.2.5.2. There must be increased learning about health and welfare, and local information about what services are available.
- 2.2.5.3. The third criterion is that the technical officials providing these services must be responsible to the community they serve.

b) Commercial and Shopping

While the comments below are in no way intended to serve as a suggestion that everyone should increase their consumption patterns - it is implicit in the thesis that in order to redistribute wealth, the more affluent should consume less in an absolute sense than they presently do - it is apparent that the majority (in South Africa and) on the Cape Flats for various reasons do not consume enough for social and economic needs, and must be enabled to increase this. Inhibiting the poorer groups in the community from greater participation in the consumer role are three major factors. These are:-

- i) financial constraints,
- ii) lack of information about most economic goods/services to purchase,
- iii) lack of mobility to desired locations.

- Not only must the wages of the poorer groups in society be increased, but the absolute gap between the wealthy and poor must be narrowed. This is obviously not solely so that more discretionary purchases can be made, but also so that the motivation of the poorer groups and their contribution to
- 2.2.5.4. the social and economic product of society may be increased. The first criterion is equal pay for equal work and minimum pay for effective living. (see also 2.2.3.3.)

The people who require basic information about what is available in respect of goods and services, generally do not have access to either cars or telephones. It is thus important that the information be readily accessible, and that certain supportive background data is also available. The comparative costs of various goods/services could be supplemented by impartial advice on items that are not familiar such as divorce procedures, burial insurance, hire purchase and savings methods. Again the possibility of using television

- 2.2.5.5. as a media to disseminate this information could be integrated with various educational and community centre programs. The second criterion is a community-based information service about consumer items available.

The Cape Flats is poorly served by consumer outlets, and with the expenditure primarily going outside the area, there is little or no return to the community. Added to this is the social and economic cost incurred in undertaking special trips or shopping en route from work in places that may not provide best value for money. The provision of additional outlets where they are needed must obviously be a combined decision between the community involved, the local authority and the suppliers of financial resources (such as the Coloured Development Corporation). The possibility also exists of investing community savings in cooperative type ventures where the profits would flow back into the community.

- 2.2.5.6. Accessibility to consumer outlets is not only determined by their location; it also depends on their hours of business. If these outlets are able to open when their customers require service, there seems no reason why these decisions should be made by bodies or authorities not representative of the potential customers. This also raises the suggestion of flexible work hours which has been mentioned above in item 2.2.3.4. The notion of accessibility is also increased through the grouping of various outlets and other facilities at a location which permits one-stop trips serving various purposes. The third criterion is for more consumer outlets located in conjunction with the relative communities.

While it is essential that the communities are consulted about the siting of consumer outlets, it is imperative that these outlets operate on sound retailing bases. Serious barriers to the development of improved retailing services on the Cape Flats are the manner in which commercial and business sites are selected and zoned, and the generally low level of training of the shop-owners or managers. Efficient mass retailing involves a shop of considerable size, both to accommodate the high volume of traffic that permits economies of scale and to allow for self-service under conditions of adequate control - which also reduces cost as well as increasing customer convenience. (Allan, p334).

- 2.2.5.7. It thus appears necessary that not only should increased training programs be initiated for retailers, but also more knowledge about the provision and use of this service would be of benefit to the consumer. The fourth criterion is to initiate in the communities training programs about the provision and operation of consumer services.

c) Social and Community

Up to this point the word community has been used in a relatively loose sense, implying generally that community of the Cape Flats, or a part thereof. It now becomes necessary to clarify the interpretation used in this section. Two notions can assist in clarifying the meaning. The first is the discussion which has been continuing since Melvin Webber (p118) in 1964 posed the notion of the "nonplace urban realm." The basis of this was that as people progressed up the socio-economic scale, their community of interest changed from place-bound to worldwide. International travelling and meetings at airport hotels supported this notion. While not denying the validity of this notion, it does not at this point in time seem relevant for the majority of Cape Flats residents. The second is that even for those who have joined this group there

is no reason not to make the place-bound community as fulfilling as possible. For the majority who are relatively bound to a spatially specific community, there are good reasons to provide those inputs which can spark off increased social interaction. While these inputs are lacking, it is suggested that many residents of the flats may feel place-bound against their wishes. Where 'community' is used below it will refer to a particular place-bound community (e.g. Athlone).

In considering criteria for greater participation in social transactions, it appears that certain negative factors must be eliminated before positive criteria can be effective. Before people can beneficially participate in a wider social (community) circle, it is felt that there should be a relatively stable family life. This suggests the implementation of all the social development 'objectives' mentioned under the heading of 'criteria' above. Without a relatively stable life, and the knowledge of greater opportunities in the future, the problems resulting from a fragmented family are likely to spillover into the community causing undesirable consequences.

At the same time, and at the next scale, there should be a sufficiently stable community life so that the resulting social control is able to protect both human movements through the community, as well as safeguarding physical investments. It has already been pointed out that one of the basic requirements for this type of social control is security of tenure. Another possible factor - about which widely divergent views are held - is that a place-located community is most "effective" when its members share a common value-system. This is certainly a criticism of many local authority housing schemes where the residents have been arbitrarily located. The crux appears to be in different attitudes towards the future. Those people who have a long time-scale horizon are struggling and saving for a better life - particularly for their children. Those with a short time-scale vision do not see/think of a better tomorrow, with consequent neglect of themselves, their children and their environment. Whether this group will be able (with assistance?) to change their approach to living when the combined package of social development objectives are implemented is hypothetical. The problem, however, is sufficiently serious to merit the special attention of any authority responsible for, and to, the people of the Cape Flats.

For greater involvement, arrangements are needed to draw people of common interests together. Some mechanism must be designed to disseminate information in an effective manner. This poses the notion of an information institution which can operate "centrally" in the community. There should be sufficient flexibility to meet the demands placed upon it. The list of common interests is endless but a few are mentioned to give an idea of the variety:- youth clubs, adult education, consumer advice, religious groups, garden clubs. Not only do these 'communities of interest' pool the resources of the community, they also encourage greater participation by the members. The first criterion is to initiate a community body which can draw together members with common interests.

Together with the institutional arrangements is the necessity for a physical focus of the community's activities. While many of the activities may well take place away from the area concerned, the existence of a centre for meetings not only provides for a mixing of interests, but can also help in conserving the resources required for different clubrooms at various locations. The idea of multipurpose structures responsive to the needs of the community should encourage a consolidation of the group. The second criterion is for a physical multipurpose centre to act as the locus of community interests.

2.2.6. Criteria for greater involvement in the civic-institutional role.

The institutions referred to here are those responsible for the allocation of resources and the 'management' of the future of the Cape Flats. Thus the criteria here are those which are necessary to encourage and facilitate a greater involvement by the residents in the mechanisms which 'govern' them. The commonly used phrase is "participation by the people".

It is considered that before people will wish to participate in the management of the broader environment, various micro-environments have to be in a satisfactory state. In other words, the criteria for participation in Cape Flats (or regional) matters depend on the earlier mentioned criteria (or objectives for social development) having been implemented, or at least being done concurrently. Simply, people generally do not care about the community unless their house is in order; they do not care about employment conditions until they are working. A point of 'social take-off' has to be reached first.

For an ongoing involvement in any organisation (or the administrative structure), the participants must feel that it is relevant to their needs and responsive to their requests. (A clear example of this lack of involvement is the Coloured Representative Council, which is not perceived as being responsive to the needs of the great majority). The structure must not only be flexible to the demands placed upon it, but there must also be a reasonable expectation that the acceptance of inputs by the structure will result in meaningful outputs : subject to the publicly observed political conflict-process. The structure must also operate in such a way that the scale of its proposals is relevant to the type of participation with the residents. For example, most people are not directly affected by a regional water scheme, but they are justifiably concerned if a new freeway skirts their property. The two thus require a different type of involvement with the residents. The structure must be designed in such a way that the value systems of the various community groups can be made explicit. These values can also be considered as resources and are part of the necessary inputs into the administrative process. The first criterion is that the administrative structure must be responsive and responsible to the needs of the residents and flexible in its approach to their involvements.

2.2.6.1.

Because all the discussion so far has emphasised the fact that all human roles in the urban area are interrelated, and cannot (certainly at a policy level) be considered in isolation from each other, it appears irrational that any administrative structure is only designed to deal with certain problems. At present there is no body which can comprehensively deal with the close relationships between home, work and school (apart from land use which is only one aspect of the relationship). The second criterion is that the administrative structure must be designed to deal with the six major human roles as outlined in the social development section above.

2.2.6.2.

In order to make a valid contribution, and participate meaningfully in decisionmaking, it is essential that the residents have access to the same information as the administrative structure. Usually information is withheld so that biased decisions are not publicly perceived. This matter will be dealt

2.2.6.3. with in more detail in Section 4 below. The third criterion is that the participants in the planning-cum-political process must have all the information on which proposals are based.

Because the social institutions of the residents are a scarce community resource, the fourth criterion is that wherever possible these institutions must be used in the administrative structure and process.

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SECTION 3.0. PHYSICAL AND ECONOMIC RESOURCES.

3.1. INTRODUCTION

The intention is not to undertake a detailed physical and economic resource analysis of the Cape Flats. What is required, however, is an outline of those factors which for various reasons make a significant positive or negative contribution to the overall resources of the area. In particular it is necessary to understand the resources that will play a role in the future of the Cape Flats, and that will give direction to the formation of an administrative structure whose objective is the social development of the residents.

3.2. PHYSICAL FACTORS

3.2.1. Area under consideration.

Initially the area of the Cape Flats is shown on map 2, and is bounded generally by the Flats Railway line in the west, the Bellville-Faure line in the north and east, and False Bay in the south. Because it is relevant to the thesis, the group area boundaries are indicated (Coloured, Indian and African). The map also indicates the developed and undeveloped land for both urban and rural purposes.

3.2.2. Context of Natural features.

The most outstanding feature of the flats is the almost level surfaces with average elevations of less than 60 metres occupying large areas. (Talbot, p3). "In places these surfaces are varied by ridges and sand hills built up by strong southerly winds." Most of these are now stabilised through vegetation, although they may well advance when denuded of their cover. Areas of sensitivity due to the presence of large dunes are shown on the map. Occasional light ground frosts are experienced; but are not severe enough to be a hazard to agriculture. These frosts are related to temperature inversions, but generally there is not sufficient variation in their seriousness to cause differentiation between parts of the flats. A similar comment applies to both wind and rain where local differences are not significant.

The basic vegetation is a grassy scrub, which has been invaded by Australian wattles, planted to arrest the movement of dune sands. Generally trees are absent with localised exceptions of the Australian eucalyptus. Areas where larger shrubs are most numerous are indicative of a permanently moist subsoil. With a relatively high water table, and areas between the dunes which are badly drained, parts of the flats are subject to winter flooding. The larger and more perennial vleis are indicated on the map. Generally, however, the shallow vleis are more a matter of local design solutions rather than a determinant in the macro-area. In certain areas with a high water table, a light sandy soil with a high organic matter content has developed.

Near a large urban market, these areas are profitably used for commercial vegetable production. The land is also suited to dairy farming and raising poultry, although many of these activities are now located north of the Milner-ton-Bellville area.

3.2.3. Particular features

The broad picture is thus of an area of little physical interest, and various environmental problems for human use (sand, high water table, wind, little vegetation). However, there are three features which bear special mention.

There are two areas which contain deposits of economic value. A large area of silica sand lies down the east side of Strandfontein Road and provides a barrier to the 'natural' expansion of the Grassy Park Area. As this is a national resource because of its quality, the use of the surface of this land is strictly controlled. An area containing limestone is a resource for the building industry, although a decision has recently been made to use this land for housing developments. Both these areas are indicated on the map.

Because of the need to feed an increasing urban population, land suited to market gardening (in its broadest sense) is probably valued less in purely economic sense than its long term value to the urban population. The two particularly important areas on the flats are shown on the map 2.

The general featurelessness of the flats for urban living gives an increased value to water bodies that can provide a recreational base. The areas that could be developed in a more positive way are indicated on the map.

3.2.4. Quantity of land

At any point in time a certain number of people occupy a certain land area, giving a particular population density. Plotting these densities on a map, without other evidence, cannot tell us whether one area has more social, economic, physical or administrative problems than another. It may well be that subareas with various densities have similar problems, and subareas with similar densities have quite different problems. It follows that planning new areas at one or another density may quite incidentally impose or solve problems for the people who move there. In other words there must be other, far more important, factors that can perhaps provide a guide in dealing with the inevitability of population growth. A further factor is that different socio-economic groups appear to desire different density environments, although they may presently neither pay the full (social and economic) costs, nor reap the full benefits.

While various bodies (Province 1966 and Joint Town Planning Committee 1967 and 1969) have studied future land requirements for the Cape Flats based on various population densities, this does not seem to be related to any other (perhaps far more important) requirements that people may have. The earlier studies have basically been investigating land for housing purposes, without an apparent awareness of the severe problems that large uniform unstimulating housing environments have already caused on the flats.

Thus before any further comments are made about where (geographically) urban growth 'should' go, it will be necessary to develop criteria by which such a decision can be made, and also to consider who should be involved in making that decision. If the goal of the thesis, and for the Cape Flats, is to increase opportunities for social development, then at a very fundamental level, the people who are going to be affected by any decision must be involved in the making of it. This factor will be continued below (box 5), after the present resources of the area have been considered.

3.2.5. Man-made features (physical resources? or handicaps?)

3.2.5.1. Introduction:-

The parts of the Cape Flats that have been 'developed' in an urban sense, are predominantly residential. The existing areas as well as those areas that are in a reasonably advanced stage of planning, are marked on map 2. If a city is compared to a complex ecosystem, then the Cape Flats is a very low order ecological system, and does not presently fulfil the complex needs of its inhabitants, as mentioned in section 2.0. This is apparent even from an investigation of the physical structures.

3.2.5.2. Land Uses

Those areas that make a contribution to the non-residential component of living (both inside and outside the flats) are shown on map 3. It is noted that all the major activity nodes are located outside the Cape Flats. Athlone is the prime node within the area, supported at a lower order by Elsies River, Retreat, Grassy Park, Bellville, and Bonteheuwel. Other locations contain no more than a group of the lowest order convenience shops. While it is accepted that these activity areas are of a low order, they still provide a focus within the usually bleak residential environment, and to the extent that they already provide a resource, a base is available on which growth can be stimulated, if the involvement and participation of the residents can be harnessed.

The residential areas of the Cape Flats are with few exceptions developed to a low order. Approximately half of the group areas contain austere authority - constructed rental dwellings. Possibly another twenty percent of the group areas contain dwellings erected by private individuals to a much lower 'standard'. While to many people these dwellings and their immediate environment may be aesthetically unacceptable, to the occupants the structures provide a foundation - albeit slender - for a real home. Because of the enormous shortage of homes, these existing dwellings represent a considerable physical (and economic) resource (for social reasons). As far as possible, methods must be devised for making these houses more responsive to the needs of the occupants. There should be no demolition of existing dwellings unless very good reasons are put forward, and even then the present residents should accept the alternative provided.

3.2.5.3. Transport

The major man-made features also include transportation linkages and nodes. Map 3 indicates the location of the major facilities and their relationship

to the rest of the area. While these appear to be primarily located to allow the flats labour force to gain access to major employment areas beyond the group areas, an incidental effect has been (and is) to cut up the flats into small communities that have been constructed at similar times. For a population that still has a relatively low car ownership (compared to white groups) this fragmentation causes a movement problem that is particularly manifested by the pedestrians on Settlers Way.

The nature of the train service also indicates an anticipated movement towards the CBD, that while predominating at present, may not do so in the future. From the geography of the area it would appear that a circular route might provide a beneficial service to all the communities by linking them together.

While a bus service will usually operate over routes that provide an adequate return, there is currently considerably anger at the increase in fares, and the exclusion of Coloured operated companies to provide commuter services. This is not really a physical resource, because bus services can utilise existing rights of way.

The regional airport at DF Malan is well situated geographically, while providing an environmental hazard to neighbouring areas in the major flight path lines. It is also of doubtful value to the area, as it provides no rates to the local authority in which it falls, although it provides an increasing number of job opportunities, and will also in the future attract related industries to its vicinity. As it also provides a focus of attention for weekend visitors, in sum it probably is of benefit as a resource.

3.2.5.4. General

In respect of various other 'region'-serving facilities (such as Athlone Power Station, the disposal works, hospitals etc.) these provide both a service of a general nature, and also provide a greater variety of job opportunities. While recreational facilities are not present in the quality or quantity required, the facilities which have been developed act as a resource base, to which more community-directed resources can be added.

Summarising, the man made facilities developed on the flats are of a low order, but do provide the base onto which further growth can take place. Because of the investments already made, and the shortfall existing, it is felt that no reduction in the number of features developed should be permitted (i.e. through demolition) in favour of grandiose master plan type proposals. What is necessary, however, is to develop an administrative framework which permits the community to become involved in deciding how to develop these facilities into more meaningful structures for community involvement.

3.3. ECONOMIC FACTORS:-

In considering the types of economic resources present on the flats, and thus available to form the base and basis of the future (social) development

of the people in this area, the overriding attitude of the thesis must be borne in mind. This (attitude) maintains that if active policies and programs for social development are pursued (refer to introduction and section 2.0), and if people are involved in the decisions about their future, balanced growth should follow. Balanced growth suggests that social, economic and physical growth occur in harmony with each other, and served by the administrative/political structure and technology. At present both the administrative structure and the available technology appear to be the masters of the population, rather than its servants, added to which it appears that economic and physical growth has generally avoided the Cape Flats resulting in a plague on social development. It is the contention that the order of importance for the Cape Flats is precisely the reverse of that in the former sentence (i.e. social, physical, economic, with the structure and technology serving the people).

Viewed in this light, the economic factors that are important are those that will foster the full complexity of social development as outlined earlier. The economic resources of the area will be analysed in terms of the six social development objectives above.

3.3.1. Economic resources for housing

It appears from section 2.0. that the most crucial factors are ownership (or security) of land, and ownership of dwelling (wherever possible). The present housing stock is patently inadequate, and about half is owned by local authorities. Probably more than half the land used for residential purposes is also in public ownership. Various authorities have considered, and still do that this public ownership of land and dwellings is a resource in their favour, because when time comes for redevelopment - at the end of the economic life of the dwellings; usually the end of the loan period - there is no problem and expense in acquiring the land. It has apparently never been considered that what is a resource for the authority is a source of great dissatisfaction for the tenant, and could probably be classified as an "anti-resource".

Examples can be drawn from the Cape Flats, and many other countries, which suggest that probably at all economic levels of living, ownership almost provides a guarantee for development and improvement of the dwelling, and thus a hedge against depreciation and physical decay. This fact should in fact delight the various authorities who perpetually complain of inadequate staff, yet continue to take upon themselves the increased and totally unnecessary load of deciding arbitrarily when to demolish and redevelop dwellings against the wishes of the tenants and without any form of cost benefit analysis.

By encouraging ownership, the onus for deciding when to improve and by how much, or when to sell and move to better pastures, is passed from the authority to the individual family. The work load and responsibility for decision-making is thus removed from the authority/public body, and placed where it belongs, with the occupant of the house.

Thus in order for the housing stock to be considered a resource, it is necessary to institute immediate steps for the sale to the occupants of all authority rental dwellings. It is also necessary for all land that can be

sold to be transferred to the occupants of the land whether it contains a rental dwelling (public-owned) or even a self-built pondok or wood and iron structure. It also becomes essential that more land is made available on the Cape Flats for ownership and development by these owners. While the unserviced land is presently not a resource - because until available for use it could just as well not exist - the installation of essential (engineering) services, and the offering of the land for sale, makes it into a resource.

3.3.2. Economic resources for education.

In respect of the economic investment in educational facilities, the question is whether these are considered as, and act as, resources for the community. It is also necessary to question whether a 'satisfactory' return is obtained from various investments in the total educational system. In developing a notion of capital investment in this system, is teacher-training considered as capital investment in the same way as school/facility building? If they are both considered as capital, which (if either) should have greater priority (based on the radical idea that it is teachers who satisfy the education objectives (section 2.2.2.), and not school buildings)?

In spite of the objective contained in the Department of Community Development Manual that schools should where possible be available for use as community centres, which by implication means that schools should become a community - based resource, this has with very few exceptions not happened. The large economic investment in schools is in nearly all cases not available as a community resource after school hours, and the authorities seem to go to great lengths to protect their resources from the community. The vandalism and damage done to the property (while not condoned) is perhaps a clear message that the protective attitude of the authorities should be radically reassessed.

Because of the rapidly growing population, and the limited land available, the large areas set aside for educational uses, must be as fully utilised as possible. This applies not only to land not yet developed as a school, but also the buildings and the fields already developed. Proposals in this regard will be developed below (section 8.0).

Considered more important than the tangible investments in fields and buildings are the cadre of people who are responsible for the teaching. The teachers in fact could be considered as the result of prior capital investment programs (in teacher-training facilities) that allowed them to become teachers. However, when teachers leave the profession, a capital loss is caused and resources become depleted with severe consequences on the whole system. Resulting overcrowded classes, and the remaining teachers being obliged to run more than one shift are together likely to increase the flow of teachers going to greener pastures. It thus becomes critical to analyse why teachers are withdrawing their resource from the system, and one of the prime factors appears to be inadequate remuneration. A further factor is the constraint placed upon teachers by the system with regard to what is taught and how it is taught. Because education is of immense significance for the whole program of social development outlined above (2.2.), and bearing in mind the present disparity in output from white and coloured schools (2.1.), no stone should be left unturned to make sure that the teacher-resource increases in both quality and quantity, and any impediments must be immediately removed.

3.3.3. Economic resources for recreation

There is some investment in recreational facilities in the Cape Flats area at present, and to the limited extent that facilities exist they do constitute a resource. To the extent that these facilities are not managed, and their use controlled, by the people involved in their use, they are not a full resource for the users. The greater part of the investment in these facilities has been made by the various local authorities concerned and the use is rationed between competing uses by these authorities. In many cases the particular facilities constructed may not be those most needed - i.e. with the largest multiplier effect on the population. In most cases communities have not been consulted about their priorities, and thus play no part in the decision-making process. Again the same comment about vandalism may well apply.

Thus in respect of the existing facilities, the resource-problem in this case appears to be a management one - how to encourage the community to consider it as their resource. In respect of future investment, the problem is one of finding the necessary funds - and large amounts are involved - and designing the necessary structure so that the respective communities become part of the process to decide how these financial resources should be turned into recreational resources for their use. The problem in respect of regional facilities, both inside the flats area, and outside it, is similar and requires a similar type of involvement by the regional population in the management of the resources.

Throughout the region there is a duplication of facilities because of a lack of coordination between different authorities. An example is the way in which school sportsfields are developed only for children at school, while in many cases adjacent to the school, some other authority develops similar fields. It is known that both parties possess limited funds, and in many cases years pass before either land is developed. This is bad management of what in both cases should be a community resource, and may well arise because neither authority operates on a goal and objective oriented approach, and neither is politically responsible to the community. Remedial measures will be proposed below (section 8.0).

3.3.4. Economic resources for work and employment

Probably one of the most valuable resources for any region is a population that is motivated and able to use its full potential to contribute to the employment activities of that region. Various prerequisites are necessary for this. The first is that people are enabled to develop their particular potential in the way they wish (i.e. education and training); that they are able to find employment that rewards them for using this potential (employment); and that there is a variety of locations where this may occur (location of employment areas).

The first prerequisite falls into the education category. With regard to places of employment, the group areas on the flats are poorly endowed with employment areas compared to the white areas. This fact causes more travelling costs, which depletes in a personal sense the resources (disposable wages and time) of the employees who incur these movement costs. Because the Coloured group is generally dependant on employment in white areas, and for the majority transport is on white controlled facilities, it

could be surmised that a captive attitude results, depleting psychological resources as well.

Any proposal for an administrative structure for the Cape Flats has to include a means whereby the resident population is able to have a say in the development of (new) employment areas, and contribute to the administration and development of existing areas. If this is not done, the resources invested in employment facilities are not resources in the fullest sense for that population. Map 3 indicates that various employment nodes are adjacent to the Coloured Group Areas, and these then are obvious examples of those nodes which must be (in part at least) under the management umbrella of the proposed administrative structure. In the main these are industrial areas, and thus can satisfy some of the needs for secondary employment.

However, with a growing population increasingly requiring tertiary employment (and quaternary as well), it will be necessary to develop some procedure whereby various of these institutions can be encouraged to decentralise part of their activities into the Cape Flats. This is not only necessary for the sake of resources on the flats, but also so that training for managerial potential may be initiated in the area that needs it.

The investments existing in the area under Coloured management while being of a low order, provide the resource base onto which even more relevant growth can be grafted. In order to further strengthen these foci of activity, special approaches must be made to those institutions which have resources to invest. Many people within middle and lower socio-economic groups, are in a position to start their own "back-yard" industries. In earlier days, and still to a great extent now, these embryo enterprises would locate in the oldest areas with cheapest rent structures. These areas are now not available (generally) to the Coloured group due to the manner in which group areas were drawn. It is necessary to make special provisions for these developments to take place both within the Cape Flats, and in areas such as Woodstock. Permission for these to start should be based on performance (output) criteria and not on an arbitrary zoning basis.

For those firms which remain in presently-termed white areas, some other mechanism must be devised for greater involvement and participation in the decision-making processes by the employees. This can be initiated both within the firm and also within the planning process which guides the future growth of firms in the physical and economical sense.

3.3.5. Economic resources for community/social activities.

Following on the lines of thought developed above, this analysis will also investigate what facilities actually exist, and whether these resources can be considered as the community's resources, or are merely the investments of the various authorities that provide them. The three main categories within this group are i) health and welfare resources, ii) shopping and commercial resources, iii) social and community resources.

3.3.5.1. health and welfare

The major facilities in this field are hospitals, day hospitals and clinics. With the exception of the hospital under construction between Manenberg and Guguletu (shown on map 3), all the other hospitals are located in white areas, with a few on the border between.

Day hospitals, which do not have overnight facilities, are located within the residential areas generally on the basis of one per 50,000 people. The location of clinics is shown on map 3.

While these facilities are of a highly specialised nature and do provide a valuable service to the Coloured population, there is no actual accountability to the people served, except from a purely professional point of view. Because of the accepted goal for the Cape Flats it is necessary that the present administrative system is altered so that the population being served is able to make the health services provided accountable to it.

Because the nature and quantity of disease and ill-health merits special attention among a relatively poor group, it is essential that the resources presently existing are used to the full. The advent of television may well be beneficial to health-education programs which could with special arrangements reach a wide audience. Waiting rooms in Day Hospitals could serve as TV - viewing rooms in the evenings giving self-health care film (TV) programs. This would also stimulate a greater involvement by the residents in health care.

Welfare activities serving the population should also be encouraged to locate in the region to be accessible and of greater service.

3.3.5.2. shopping and commercial

It has already been mentioned that few resources in this category are present in the Cape Flats, and that an increase in the investments is very necessary, as well as much more involvement by the residents in what is provided. The location of the present investments is shown on map 3.

In order to stimulate greater investment of resources in these facilities it is necessary that a suitable administrative structure be designed to take the steps necessary to approach those possessing the resources. Unless the residents are able to direct the growth and use of resources, the investments are unlikely to be considered as a resource by the population.

3.3.5.3. social and community

The comment here is similar to that above. Whereas these facilities are generally provided by the local authority, so the decisions as to what facilities to provide, and where, must be made by the residents influencing their representatives.

3.3.6. Economic resources for institutional/civic activities

It is in this field that the resources are most lacking. Whereas various bodies, either 'official' bodies (such as management Committees) or ratepayers and tenants associations, may make valid requests and recommendations, at present the authorities are not legally accountable to these groups. Virtually no group in the Coloured Areas in the civic sense is responsible to the residents, has funds to make necessary improvements, and can be replaced if the wishes of the residents are not followed. This will be discussed in greater detail below.

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SECTION 4.0. THE DESIGN CRITERIA FOR AN ADMINISTRATIVE STRUCTURE

4.1. INTRODUCTION

This section will develop the objectives that an administrative structure requires for the successful planning, and administration, of a region. These are operational criteria rather than regional objectives. The latter will be dealt with in section 5.0 and are developed from the criteria for greater involvement in the various social roles outlined in section 2.0. Operational criteria refer to those specifications upon which the administrative planning structure must be based. To the extent that certain of these criteria involve the relationship of the public in the administrative process, so this section will dovetail with the criteria developed in section 2.6 above.

4.2. CONTEXT - THE OVERRIDING ROLE OF AN ADMINISTRATIVE STRUCTURE.

A major responsibility of society through government is to reshape and maintain the habitat of man in accordance with the best available knowledge of human needs and values, and man's relationship to the natural world - i.e. the design and construction of the man-made environment. (Caldwell, p13). Catanese and Steiss (p28) point out the problem that frequently arises in mistaking projecting for planning. "Since the real purpose of providing public service is to maintain stability and promote controlled growth of social and economic activities, reliance on simple projections of demand and on cost minimisation in the evaluation process has placed the planner in the position of following the trends, rather than undertaking to improve upon these trends where necessary." When projecting, the final goal of the plan is a relative unknown.

Due to the mounting problems of urbanisation, and the physical spread of cities into once rural areas, there is a need for a more regional dimension to 'local governments'. A new managerial dimension must ensure that the formulation and implementation of intra-departmental policies and programs are coordinated and controlled inter-departmentally; on the basis of development plans or policies which are social and economic as well as physical in content, and which allocate available resources to departmental programs according to the priorities established by such plans or policies. (Green, p18).

Usually the term 'local government' has a particular connotation. It refers to an organisation comprising a number of elected representatives, supported by a greater number of officials, who are responsible for the running of certain subsystems (and not others) with a clearly (but not rationally) defined geographic area. Within this area, the operation is usually a highly centralised affair, with very few decisions made locally, even where these are of a minor nature. In certain cases, the organisation controls the lives of many people who are not even represented on it. Section 1 above gave an outline of certain 'local governments', their mode of operation and the consequences of their decision-making process.

4.3. WHAT IS MEANT BY TERM "ADMINISTRATIVE STRUCTURE"?

For the purpose of the thesis, an Administrative Structure comprises that arrangement of individuals, groups and institutions (voluntary, elected and paid officials) which in a collective and holistic manner guides and plans for the range of social development opportunities for the residents of an area/region, and the deployment of physical resources related to this (social) development. This structure must provide the bridge between national policy implementation and the residents of the area, it must possess sufficient teeth (legally and financially) to implement decisions for the benefit of the area, and to be able to (reasonably) withstand impositions from the state which are not considered to benefit the area or region under its control. It must be empowered to plan for the future, which requires both funds and staff, and to implement the planning proposals that have the support of the people affected by these proposals.

4.4. REGIONAL CONTEXT

The structure for an urban area must accept that the boundaries of the area are not fixed, and that the "edge strip" of urbanisation is moving outwards all the time. It must also accept that there are close linkages between rural (farming) areas (and recreation resorts) and the 'built-up' area. - e.g. provision of produce and goods for export via the city, areas of water supply and the effect of depopulation of rural areas causing increased pressures on services in the city, etc. These pressures and linkages may operate over several hundred miles depending on the primacy of the metropolis.

Any structure must be able to administer the urban and the rural aspects which contribute towards the operation of the whole region. The functions of each must be adequately safeguarded against invasion by the other.

4.5. POLITICS

Planning is centrally concerned with the allocation of resources and access to opportunities, and is thus a political process: government - its legal powers, administrative structure and political culture - forms the mould in which it is cast (Donnison p93). As Cullingworth aptly phrases it, both politics and planning are concerned with "who gets the goodies?" and "who decides who gets the goodies?" (p161). It thus becomes immediately apparent, that those without an adequate voice in the political process may well lose out on the benefits of the planning process.

In the case of physical planning, what began as a worthy reaction to the conditions of the last century, has developed into a very significant part of the system of intervention called public planning. In part explicitly, but in some measure implicitly, society has sanctioned the erection of a system of public planning and control to be operated by various elected authorities both locally and centrally (state or province). It has slowly come to be accepted that all the decisions made by these authorities are value-laden, and thus it is necessary that the planned-for have to be involved in the decision-making process so that their value-systems may be given adequate consideration (Eddison, p128).

Gruen suggests that the real values of individual freedom, personal initiative and the sanctity of personal liberty can only be safeguarded if the basic prerequisites for human wellbeing and survival are established by public action, which amounts to public interference (p211).

Thus the planning-political process should not only establish these basic prerequisites as a guide to its manner of public interference, but it must also take into consideration the distribution of opportunity and the benefits and losses experienced by different communities.

The operation of the structure has to be premised on the acceptance of the political aspect and the planning aspect being interrelated. This suggests that the makers of decisions in an urban area (including the related rural parts) regarding the allocation of resources must be accountable to the affected residents of that area. At present many resources are allocated without any (direct) means of this decision being queried through the local political process.

4.6. THE PLANNING PROCESS

The present view of planning is as a total process involving every aspect of public management. Planning in this view is concerned with the "relationship between goals, objectives and targets, on the one hand, and public policy instruments on the other." (Hall, p48). In the past, policy objectives were defined simply in terms of the activity of the agency. The new attitude to planning views these activities merely as inputs, in terms of potentially available resources, for the production of outputs which are defined as the achievement of the objectives. Reduced to its simplest conceptual form, the planning process comprises three components: the input factors, the conversion process, and the output factors. It is useful to use these components as a means of developing the criteria needed for the administrative structure for the planning process. The interrelationship between the components is indicated in Diagram 7.

4.6.1. The Input Components.

There are three major facets of the input to the planning and administrative process:

4.6.1.1. The existing circumstances in the area, particularly as they indicate problems and the interrelationships between problems. This is an ongoing monitoring process as it implies 'existing' at any time, and thus includes the continual updating of information relevant to the problem areas.

A comment is necessary on accessibility to the information recorded which is the resource base of the administrative and planning processes, describing the resources available in the area. Unless the resources (data) used as

input by the administrative structure are available to the public and the elected representatives, it would seem that their participation in the decision-making process is severely curtailed. As Michael states it: "The citizen must have as much access to the procedures of social planning and evaluating data as do those in the system who propose programs and evaluate their implementation." This access will be needed "both during the period when the agencies and the politicians are developing the program and continuously once the program is in operation." (p95). It may however be necessary to regard certain of the data as confidential (income and health factors on a personal basis), but once the data is coordinated and collated either by geographic area, by function or subsystem, it should be accessible to all (possibly on payment of a fee).

4.6.1.2. Growing out of an awareness of the problems, and the future role of the planning area in the region (e.g. may be a major heavy industrial area, or a recreation centre), the development of goals and objectives for the area as a whole, as well as for particular subsystems. Apart from being a major factor in the conversion process, the goals and objectives will also give direction to the existing data that is monitored and collected, so that special emphasis can be given to the measurement of the most serious problems and their parameters. The goals and objectives should not be finalised until the relevant community has been involved in their formulation.

4.6.1.3. The anticipation of future problems arising from the identified problems and compared with the planned directions of growth in terms of the goals for the area. This anticipation may well cause revisions to both the way existing circumstances are monitored, and the goals and objectives.

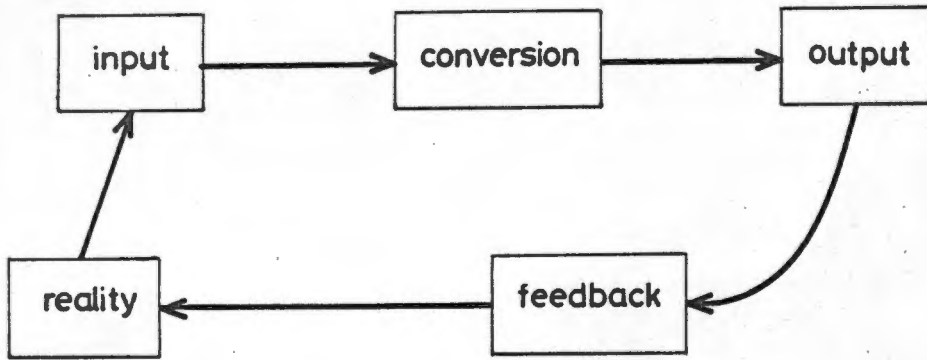
The interrelationships of problems, and activities generally, in an urban area have been pointed out. The administrative structure will be more effective to the extent that it is able to monitor and understand all the subsystems in the area, and at the appropriate stage propose goals for these subsystems and implement improvements. For example it seems pointless that one authority busies itself counting cars and proposing large investments in freeways, while having no coordinated approach with those providing bus and rail transport.

It is thus imperative that the administrative structure is effectively able to monitor (and propose) changes in all the six major roles as mentioned in the section on Social Development. It must be designed to take all relevant issues into account, and be responsive to those communities of interest affected by its actions, including the development of goals and objectives. The input process is shown in Diagram 7.

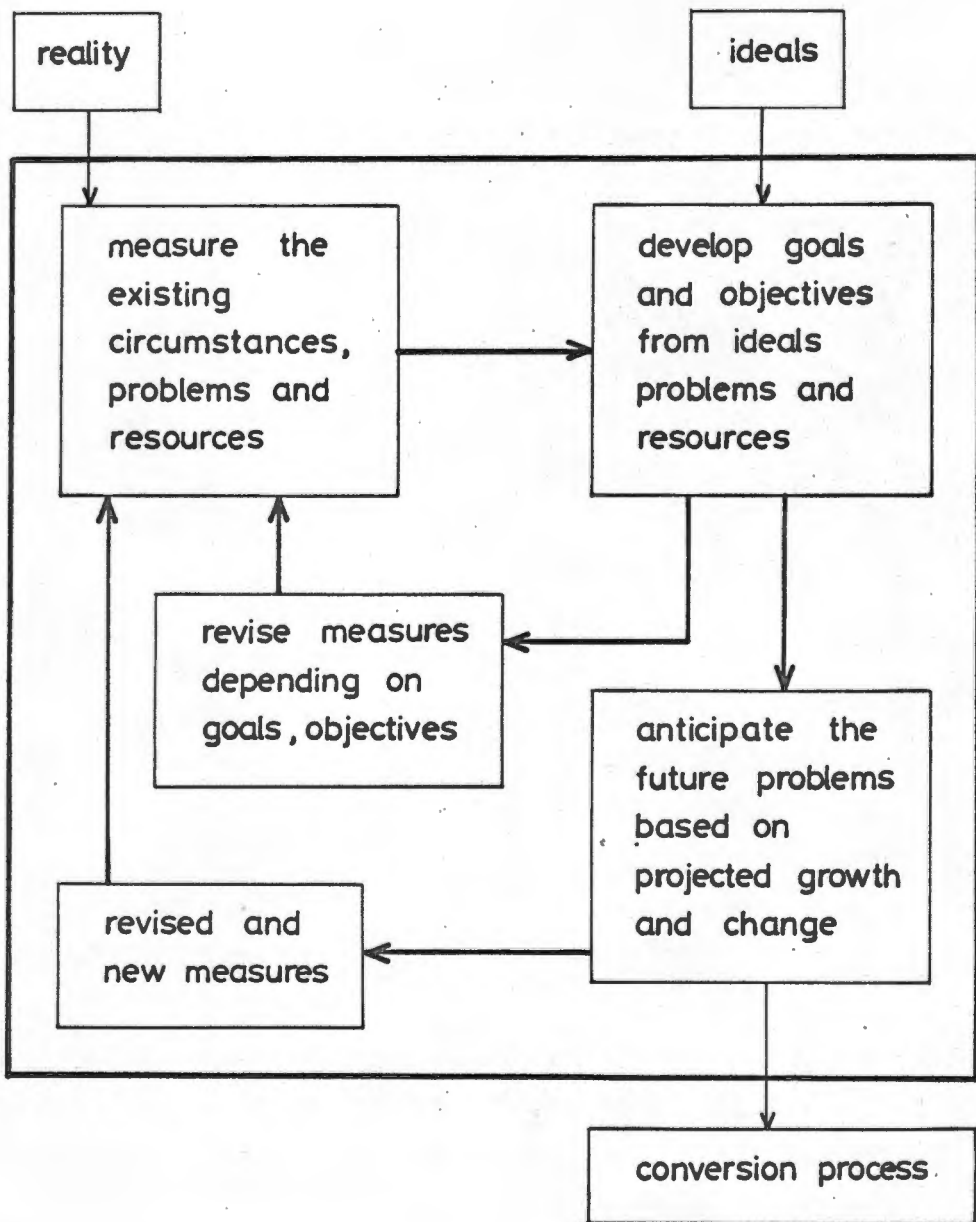
4.6.2. The Conversion Process

In converting the input factors into output factors, four steps are involved.

4.6.2.1. The formulation of alternative proposals based on the inputs, resources available, and the goals and objectives. The consequences of these



THE GENERALISED PLANNING PROCESS.



THE INPUT PROCESS.

proposals will be considered and explicitly stated, in the light of goal-achievement.

4.6.2.2. The proposals will be tested for acceptance, together with an outline of the resources needed. The testing will include participation by and discussion with the people directly affected, as well as presentation to the elected representatives. Both groups would have access to the input data on which the proposals were based, and would have to approve them before the process was taken further.

4.6.2.3. The proposals will be modified in the light of the discussions, and then developed in greater detail. The final estimates of resources required for implementation of the proposals over a certain time period will be prepared. The estimated consequences for different groups will be part of the proposals.

4.6.2.4. The revised proposals will be submitted for acceptance by both affected public groups and the representatives in the political process. The necessary resources will be obtained, and allocated accordingly. This process is indicated in Diagram 8.

4.6.3. The Output Process

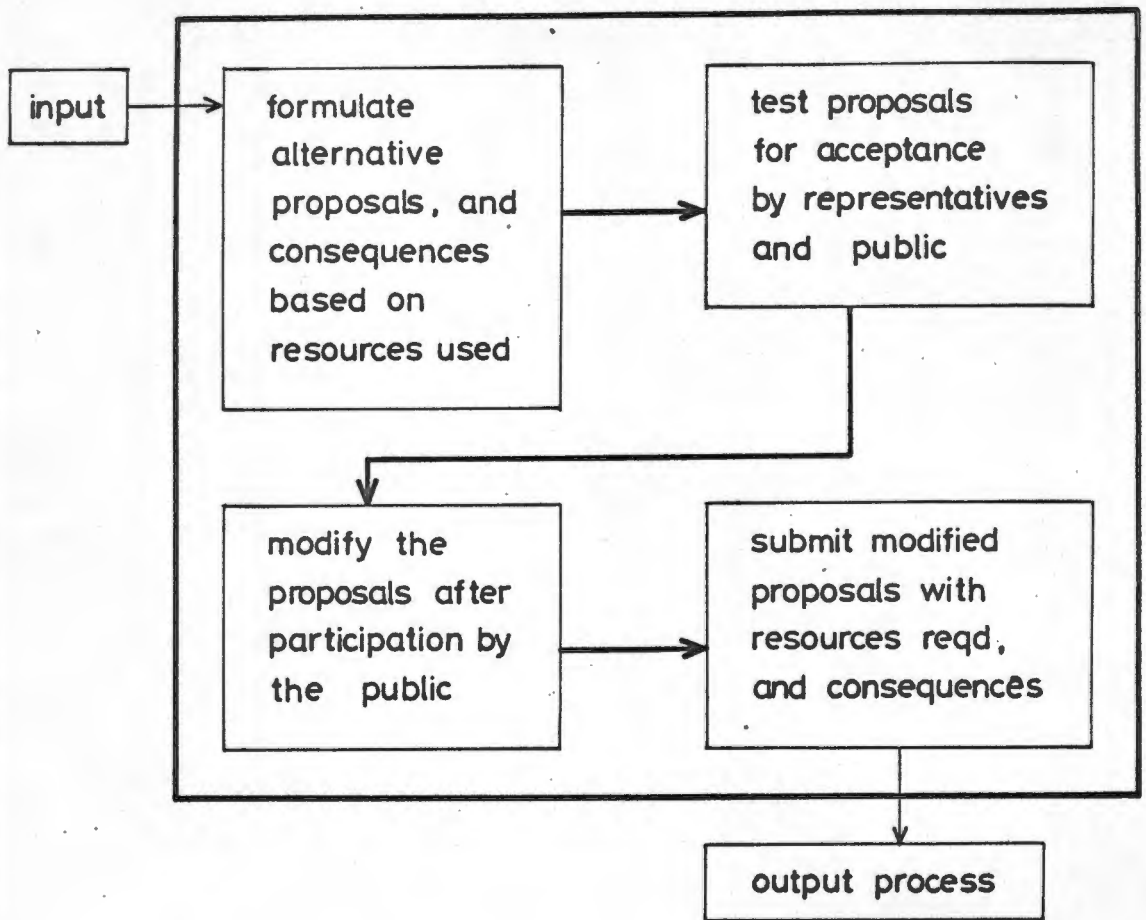
The four stages of this process are as follows:-

4.6.3.1. The development is initiated, based on the approved proposals, using the allocated resources.

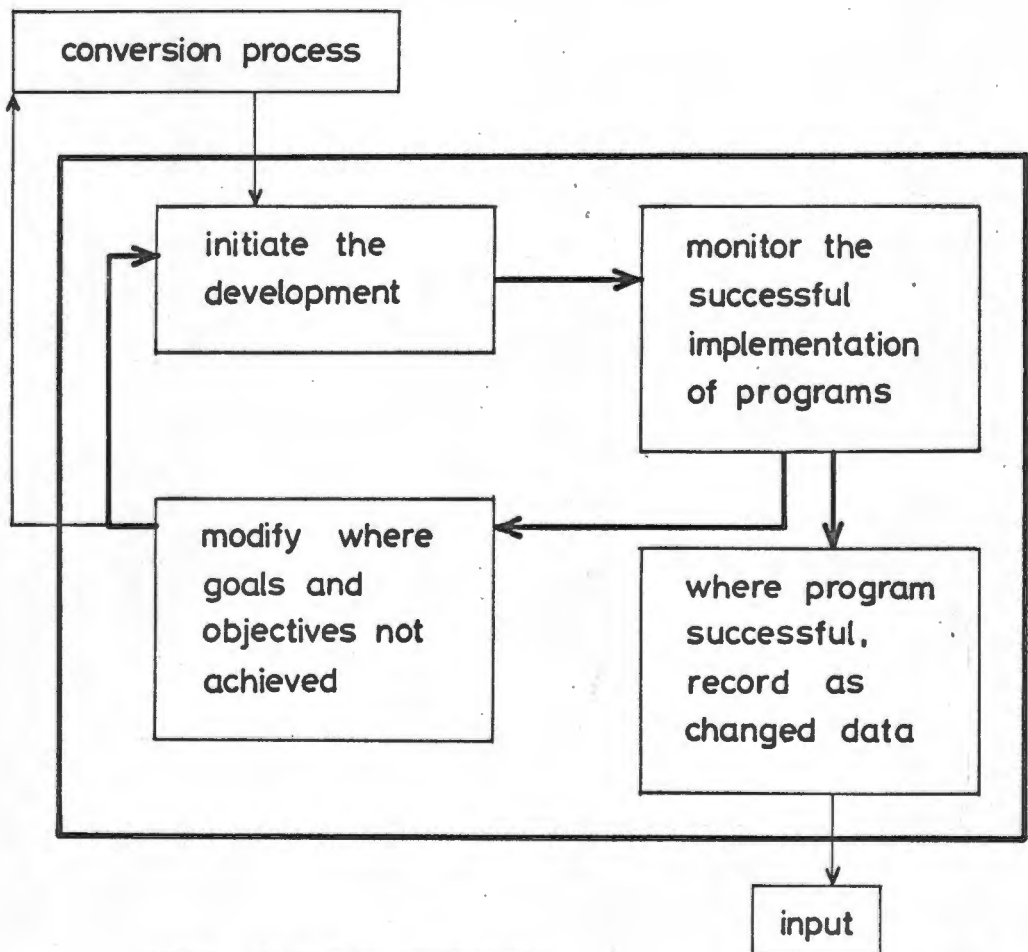
4.6.3.2. The results of the implementation are monitored against the proposals, and in the light of achieving the goals and objectives for the area under consideration. The resources actually being used are measured against those allocated. Does the monitoring indicate successful implementation

4.6.3.3. Where the implementation is not successful, revisions are necessary via the conversion process in the light of problems or unintended consequences that have arisen. The proposals are thus accordingly reconsidered.

4.6.3.4. Where the implementation is successful, the circumstances changed by the development, and the method by which goals and objectives have been achieved, are fed back to the input as the latest "existing circumstances".



THE CONVERSION PROCESS.



THE OUTPUT PROCESS.

The output process is shown in Diagram 8. The way in which the three components are integrated and related to the public, the elected representatives and the officials is indicated in outline in Diagram 9.

4.7. FINANCIAL RESOURCES

The administrative structure must possess the legal support and means to raise the funds necessary for its operation, and for implementing the approved programs of development. For this flow of funds to act as a resource for the structure (rather than becoming an exogenous variable), it is necessary that both central and provincial expenditures in its area are channelled through the structure. Where necessary the state must subsidise the (local) structure by diverting taxes into its coffers. The power to collect rates is fundamental to its operation.

4.8. CONTROL

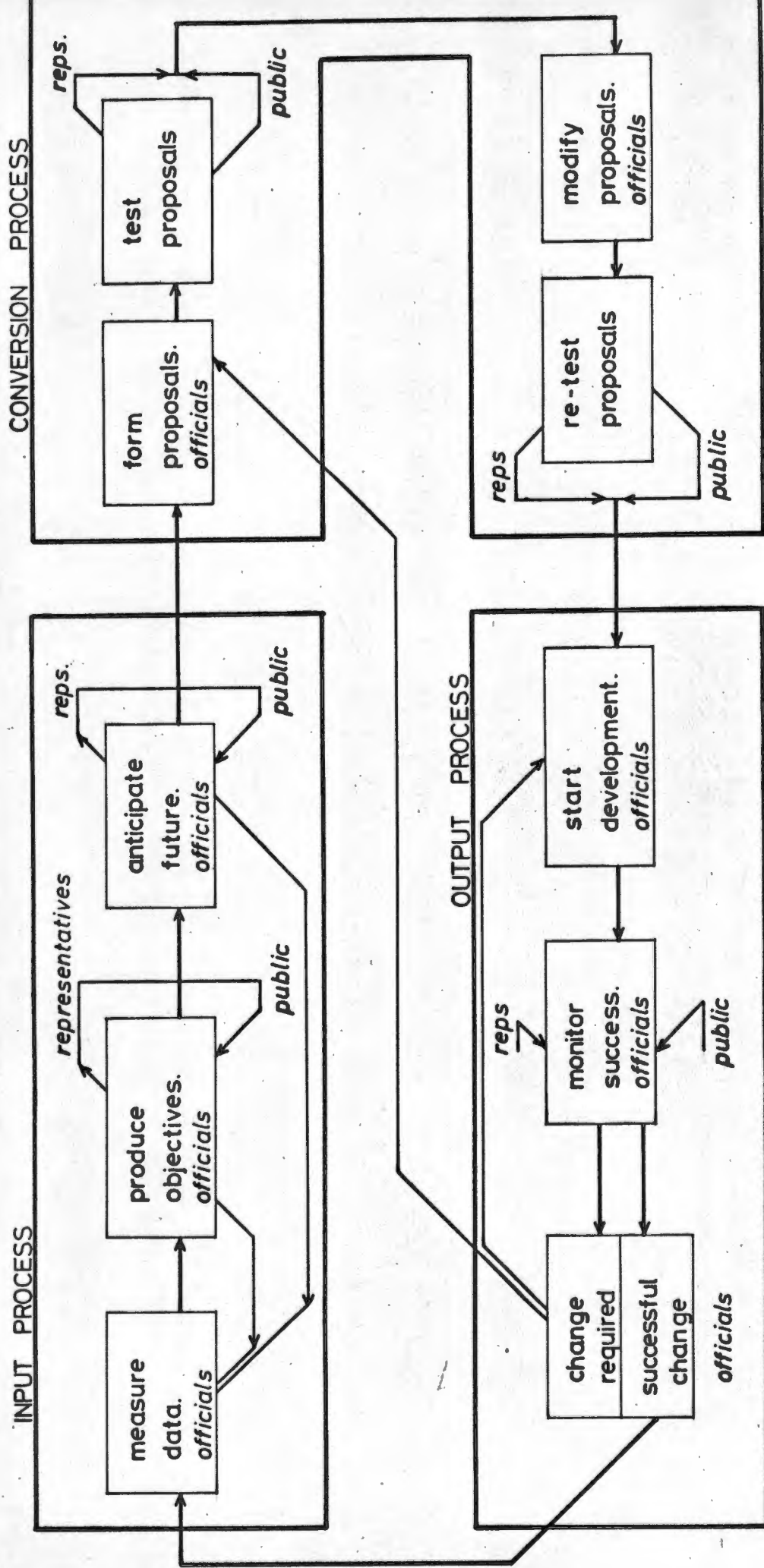
Following from the notion of power to raise and spend funds (financial resources), it is necessary that the administrative structure also has the power to control other resources to the best advantage of the area of its jurisdiction. Planning appears a little pointless if there is no implementation, and implementation embodies the notion of control over other bodies' implementation of projects. This control over the other resources in essence can also be stated as the coordination of total output (public and private) in the region. This control over the allocation of resources is part of the planning process - where resources are distributed following the goals and objectives established by the administrative structure, which represents the people and their accountable representatives.

Part of this control of resources is the control of land use (and water use, particularly inland) - this may well require special funds to "buy" out individual rights in one form or another (like betterment and compensation). Related to the aspect of control of land use is the necessary strategy for controlling land use, so that short term decisions are not in conflict with long term policies.

4.9. MODIFICATION OR ADAPTATION OF CRITERIA TO MEET REALITY

While what has been mentioned above in large measure applies to any region, it is now necessary to investigate its particular applicability to the Cape Flats. Because of the poorly developed administrative infrastructure for the area (at present), the opportunity to create a new model based on the above criteria may well have more chances of success than in a highly developed area.

At present there are two types of Coloured bodies partly involved in the Cape Flats. The various Management Committees have very limited powers, and are not considered as representative of the residents. However, in terms of the Local Authorities Ordinance of 1963, the development of fully fledged local authorities is envisaged. As there have been no constraints mentioned



THE CYCLIC PROCESS.

DIAGRAM 9

in respect of these future authorities, there is no need to modify any of the criteria above. The future of the Coloured Representative Council is in some doubt, having regard to the Prime Minister's Address to the Council on the 8 November 1974 (p20), and also having regard to the post-election comments made by Leon (p1). With an uncertain future for the Council, it appears that the way is open to introduce an Administrative Structure to suit the criteria developed above, and to satisfy the objectives developed in section 2.0, relating to Social Development.

In respect of the "White Authorities" which have parts of the Flats under their jurisdiction; some of these have been assisting the Management Committees to develop towards the status of independent authorities, and others have not accepted their existence, nor developed a meaningful relationship. From this aspect then, it would be unwise at this point to introduce any constraints into the 'theoretical' structure and process developed above. The point at which modifications may be necessary will be reached at the pragmatic level (below) when available resources are assessed.

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SECTION 5.0. STRATEGIES FOR GOAL-ACHIEVEMENT

5.1. INTRODUCTION

Section 2.0 above enumerated the six primary roles in the system of Social Development proposed for the area. The objectives for social development were referred to as the criteria for greater involvement.

The criteria for an Administrative Structure were dealt with in section 4.0 above, and the three main factors in the process were considered as inputs, the conversion, and outputs. It is now necessary to elaborate on the objectives for social development, so that the way in which the administrative structure would deal with them can be made clear.

This section will thus analyse in outline each objective listed in section 2.2. and suggest what inputs, conversion proposals, and outputs are required in order to achieve the objective. The following method will be adopted:

- a) what inputs are needed - i.e. in terms of stated objectives, what data and resource information is required.
- b) what type of conversion is proposed - what proposals should be put through the conversion process, and are there constraints to be removed.
- c) what type of output could be anticipated.

By developing strategies for the objectives in this manner, they are immediately in a suitable form to be tested and used by the administrative structure. The strategies here are meant to serve as examples, and are in no way considered final. For simplicity they are abbreviated, and the paragraph numbering follows that in section 2.0.

5.2.1.1. Housing - security of tenure (relates to 2.2.1.1. above).

- a) Inputs - For background information before developments are proposed, answers to the following questions are necessary.
 - i) the present demand for security of tenure.
 - ii) breakdown of this demand - per pondok dwellers, local authority tenants, private tenants.
 - iii) projected demand for the future.
 - iv) nature of financial resources available - from prospective purchasers and other institutions.

- v) the supply of vacant land presently available for sale.
- vi) the supply of land with dwelling presently available for sale.
- vii) the shortfall of land available.
- viii) anticipated shortfall of land available in future.
- ix) nature of financial resources required to provide for the sales.

b) Conversion - Proposals

- i) the vacant land that is suitable for selling should be offered for sale.
- ii) the land containing pondoks should be offered for sale, or alternative land offered, to those of the lowest socio-economic group.
- iii) the land and dwellings owned by present local authorities should all be offered for sale, regardless of present state of repair (this should exclude three and four storey flats which are more suitable for long lease than for sale). If required, subdivision of ex-housing scheme erven within special parameters should be permitted.
- iv) any financial resources not possessed by the potential purchasers should be arranged from other sources.
- v) more land than presently required should be acquired and made available for sale to prospective purchasers. Also possibility of offering industrial (not noxious) - cum residential parcels of land to firms in new areas.

c) Constraints to be overcome.

- i) The financial resources - in many cases this may well be a matter of adjusting the accounting procedures. e.g. loans are paid back over twenty or thirty years, but repayments only start in ten years.
- ii) attitudes towards "non-standard" (housing) resources.

Note: The problem is to persuade an authority or administrative structure to accept as a resource what the users regard as a resource. A dwelling that is not owned is not a resource, because primarily it cannot be developed, nor act as part of the social and economic development process. On the other hand when a dwelling is owned, it immediately acts as a resource for the owners. As they develop (socially and economically), so their savings (in financial and energy resources) will go towards raising the standard of the dwelling. In certain areas, this upkeep and upgrading can be observed on almost a weekly basis. When all the necessary improvements have been made, a further process is initiated. This is moving to another dwelling with more inherent resources, and/or in a better environment. The basic necessity is thus to accept that many families are not yet in a position to operate from a "standard-type" dwelling, but, it is contended, given the opportunity

of security of tenure as the crucial primer, the pondok or Council subeconomic dwelling will over time be upgraded. The point of this elaboration is to suggest that the enforcement of building regulations must be waived in all areas where compliance is against the social and economic objectives of the Cape Flats.

d) Outputs

The anticipated results of the above would include:

- i) more involvement in the home role.
- ii) desire for more resources - thus education and better employment.
- iii) a basis for home-based recreation.
- iv) greater social control, and reduced crime.
- v) more civic involvement.

5.2.1.2. Housing - user-performance standards.

a) Inputs.

- i) Do different families require different performance characteristics from their dwelling?
- ii) What are these performance characteristics?

Note: From a subjective analysis of the Cape Flats, while there is obviously an even gradation from pondoks to mansions, there seem to be three broad categories of housing types.

The pondok is categorised by self-erection, generally the occupant is not an artisan which shows through the informality of structure - generally zinc or corrugated-iron sheets and usually "inadequate" windows. It is only within the last year or so that some of the local authorities have actually admitted publicly that pondoks exist, and that these must be 'dealt' with simply by driving the occupants out into 'subeconomic' type structures. This has been discussed above in Section 5.2.1.1.

The subeconomic structure comprises varied types but common features are its more regular appearance, formal doors and windows. It may be built of brick, timber or sheets, but does not comply with present building regulations. Large numbers of these structures have been erected by local authorities to Department of Community Development standards with waivers of local regulations; the cost can go up to R3,000 +. An anomaly here is that while certain local authorities actually build these types themselves, they do not permit private people to build them - on the grounds that their 'substandard' dwellings are not privately owned, and therefore the waivers are granted.

Economic structures, which comply with building regulations vary in cost from R3000 to R30,000. An anomaly exists even in this type in that various local

authorities do not accept all the suitably tested (SABS) types of basic materials. Timber and board type walls are not accepted in some areas, apparently for elitist reasons.

It must be stressed that the objective is to encourage greater social development with housing as a base; rather than maintaining technical (elite?) standards which may not be relevant to an area of limited resources and rapidly growing population. X

- iii) Do user-performance standards also pertain to the services usually provided to housing - such as water, roads, electricity - and to what extent do these requirements vary?
- iv) to what extent will these standards change in the future, and thus at what rate must various services be provided?

Note: It is desirable that all residential areas should be provided with streets, stormwater and sewerage, water and electricity. However, in the short term this is unrealistic because of the backlog, and finance needed, and because it is possible that some of the lower economic groups would prefer to do without (or with lower standards) initially to keep their expenses (plot purchase, taxes and rates) as low as possible.

However, all new areas must be designed, or allowed to grow, in such a way that these services can be upgraded or provided at a later date without disrupting the dwellings. This later service would only be introduced at the residents' request, and implemented in conjunction with them. It is possible that they might even contribute their labour to the development of some of the services in order to reduce the cost.

b) Conversion - Proposals

- i) various guideline handbooks on performance characteristics - not "standard" regulations" - could be developed and issued to the public.
- ii) areas to be developed could perhaps be designed to satisfy different types of performance characteristics and thus users' requirements.
- iii) the resources previously used to test compliance with regulations could be diverted to more suitable localised work in the field. - to assist people rather than constrain them.

c) Constraints to be overcome

- i) Financial resources - rateable income. Whereas rates are usually assessed from house plans submitted to a local authority, if plans are not submitted no record would be obtained for establishing rates. An alternative procedure would be an assessment from aerial photographs, supported by sales records and site inspections.

ii) Attitude problems were dealt with in 5.2.1.1. (c) above.

d) Output

The anticipated results would include:

- i) more involvement in the home role
- ii) an unleashing of human resources which would not only result in a saving of financial resources (by the Administrative structure which would no longer have to attempt to "house" everybody at greater cost than everyone can justifiably bear), but also in the demand for more jobs to finance this personal housing development.

5.2.1.3. Housing - assistance in design and construction:

a) Inputs (assuming 5.2.1.1. and 5.2.1.2. as given)

- i) the present demand for resources to assist owner-builders.
- ii) the breakdown of the resources into technical guidance, finance and materials.
- iii) the supply of resources - and the shortfall.

b) Conversion - Proposals

- i) the method of arranging the necessary supply of the (shortfall of) resources.

c) Constraints

Various institutions might complain that their function was being usurped. The administrative structure would have a senior official whose function would be to liaise with these outside institutions, so that all the relevant bodies would be working towards the common objective.

d) Output

- i) Increased involvement in the home environment by the family, and the various institutions providing the resources, rather than an unwanted end product.
- ii) more social control, and civic involvement.

5.2.1.4. Housing - option of house location

a) Inputs

- i) the demand for different types of location.

- ii) the supply of these different locations.
- iii) the shortfall.

b) Proposals

- i) a variety of opportunities which permit families the option of choice in type of location.

c) Constraints

The presence of existing residential dormitories. Participation by the residents in proposals to provide different locational environments within these areas.

d) Output

- i) more involvement in the home role, with more social involvement.

5.2.1.5. Housing - flexible management system

a) Inputs

- i) the demand for involvement in decision-making.
- ii) the demands due to changing values and altered circumstances.
- iii) the demands due to population growth and family formulation.

b) Proposals

- i) as far as possible, the decentralisation of decision-making about housing management based on the involvement of "residential" communities.
- ii) the acceptance of housing objectives on a centralised basis, so that the parameters are set for decentralised decisions within the 'objective' framework.

c) Outputs

- i) more involvement in home role.
- ii) greater participation in civic role, with improved social cohesion.

5.2.2.1. Education - relevance for urban area.

a) Inputs

- i) the types of education (resources) required for successful participation in the urban area.

- ii) the anticipated requirements for the future.
- iii) the educational (resource) needs as expressed by the relevant communities.
- iv) the present and future educational shortfalls.

b) Proposals

- i) revisions to the present educational curricula and use of resources to satisfy the needs.
- ii) new educational programs to fill present gaps.
- iii) integration of all programs and resources to draw community together.

c) Outputs

- i) more involvement in the educational role.
- ii) greater return to the community because of increased social and economic 'productivity'.
- iii) increased understanding of health, and other urban activity systems.

5.2.2.2. Education - development of human potential

a) Inputs

- i) analysis of the ranges of human potential, talents, and value-systems.
- ii) the opportunities for fulfilling and developing this potential.
- iii) the extent to which the education system constrains this development.

b) Proposals

- i) the required new and altered programs to develop this human potential (resource).
- ii) the removal of standardised curricula, because 'standardised' products are not required.
- iii) the introduction of user-oriented progress requirements, where progress and success is measured against individual's past achievements, not against 'imposed' standards.
- iv) the introduction of a learner-oriented form of discipline.

c) Output

- i) fully developed human resources.
- ii) thus an increased social and economic resource.

5.2.2.3. Education - the tools to learn

a) Inputs

- i) Does the present system teach pupils how to learn?
- ii) research the amendments to the system required to alter the emphasis from subject-matter oriented to learner-oriented.

b) Proposals

- i) introduce the necessary alterations and new programs to achieve the objective.

c) Outputs

- i) a greater and lifelong involvement in learning, as people now possess the tools for self-fulfilment.

5.2.2.4. Education - growth of human values

a) Inputs

- i) research into values needed in the future for the continual existence of the species.
- ii) research into present values which are in opposition to the future needs.
- iii) research into the role that education should play in encouraging these values.

b) Proposals

- i) the amendment of the (unstated) values behind the present educational system, and the development of a new system, starting from the explicit statement of the developed values.

c) Output

- i) the development in the future of an urban community based on humanistic and more stabilised values and attitudes.

5.2.3.1. Work - option of job-types

a) Inputs

- i) The present demand for different types of work, based on locational criteria.
- ii) The future demand based on new entrants to the work force, and what is their training.
- iii) The present supply of jobs, by type and location.
- iv) The growing sectors of the economy and the supply of jobs different sectors will provide, by pay and location.
- v) The possible shortfall, particularly in respect of pay and location, and possible incentives to entrepreneurs to locate where required.

b) Proposals

- i) to develop methods whereby the problem areas can be overcome before they cause personal and regional consequences.
- ii) to establish the role of the liaison body in these methods.

c) Outputs

- i) a better variety of jobs, with better pay in required locations.
- ii) thus greater involvement in the work role.

5.2.3.2. Work - information about potential and jobs

a) Inputs

- i) the present supply of jobs, by training; the pay offered, and location.
- ii) the potentials of individuals, and training and employment suited to their potential.

b) Proposals

- i) to make the job information centrally available on the Cape Flats.
- ii) to provide aptitude training both before and after 'formal' education completed.

c) Outputs

- i) a more organised development of human resources.
- ii) a more fully employed work force, in jobs suited to their potential and training.

- iii) increased productivity and greater involvement in the work role.

5.2.3.3. Work - equal pay

a) Inputs

- i) the jobs where pay is not equal for equal work.
- ii) the reasons, whether legal, historical, or other, for this.

b) Proposals

- i) through liaison body to take the necessary steps, legal and otherwise to remove the constraints.

c) Output

- i) motivated workers and thus increased involvement in work.

5.2.3.4. Work - range of benefits

a) Inputs

- i) the jobs where benefits are not provided, and the reasons.
- ii) research the jobs where benefits have been provided, and isolate the consequences on work productivity.
- iii) establish the constraints which prevent benefits from being provided.

b) Proposals

- i) encourage all firms to provide, and all staff to demand the benefits necessary for fulfilling work environment.
- ii) publicise the results on productivity where this has happened.
- iii) measures necessary to overcome the constraints.

c) Output

- i) increase motivation, involvement and satisfaction from work role.

5.2.3.5. Work - self-employment

a) Input

- i) the demands for starting own business.

- ii) the types of resources required, and the present constraints.
- iii) the present means of obtaining resources.
- iv) the ways in which further resources could be made available.

b) Proposals

- i) arrange and coordinate the necessary resources to assist those wanting to start own firm.
- ii) inform the public that these resources are available.

c) Output

- i) increased opportunities for starting own business, and thus greater involvement in work environment.

5.2.3.6. Work - liaison body

a) Input

- i) to collect and collate information relating to the area's economy - which are growth industries, what are their growth and locational criteria, what type of work force will they need in future.
- ii) the training programs available on the Cape Flats to relate to the work opportunities.
- iii) where are the problems going to arise in the future, and what measures must be taken now.

b) Proposals

- i) the necessary body representing all major interests in the economy would report on the steps required to encourage coordinated growth.

c) Output

- i) a balanced growth leading to better utilised resources (both human, economic and physical).

5.2.4.1. Recreation - number of facilities

a) Inputs

- i) the present supply of facilities by type and number.
- ii) the present and estimated future demand.
- iii) the shortfall and priorities and what resources (individual, private and public) are available.

b) Proposals

- i) the development of facilities in order of priority, and method of obtaining resources.

c) Output

- i) more facilities, thus greater involvement by people in recreation role.

5.2.4.2. Recreation - location of facilitiesa) Inputs

- i) the present supply of facilities by location and where do users come from.
- ii) the demand for facilities by area.
- iii) the shortfall and priorities.

b) Proposals

- i) to develop in order of priority by location.

c) Output

- i) satisfaction in recreational role.

5.2.4.3. Recreation - community involvementa) Inputs

- i) to collate the demands by different communities for different facilities in various locations.
- ii) the shortfall in facilities, and the available resources.

b) Proposals

- i) for increasing facilities based on the various communities' requirements.

c) Output

- i) greater involvement by communities in decisions about their recreational future.

- ii) achievement of objective of involvement.

5.2.4.4. Recreation - information service

a) Input

- i) to collate the supply of facilities and the demand for facilities, and the earlier proposals.

b) Proposal

- i) to make this information available at places convenient to the various communities.

c) Output

- i) more 'resource' information available to the community, which permits more competent involvement in use of facilities, and decision-making about future requirements.

5.2.4.5. Recreation - multipurpose facilities

a) Input

- i) the full resource information about facilities available, and community requirements.

b) Proposal

- i) methods whereby the two can be combined most effectively (resources and requirements).

c) Output

- i) the most economic use of resources, and thus greater resources for further developments.

5.2.5.1. Health - services

a) Inputs

- i) the present problems of the various communities.
- ii) the present services available to the communities.
- iii) the priority needs of the community, and the shortfall in services.

b) Proposals

- i) a method whereby the community is consulted on the resolution of the problems.
- ii) relocation of those services which are not available on the Cape Flats.
- iii) revised services based on priority needs.

c) Output

- i) greater involvement in the decisions about health and welfare services.

5.2.5.2. Health - learning and informationa) Inputs

- i) based on inputs from 5.2.5.1. above.

b) Proposals

- i) establish an information service about all health and welfare services, located in the area it serves.
- ii) establish learning program associated with the information service, possibly making double use of the same facilities, in the evenings.

c) Output

- i) more knowledge about problems, and where to find the solutions.

5.2.5.3. Health - responsibility to the communitya) Input

- i) the present chain of responsibility for the social services in the health and welfare fields.

b) Proposal

- i) that the officials providing this service must be accountable to the administrative structure.

c) Output

- i) the participation of the community in the decisions made about health and welfare services.

5.2.5.4. Commercial - equal pay

This was dealt with under 5.2.3.3.

5.2.5.5. Commercial - information

a) Inputs

- i) the services that are available, and will become available.
- ii) the requirements for services, and growth in future.

b) Proposal

- i) a method whereby this information can be made available for local communities. (perhaps with use of closed circuit television).

c) Output

- i) greater involvement through greater knowledge.

5.2.5.6. Commercial - facilities

a) Inputs

- i) the present and anticipated future supply of facilities, their location and hours.
- ii) the demand and resources available now and in the future to use these facilities.
- iii) the shortfall in facilities and resources, in respect of location, and hours open.

b) Proposals

- i) a method whereby the community requirements can be put into effect.
- ii) the methods for obtaining additional resources, perhaps through the development of cooperatives.

c) Output

- i) a greater involvement in the decision-making process about commercial facilities.

5.2.5.7. Commercial - training programsa) Input

- i) the present lack of managerial skills for commercial outlets.
- ii) the present lack of knowledge about consumer purchasing.

b) Proposal

- i) methods for imparting selling and purchasing skills.

c) Output

- i) more competent retailing of services.
- ii) more savings to the community, who can make better use of services.

5.2.5.8. Social - community bodya) Input

- i) establish the various interests in the community and how these operate to draw the people together.
- ii) the possible future interests.

b) Proposal

- i) to form an overall body to which all the other interests could be affiliated.

c) Output

- i) the possibility of more social cohesion and greater community involvement.

5.2.5.9. Social - community centrea) Input

- i) to find out how the various interest groups use physical facilities or private houses.

b) Proposal

- i) with the community, to develop a method whereby suitable multipurpose facilities could be erected, and to coordinate the necessary resources.

c) Output

- i) greater community involvement.

5.2.6. The Civic Institutional Role

The criteria in this subsystem are used in the development of the administrative structure, and will be elaborated in section 7.0.

SECTION 6.0. THE BOUNDARIES OF THE AREA AND ITS COMPONENTS

6.1. INTRODUCTION

The focus of this chapter is on how the physical area under the jurisdiction of the proposed administrative structure should be defined, and on how the components of this area may be interrelated.

Within the Cape Flats area there are several smaller areas which have a particular identity, and a unique physical location. Because it is the objective to encourage social development across the whole - which will have certain physical and economic manifestations - it is thus necessary to isolate the components that comprise the whole, so that specific strategies may be proposed to introduce and strengthen the links that can bind the components across the interfaces between them.

The discussion in this section will be limited to defining the area and its component parts, and proposing certain physical linkages to join the parts. Other social strategies for interrelating the parts will be dealt with in section 8.0 below.

6.2. PROPOSED DEFINITION OF THE AREA

Section 0.2.4. outlined the way in which a region should be defined in a rational way, based on the presence or absence of related resources. In the case of the Cape Flats, the region is formed due to the absence of resources, based on section 3.0 above.

The following comments should be read in conjunction with map 4. Initially the area under consideration was bounded by the railway lines marked as ABCDEF, and then by an arbitrary line FG to the coast, and GA along the coast. The map shows the areas within the Cape Flats declared for the Coloured, Indian and African Groups, and also Wynberg and Kensington which are proximate but outside.

Areas that are adjacent to the railway lines, lie inside the figure ABCDEFG, and are declared for White residential occupation have been excluded from consideration. Areas adjacent and outside the railway line which serve Coloured residential or employment purposes have been included in the defined area. It is necessary to stress that these proposals are meant to serve as a starting point for further discussions when the administrative structure is formed; that they are not intended as final proposals. In any case, it is envisaged that direct discussions would in fact take place with representatives of the various areas before finality could be reached. There is no reason why areas presently excluded, should not opt for incorporation into the Cape Flats Region.

Relating to the map, the following comments apply to the specific areas shown:-

- a) The Marina Da Gama and Muizenberg do not fall into the category of a resource-poor area. Adjacent on the east are the Cape Flats

Sewage Treatment Works which are shortly to be considerably expanded. This is a regional facility, and this is no reason why it should be included in the flats area. Both these areas have been excluded.

- b) It appears that the motivation for the Retreat Industrial Area must have been the proximity of a convenient labour force. Because of reliance on the labour supply, and the present and future contribution to rate income for the new Municipality, it should be included within the Cape Flats.
- c) Part of the area south east of the railway line is industrial - predominantly the clothing industry - and also relies on the nearby pools of labour. The White residential area will in the future be separated from the Coloured areas by a freeway. The industrial area has thus been included, and the White area excluded.
- d) The Ottery area is relatively undeveloped, although the City Council has plans for a fairly extensive White Housing Scheme. Because of its relative isolation, the area should logically fall under the proposed administrative structure. It has, however, been omitted for the present, with the proviso that its future use should be reassessed. The boundary of this exclusion is formed by Strandfontein Road, which also is the western edge of the silica sand area, and falls within the Cape Flats jurisdiction. The industrial area at Wetton station is included within the Cape Flats area due to its reliance on the Coloured labour supply, and its revenue-producing potential.
- e) The industrial area at Nerissa is included for similar reasons. A future freeway will separate the White area of Crawford from its surrounds, and this area is excluded.
- f) Garlandale is an established Coloured residential area, and should thus be included as part of Athlone, which has similar problems.
- g) The Goodwood Showgrounds and Epping Garden Village have been excluded due to a lack of association with the Flats. Epping Industria is heavily dependent on both Coloured and African labour, and increasingly clerical and administrative staff. Because of this, and its contribution to rates it is included in the Cape Flats.
- h) Similarly Elsie's River Industrial Area has been included. Parow has two industrial areas south of the railway line, Beaconvale and Ravensmead. It seems equitable that one should remain with Parow, and that Ravensmead should fall into the new Municipality. The Tygerberg Hospital is a regional institution and thus could possibly be omitted from the Flats area, although an assessment will be needed of how the new administrative structure can participate in the policies of the service provided. This will be dealt with in section 8.0 below.
- i) The Railways marshalling yards have been excluded as being a regional facility, which does not contribute to rates.
- j) There are two industrial areas in Bellville, and for reasons of equity only Bellville South which is surrounded by Coloured residential areas, has been included.

k and l) Down the eastern side of the Flats area, the initial boundary selected was the railway line to Faure, and then a line down to the coast. However, to a large extent the activities in this area are strongly related to the farming areas under the Divisional Council of Stellenbosch, and industrial and other employment in the Strand and Somerset-West municipalities. The residential (Coloured) areas of Macassar and Kleinvlei are generally not part of the rest of the Cape Flats 'system', and thus at this point they have not been included. As they develop, and Management Committees are instituted, these bodies can then negotiate with the Cape Flats' administrative structure for possible incorporation.

The boundary selected has thus excluded those activities that are more associated with Kleinvlei, Macassar and Kuilsriver, than with the Cape Flats; these activities include the farming area at Nooiensfontein and the Kuilsriver valley, the African area at Umfuleni, the Blackheath Industrial area, land set aside for sludge deposit-from the City Council's water treatment works - adjacent to Umfuleni, and the Research Institute at Faure. The boundary has the advantage of indicating the limit to the area available for natural expansion of the Cape Flats, in an easterly direction.

6.3. Non-conforming Areas within the Flats.

There are various types of areas which do not apparently relate to activities of the new administrative structure. It is necessary to explain the motivation behind their inclusion in the area as a whole, and the consequences that their size and location may have on the way in which the Flats may be divided into sub-areas. The letters used below refer to the areas shown on map 4.

6.3.1. Langa and Guguletu (M and N)

These African areas to some extent experience problems similar to those borne by the Coloured group, with the additional handicaps of the migratory labour system, and its consequent insecurities. There is at present no possibility of security of tenure, nor even security of location in the Western Cape.

For the future stability of the region, and the nation, this system will in due course change, at which point in time the African population will be where the Coloured group are today. It thus seems rational that these areas should develop a link with the new Cape Flats administrative structure, so that common problems can be dealt with on a common basis. For this reason these two areas are considered as part of the Cape Flats.

6.3.2. Cravenby and Rylands (P and Q)

From many points of view, it appears illogical that there are separate Group Areas for the Indian population, but because they exist, they must be dealt with separately. They are located within the Coloured residential areas, and as such it is possible to consider them forming a "Municipal Ward" and having representation on the proposed structure. From this point, the thesis will not consider them as separate areas.

6.3.3. Airport (R)

The airport falls into the category of a regional-national facility and as such would essentially fall outside the jurisdiction of any surrounding local authority. Because of the activities (and noise) that it will increasingly generate in the future, it is essential that any surrounding authority should have a close liaison with the airport authorities. Thus while it is largely an independent area within the Cape Flats, it must be incorporated into the administrative mechanisms to the extent that cooperative planning of future developments is essential.

6.3.4. The Philippi Area (S and T)

This area contains a national resource in the form of the silica sand deposits, and any developments of a permanent nature require the consent of the State. At present the area is used extensively for market-gardening, which serves the Metropolitan population, and even beyond. Adjacent to the silica area, is farming land (T) which also provides the larger region with vegetables, eggs, poultry and milk. Both areas also contain a large number of 'residents' who do not work on the farms, but rent dwellings from the farmer, or a piece of land for 'squatting'.

Thus while the use of the land - as future industrial, when the silica sand is mined, or as agricultural mixed with residential - does not contain inherent problems per se, it does appear that the best use of human resources in the area raises certain questions. From a human and ecological point of view, it is desirable that neither the soil, nor the people who till it, are 'exploited'. Both the soil and the people should be used in such a way that their potential is increased not drained. In respect of the way that the soil is used, suitable recommendations will be proposed under education in section 8.0 below.

As far as the Coloured people who either live or work, or both, in the area are concerned, they must have the opportunity for recourse to the administrative structure. This is achieved by including this area in the Cape Flats, when the residents will become part of the decision-making process deciding on policies for their area.

6.3.5. Bellville Sewerage Farm (U)

This area is a service facility near the periphery of the defined area. While it serves an area that may extend some distance on both sides of the

proposed boundary, the control and administration of the facility could remain under the Bellville Municipality. There would of necessity be considerable liaison between the new structure and Bellville, and probably a service charge for its use.

For geographical reasons, it is included in the boundary, although the method of control would be a matter of negotiation. A similar situation applies in respect of other facilities which have not all been shown, due to their smaller scale.

6.3.6. Summary of the Cape Flats Region as a whole

The basic motivation defining the area has been through an attempt at understanding the common lack of resources, and the related social problems. The inclusion of specific areas of large resources - the adjacent industrial areas - has resulted from the nature of their role as economic resources.

With the creation of a new municipality (referred to for brevity as the CFR), it would no longer be necessary for the present municipalities to invest resources in this area. Thus their need for sources of revenue is considerably reduced, assuming that their rates would remain the same (cents per Rand). While it is not necessary, certainly at the start, for the CFR to create its own service organisations (roads branch, electricity, sewage disposal etc.), this may well occur in the long run, but until this time it would purchase the services needed from adjoining local authorities.

It is thus essential that the CFR has its own sources of revenue as far as possible. The simplest way to achieve this, in part, is to include the industrial areas adjacent to the CFR within the boundary. Naturally the industrial areas that are located completely within the CFR are also included. It must be stressed that a far more detailed economic analysis would be needed to establish the extent to which the proposals in the thesis would create an economically viable authority. The object at this point was to propose certain rational principles which could give directions to subsequent studies. In fact, the CFR could be initiated without all these studies being finalised, as the process of proposing and analysing in an ongoing one.

6.4. SUB-AREAS WITHIN THE CFR

It must be stated at the outset that the notion of considering subareas within the CFR is not to develop independent areas which have no connection with their neighbours. How they can administratively be designed to be interdependent will be taken up in section 8.0 below.

Because of the size of the area - approximately 15 kilometres by 15 kilometres - and the relative immobility of the residents, it is necessary to introduce sufficient catalysts so that cohesive communities can develop

around common facilities and activities. Again this in no way suggests that residents of one sub-area should not be able to partake of opportunities elsewhere. Because it is considered that most people do not conceptualise and feel fully associated with a whole city-region, it is considered necessary that the areas in which they spend most of their time - associated with their home - are of such a size that they can physically comprehend it.

The Retreat-Grassy Park area presently forms a natural sub-area because of its physical separation. The Mitchell's Plain area also forms a natural sub-area. The northern part of the CFR, as it is presently developed, forms a single, although rather extended area. The proposal - which would in due course be reconsidered by the administrative structure and amended where necessary - is to form three sub areas, basically the Athlone area, Elsie's River, and Bellville. The proposals are shown on map 5, and while the industrial areas located adjacent to each subarea have been included in that subarea, it is not the intention that the revenue from or control of the industrial areas should solely be the responsibility of that subarea. It is envisaged that all revenues, and expenditures (in principle at least) would be dealt with by the administrative structure of the CFR as a whole. However, in respect of localised employment problems it seems appropriate that these could be the initial responsibility of the adjacent subarea.

Various proposals for physical improvements in these subareas will be dealt with in section 9.0 below. However, one aspect must be dealt with immediately. If any system is fragmented into its components, for the improved operation of those components, it is necessary at the same time to provide the mechanisms whereby the components may remain inter-related. Thus where the components are physical in form, so the linking mechanism should be physical.

6.5. LINKING THE SUB AREAS

At present the great majority of the residents of the CFR are dependent on public transport. There are many cogent reasons why more people should be encouraged to use public transport - provided a better service is put into operation - and in any case it is unlikely that less people will in fact require this service.

However, one of the factors that creates a successful environment for an improved public transport service is the combined planning of the routes together with special provision for high density nodes (of residences and activities) around the stations. It is apparent that this is the right point in time to consider this joint planning. Because a public transport service that uses existing rights-of-way (roads) is relatively flexible in its movements, the service that uses a fixed right-of-way (rail in one form or another) is more important to consider.

Resulting in part from the way the CFR was defined, the perimeter is well served by the existing railway lines. It is anticipated that the existing line to Manenberg/Guguletu will be extended to Mitchell's Plain, but unfortunately the thinking at present comes to a dead end at that point. These existing routes are shown on map 5.

It is necessary to consider the extension of the railway service in such a way that it can link the various subareas, while causing as little disruption to existing developments as possible. Because of the constraints already located between Retreat and Mitchell's Plain - the Cape Flats Sewage Works and Zeekoevlei - a link between the possible Strandfontein extension of the Mitchell's Plain line and Retreat can only feasibly take one route as shown. An alternative route up Strandfontein Road, and joining the Cape Flats line south of Ottery Station would not serve the residents of Retreat as well as the first proposal. It would also remove the possibility of going from Strandfontein to Wynberg, and other Southern Suburb destinations.

The additional link which appears to be essential - to reserve at the very least - is between Mitchell's Plain and Bellville-Sarepta. By following the proposed eastern boundary of the CFR, it provides the additional purpose of linking the Kuilsriver Valley residents and Umfuleni with the rest of the CFR. An additional link could relate the proposed system into both Blackheath and Kleinvlei. The route at the southern end of Umfuleni would sweep westwards to join Mitchell's Plain.

The system of "eight" proposed - two adjacent loops - would provide various benefits apart from linking the subareas of the CFR. It would provide a wider range of every kind of opportunity, from areas of employment to areas of recreation; and areas for living in. It would also - through the capital investment - stimulate the growth of economy, both for the CFR and the Western Cape as a whole. For a possible population of perhaps 2 million in the CFR, the proposed system does not seem at all exaggerated.

6.5.1. The Proposed Road System.

Part of the method of linking areas, and providing accessibility is the road network. Map 5 also shows the existing and proposed system of major roads that will assist in linking the subareas together, and assist in opening up various opportunities.

The particularly significant proposals as far as the CFR is concerned are the following:-

- a) The proposed ring freeway which will link Retreat, the northern part of Mitchell's Plain and Bellville.
- b) The extension of Military Road which relates the southern part of Retreat to the southern part of Mitchell's Plain.
- c) The extensions southwards of Hein Road, Duinefontein Road and Borchards Quarry Road, which link Mitchell's Plain to the North. The extension of Hein Road has been adjusted to a more rational location. The residents of Mitchell's Plain will not all be wanting to move towards Cape Town and Salt River, because of alternative employment opportunities. Access will be needed to the proposed university site

(an extension of the University of the Western Cape), and the Strandfontein Area. A link has been added between Mitchell's Plain and the northern end of Zeekoevlei.

These proposals may be developed further and modified in section 9.0 when consideration is given to the subareas individually.

SECTION 7.0. THE PROPOSED ADMINISTRATIVE STRUCTURE

7.1. INTRODUCTION.

The generalised procedure which the Administrative Structure (referred to as A.S. for brevity) would follow was outlined in section 4.0. above. It is now necessary to relate this process to the subsystems - or roles - that were developed from the goal of Social Development. These were initially developed in section 2.2, and subsequently elaborated upon in section 5.0.

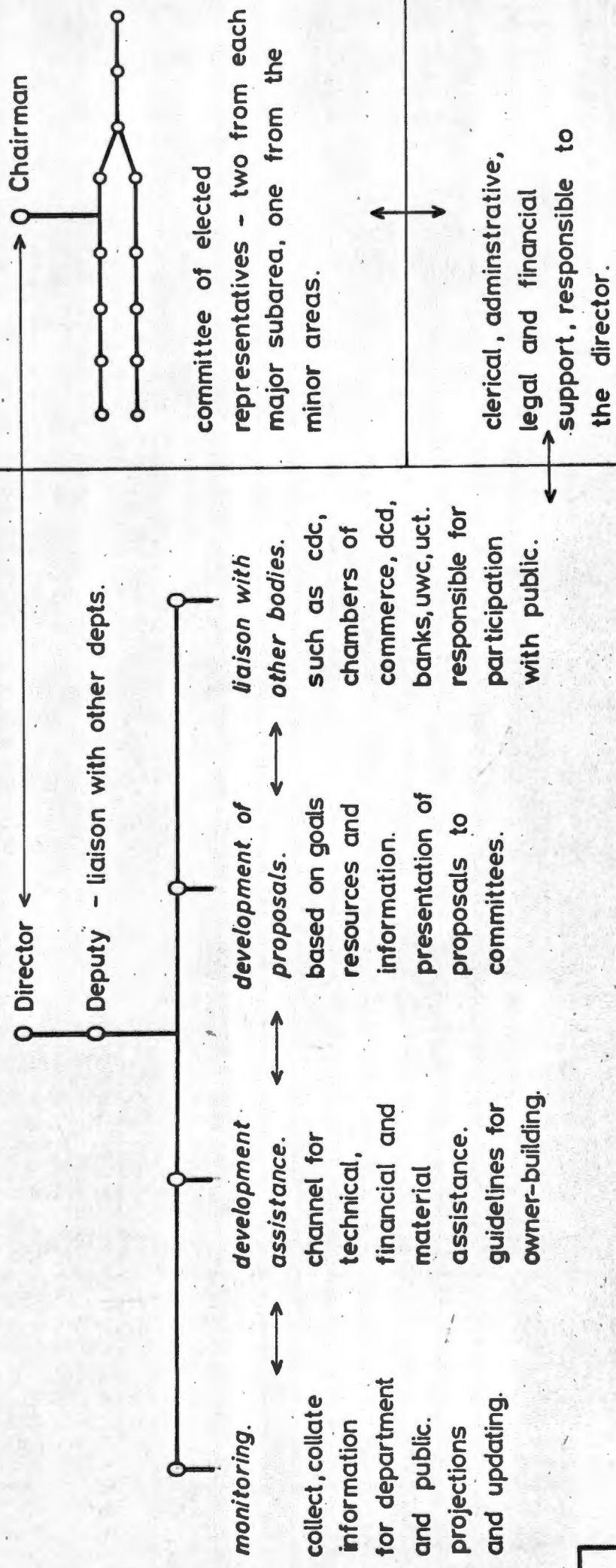
Because the A.S. has to implement the goal of Social Development through the six subsystems of objectives, it is logical that the structure of the departments within the A.S. must be based upon these six subsystems. Thus this section will initially consider each of the departments, how it is composed, and how it relates to the (present) five geographical subareas of the Cape Flats Region (CFR). It is then necessary to integrate the six departments and explain how they are able to act as a cohesive whole for the CFR. The matter of human resources to staff those departments will be dealt with in section 8.0.

7.2. HOUSING DEPARTMENT

The structure of the proposed department is indicated on Diagram 10. Because there must be a close and clear relationship between the officials and the elected representatives, their integration is indicated by locating both groups in one department. The relationship between the department and the geographic subareas of the CFR must also be made clear in the structure because the proposals for these particular areas have to be developed and discussed with the residents of the areas.

Merely for indicative reasons, the diagram shows two representatives from each of the five major subareas - Retreat, Athlone, Elsie's River, Bellville and Mitchell's Plain - and one representative from Philippi, the silica sand and farming area. A representative from each of Langa and Guguletu is included because of similar housing problems experienced in these two areas. The difference in numbers is based on different populations within the predominantly residential areas, and in Philippi, Langa and Guguletu. It is likely, however, that in due course all the representatives would represent a similar number of residents, and thus the total number of representatives from each subarea would vary accordingly. The details are not pertinent at this level of consideration.

For matters of regional concern the whole Department would act as a unit with all the representatives participating. This would include matters such as the establishment of objectives for the CFR (i.e. ratifying and modifying the proposals in the thesis) and dealing with the development of new undeveloped areas. This would include Mitchell's Plain for an initial period until it was sufficiently developed to be relatively 'self-managing'.



each section would have staff located centrally and in the subareas.

DIAGRAM 10

Local matters relating to, say Retreat, would be dealt with, under the Housing Director and Committee Chairman respectively, by the officials whose particular responsibility was Retreat, and the elected representatives from that area.

The prime responsibility of the Director is proposed as the ongoing relationship with the elected representatives, through the Chairman, and the public, through the participation process, which is in essence a combined activity of officials and representatives. The Deputy Director's prime responsibility is the relationship between the Housing and the other Departments. This would include physical, social and economic relationships between housing and work, education and recreation.

The proposed four main sections of the Department would deal with monitoring, development of proposals, development assistance and liaison. The monitoring section would collect and collate the information (resources) from the subareas of the CFR, and provide an information service to the A.S. and the public. The development of proposals would be based on the information resources available and methods and strategies required to achieve the objectives. The section dealing with development assistance would in essence be a task force working in the field to assist the people in satisfying their requirements under the "policy umbrella" of the A.S.'s objectives. The section would be the channel through which resources - technical, financial and material - would be distributed within the subareas. The liaison section would be responsible for coordinating the resources of outside bodies contributing to the housing role. This would include such bodies as the Chambers of Commerce and Industry, the Handelsinstituut, University of Cape Town, National Building Research Institute, Department of Community Development, Financial Institutions and Building Firms. This section would also be responsible for managing the participation process when various development proposals are initiated by the section above. By separating the section developing the proposals from the section negotiating with the public, an automatic check is provided by including the role of a "broker".

Because all four sections would be dealing with both regional and subarea matters, it is essential that this relationship can be reinforced through physical location. The way in which this is envisaged, is that in each section a specific person (or group) would be responsible for a particular subarea, and they would be physically located in that subarea. Those groups dealing with the whole CFR would be located at a central point within the region. By this means, the subareas are both administratively and physically linked to the region. The locational criteria for this central office will be dealt with below.

In order that the above four sections can operate in a rational manner, it is essential that the clerical, legal, and financial staff providing a supporting function to the Housing Department are located under, and responsible to the Director. They would be located at the regional office or in the subareas depending upon their specific role.

In the same way the work carried out in the subareas would in the first place be under the 'control' of that area's elected representatives. Decentralised decision-making is thus built into the A.S. Where a significant problem arose,

or a proposal developed which had larger consequences, this would be discussed with the A.S. as a whole. While conceptually there is a clear relationship between the subarea and the CFR, in an attempt to give this physical meaning, the geographic arrangement of the Housing Department is indicated on map 6. Because the map would become unreadable if all the Departments and the A.S. as a whole were shown with their lines of authority, the map is indicative of how all the Departments would operate.

The Housing Department has been dealt with a little more fully than the other Departments will be, so that unnecessary repetition can be avoided. The concept for the other departments is in all respects similar, as is the relationship between subareas and the region. Where each Department becomes specific is in the organisation of the sections under the respective Directors. These sections will be dealt with in full.

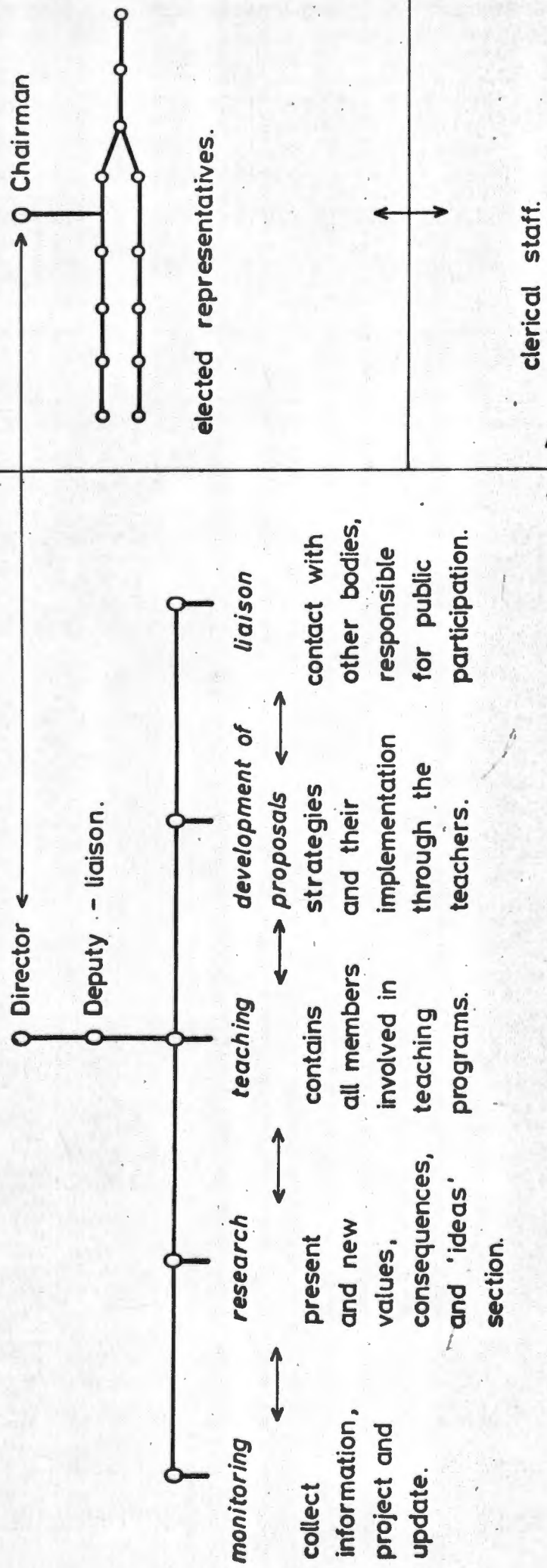
7.3. EDUCATION DEPARTMENT

The proposed structure is shown on Diagram 11. It should be stated at the outset that all schools, technical colleges, the University of the Western Cape and other programs dealing with the development of human potential for the population of the CFR would fall directly under this Department. While it is not the intention that the Department should take over programs being run by other bodies (such as the hotel staff training programs under the Coloured Development Corporation), it is certainly crucial for the success of Social Development that the A.S., and this Department in particular should be in a position to monitor the output of these various programs, and have the process improved and modified where necessary.

The sections falling under the Education Director are proposed as the following: monitoring, research, development of proposals, teaching and liaison. The monitoring section is similar to that in the Housing Department and would provide the information (resource) to the public, and the other sections. The research section would investigate the consequences of the present values inherent in the educational system, and the consequences that flow from them. It would research the new values required for the survival and social development of urban populations - basically it forms the 'ideas' section. The section dealing with the development of proposals and strategies for their implementation would be unable to do this in isolation. In large measure this would involve working in the schools and other institutions with the teachers testing out new programs to achieve the objectives adopted by the A.S. The teaching section would include all teachers presently employed in the CFR. The managers of the various schools, who would not necessarily be teachers, would also be in this section.

The liaison section would deal with other bodies involved in the educational role as far as the CFR population is concerned. This would include industrial and commercial organisations, other Universities, and private employers of staff. It would also liaise with other educational systems involved with other population groups, for the exchange of information. The liaison section would also be responsible for the public participation of proposals under consideration and being processed by the A.S.

The Education Department would also have people or groups in each section responsible for, and located in each of the subareas of the CFR. Generally



staff at centre and subarea.

EDUCATION DEPARTMENT.

DIAGRAM 11

its operation would be modelled on that described for the Housing Department.

7.4. EMPLOYMENT DEPARTMENT

The proposed structure is shown on Diagram 12. The basic operation of the Department is similar to the others, and the details will not be repeated.

The sections to implement the objectives, under the control of the Employment Director, are monitoring, research and liaison, and development of proposals. The monitoring section would not only consider present fields of employment, but would also have to liaise on both a subarea and regional basis with the Education Department to monitor the growth of work-seekers being produced by the educational system.

From the information obtained from the monitoring section, the research section would have the responsibility of proposing new employment methods and practices to satisfy the CFR objectives. From an understanding of present linkages between and within firms and sectors of the regional economy, research is required into possibilities for decentralisation, opportunities for training and participation in management and profits of firms. Because of the close relationship that would develop between this section and the region's employers, this section would also be responsible for the liaison role.

The section preparing proposals for introduction into the CFR and its subareas would also be responsible for their implementation, once approved by the A.S. These proposals would include the coordination of resources required for physical developments (e.g. more suitable employment at Philippi for the future residents of Mitchell's Plain), and the follow through of improved employment practices. It would also be responsible for managing the public participation process when proposals were being considered by the A.S.

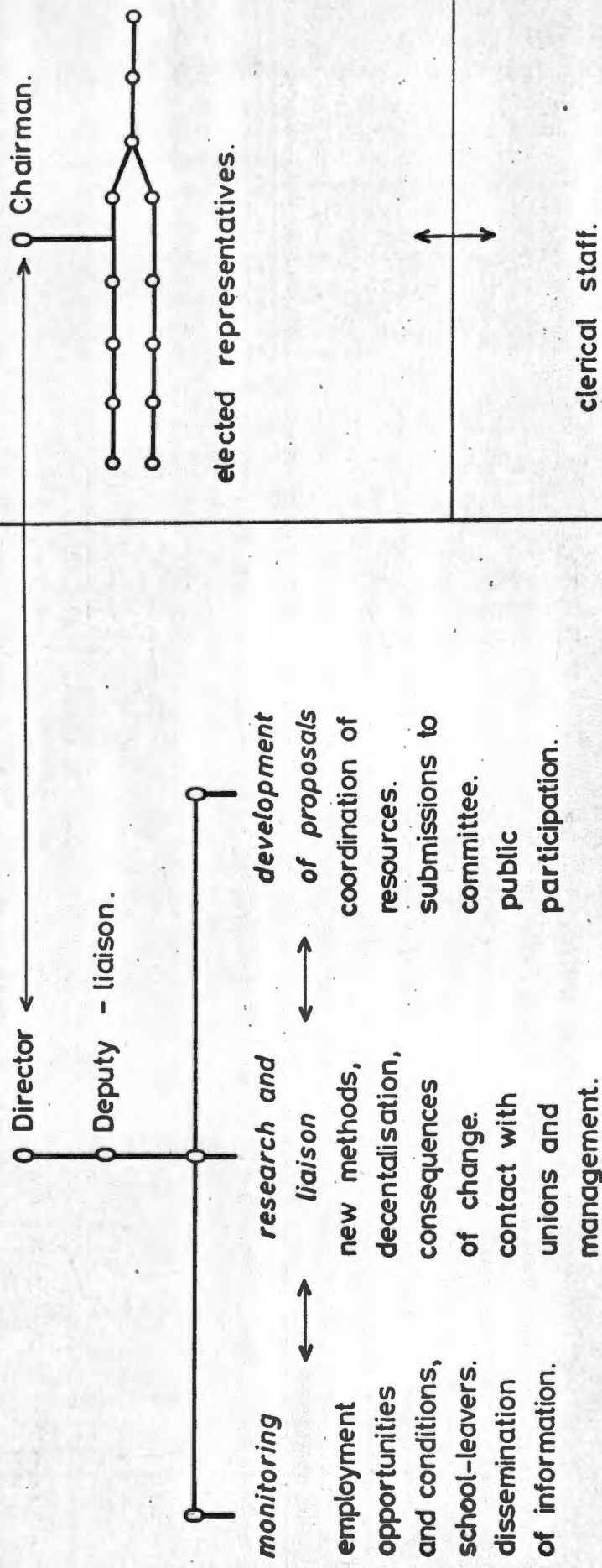
Because at present much of the available employment lies outside the CFR, it will be necessary for a person or group in each of the three sections to be responsible for the conditions and practices in this employment area (e.g. Cape Town, Salt River). These groups would be in addition to the usual group for each subarea within the CFR.

7.5. RECREATION DEPARTMENT

Diagram 13 shows the proposed structure. In essence similar in form to the other Departments, the sections here are monitoring, research and development, and liaison.

The monitoring section would not only collect and collate the information about recreation, leisure and cultural facilities and activities, but would also liaise with both the employment and the education Departments to monitor any activities they might be developing within their sections. Other aspects to be dealt with have been mentioned in section 5.2.4. above.

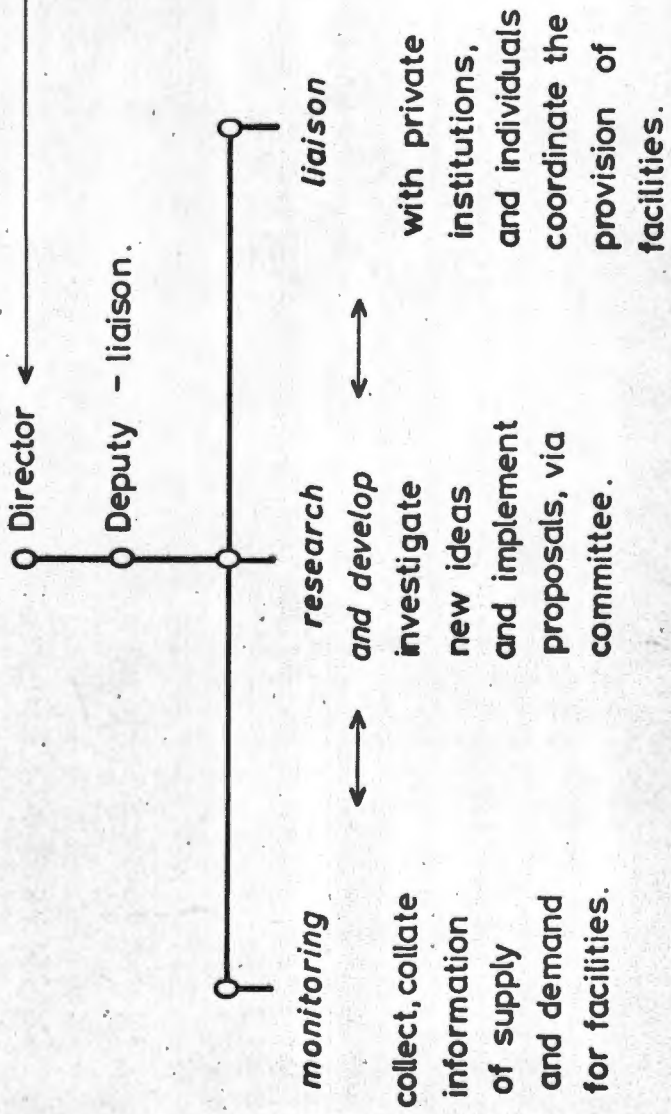
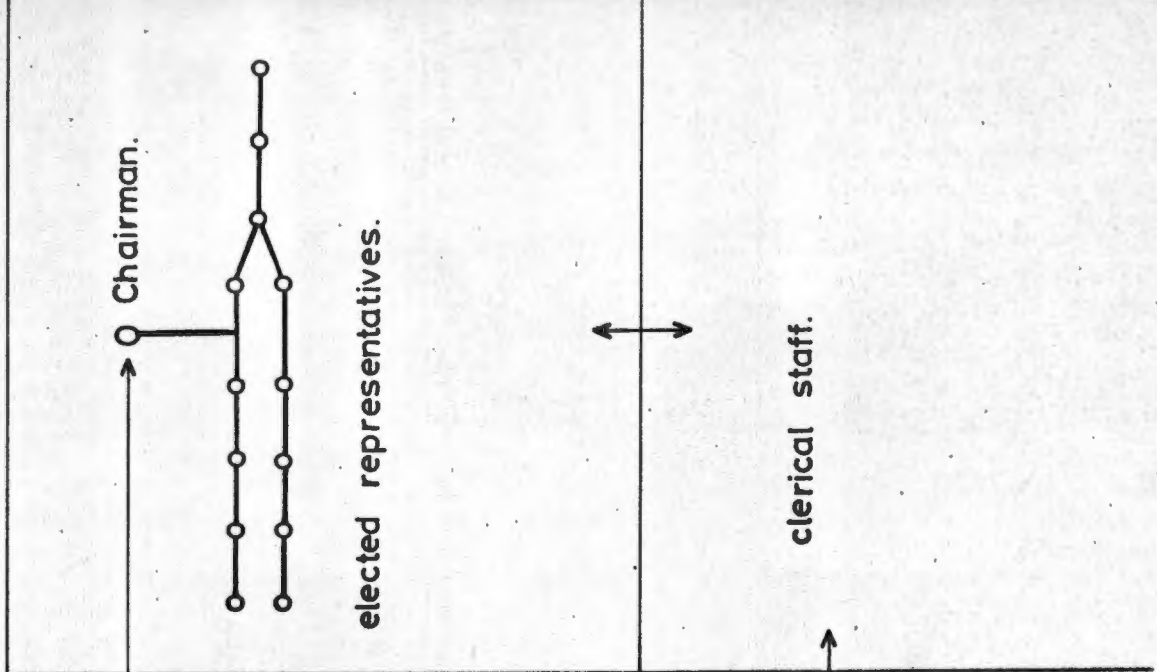
The research section would in conjunction with the various communities develop proposals to satisfy their needs, and investigate possible new forms and locations of recreational activities. This section would then be responsible for preparing the development proposals for the A.S. to adopt, and subsequently implementing the developments. The liaison section would keep



staff at centre and subarea.

EMPLOYMENT DEPARTMENT.

DIAGRAM 12



staff at centre and subarea.

RECREATION DEPARTMENT.

DIAGRAM 13

in touch with all those private institutions which are assisting in the fulfilment of the CFR's recreation objectives. It would also be responsible for liaising with those private individuals and organisations who have resources to contribute in the recreation sphere of activities. Probably the research and the liaison sections would have to work together in proposing the development of multipurpose facilities using least resources, while satisfying the objectives.

As there are certain regional recreation resources located outside the CFR, it is proposed that within each of the three sections, a group has these resources as their particular responsibility. This means that the Department as a whole is able to comprehensively consider its residents full recreational needs, from local to regional in scale.

7.6. COMMUNITY DEPARTMENT

The proposed structure is indicated on Diagram 14, and while the form is again similar, the details of the Director's sections are somewhat different because of the three functions that must be dealt with. There should thus be three Deputy Directors who will each be responsible for their own branch of the Department.

7.6.1. Health and Welfare Services

The three sections in this branch are monitoring and liaison, services provision, and development of proposals. The monitoring section in obtaining information from various service organisations that are not yet under the umbrella of the Department, or will not come under its ultimate control, will be able to provide the liaison function for the section at the same time. In collating what services are available, where they are located and when they are in operation, the section would be in the ideal position to provide this information to the public and the other Departments and sections.

The service section would include all those governmental institutions which presently provide a service for the CFR residents, whether these are located in the region or not. This would include various forms of hospital and welfare services from local, provincial and state levels. They would develop into a comprehensive organisation to implement the policies and objectives established by the A.S., and be responsible to the residents of the A.S. through their elected representatives.

The section dealing with the development of proposals would in essence be the "forward planning arm" of the services section. This section would research and develop new strategies based on the priorities from the monitoring section; it would also liaise with the public through the participation process, and be responsible for piloting its proposals through the A.S. It would also direct the development of new strategies in the services section.

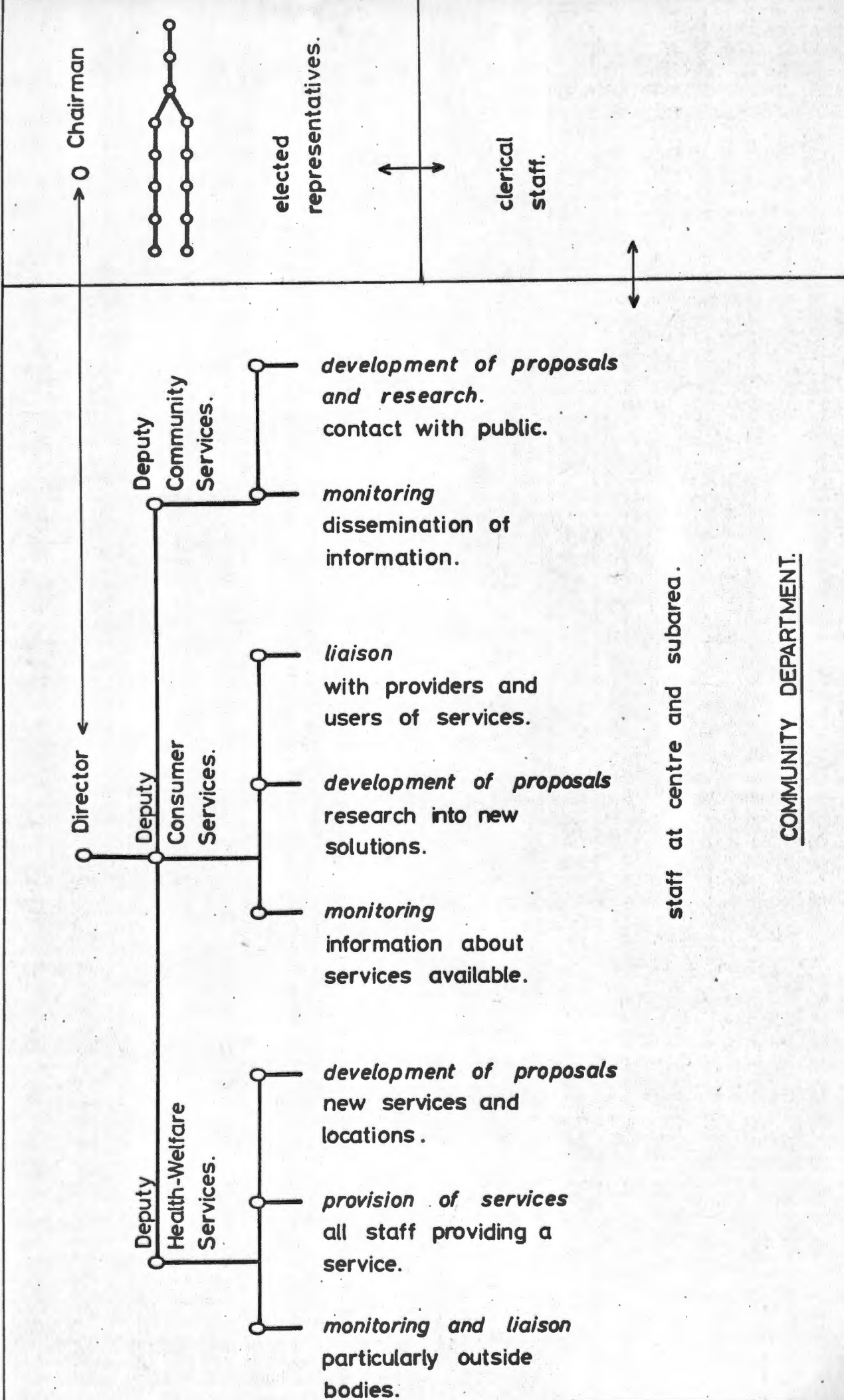


DIAGRAM 14

7.6.2. Consumer Services

This branch also comprises three sections dealing with monitoring, development of proposals, and liaison. The monitoring function would collate information about the services available, and make this resource available to the public. The development of proposals section would also involve itself in research for new ideas on more effective consumer services to suit the residents' needs. This section would develop proposals for locations for new outlets, and for improving the operation of existing outlets. This section would be responsible for proposing new strategies for the approval of the A.S.

The liaison section would not only work with the providers of services, but also with various bodies whose concern lies in the same field. These could include the Chamber of Commerce, Handelsinstituut, the Coloured Development Corporation, and the Education Department who would assist it with the required training programs. This section would be responsible for inviting public participation when new proposals are submitted to the A.S.

7.6.3. Community Services

The basic role of this branch is to act as a catalyst and primer of community activities. The monitoring section would deal with the collection of information and the dissemination of this resource to the public.

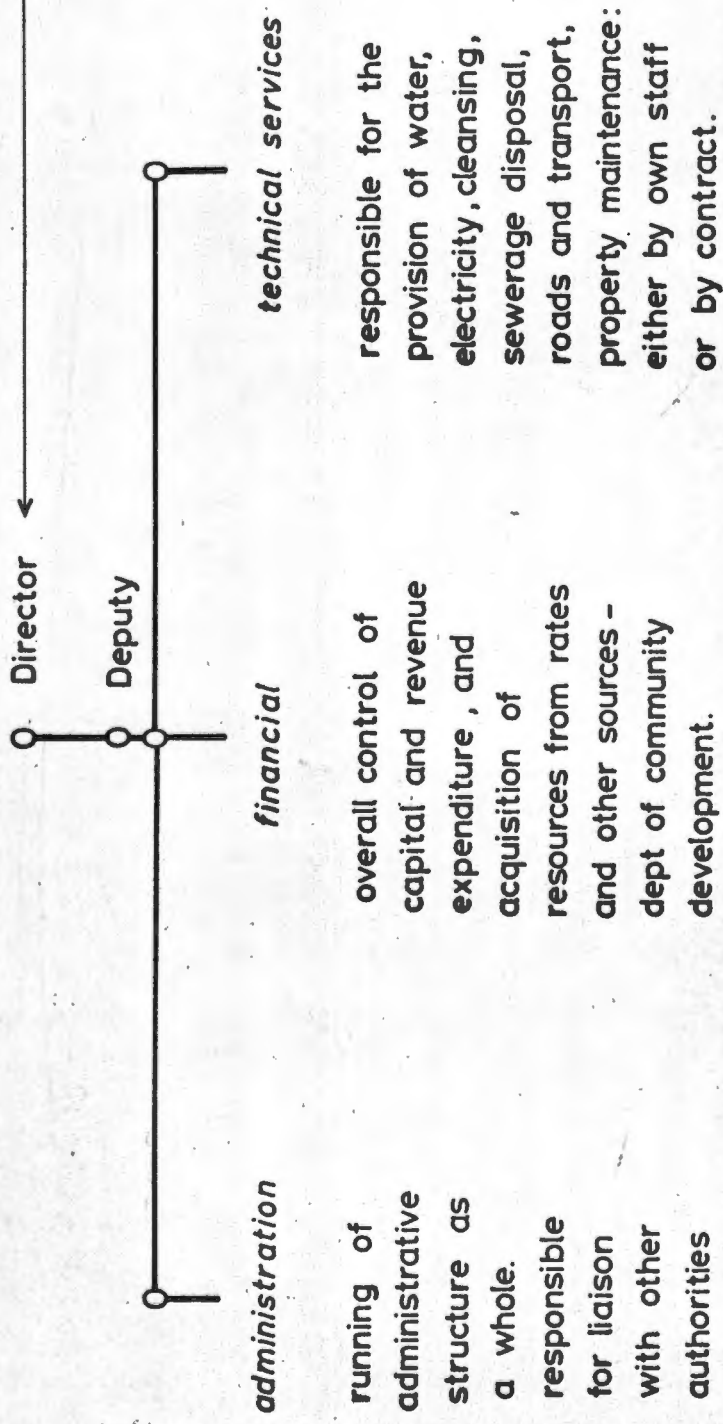
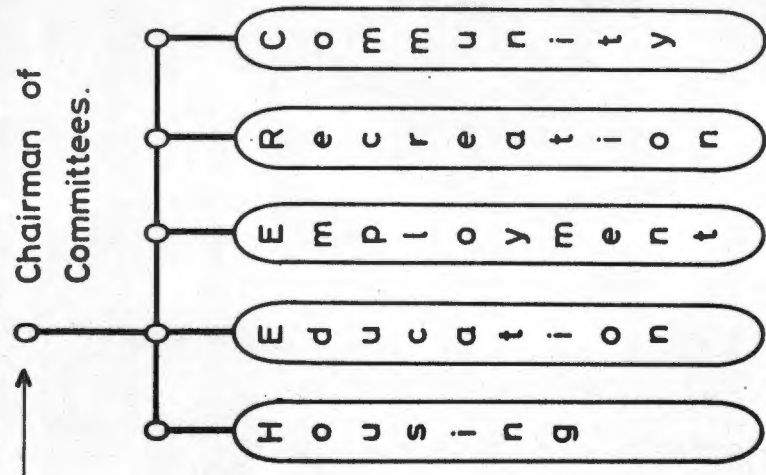
The research and development section would research ways of increasing involvement by the residents in their community, and develop the relevant proposals. The section would be responsible for submitting the proposals to the A.S., and implementing them in conjunction with the residents. The section would also liaise between the Department and all groups and institutions providing a service to the various communities. This would include church and religious organisations serving the residents.

7.7. CIVIC DEPARTMENT

This department has a slightly different form because of the integrating role it must play for the other five Departments. Thus while the 'official' part of the Department is similar in scope to the others, the 'representative' part comprises all the elected representatives from the other departments, with the addition of a Chairman. This is indicated on Diagram 15.

The Civic Director is responsible for the overall operation of the A.S., and as such his main functions are constant liaison with the other five Directors and the elected representatives, in particular the six Chairmen. The Deputy Director would have the particular duty of liaison with other authorities and institutions in the Western Cape, and the responsibility of creating ad hoc committees to investigate special problems. This might arise if say the Kleinvlei - Macassar local authority, or Management Committee expressed a desire to be incorporated into the CFR.

The Deputy Director would also have a particular responsibility in respect of inter-Departmental problems. He would act as chairman of special committees



these staff would all be centrally located.

DIAGRAM 15

which were formed (in conjunction with the other Deputy Directors) to deal with matters affecting several of the departments. Thus he would chair the committee dealing with the planning of Mitchell's Plain, and its adjacent industrial and recreational areas. He would also form special committees to deal with the planning of areas outside the five subareas of the CFR. This would include the Philippi area and the relatively vacant land east of the airport.

The three sections within the Civic Director's Department would all be located at a centralised location because they are all concerned with regional functions. The sections deal with administration, finance, and technical services.

The administration section would provide those services of a clerical, administrative and legal nature which are required to back up the operation of the A.S. as a whole. This service would also apply to the meetings of the full committee. The section would deal with matters that arose between the A.S. and other authorities outside of the CFR, such as State Health, or any Western Cape Planning Bodies. It would naturally cooperate closely with the staff from the other five Departments.

The financial section would be responsible for the overall collection and distribution of financial resources. This would probably require the establishment of subcommittees on which representatives (with decision-making power) from the Department of Community Development, the Railways, Agriculture, Mines etc., could participate directly in matters of common concern. It should be mentioned again that the intention is that no outside authorities or institutions use resources within the CFR without due consultation and full agreement of the A.S. The point should also be made, that whereas the Civic Department is responsible for the setting of objectives and parameters within which the other Departments operate, so the financial section of the Civic Department would be responsible for setting the broad parameters of resource spending. The financial details would be controlled within each of the other Departments.

The section responsible for technical services would be concerned primarily with cleansing, electricity, transport, water, sewage disposal, and the maintenance of A.S. property. Many of these services might require a very small staff, because it is anticipated that the service could be bought from various neighbouring local authorities. This would include items such as ambulance and fire-fighting. Two services which could eventually be managed by the section are cleansing and property maintenance. Which services are managed by the section as opposed to bought is a matter of negotiation, and need not be discussed further.

When matters are referred to this Department from the others, and when matters arise from the three sections within the Department, the decisions are made by the full committee of all elected representatives from the CFR. The process of decision-making, as a proposal is forwarded for attention, is indicated in Diagram 16. The example selected has arisen from a local area which shows the relationship between local and centralised decision-making. Where all the objectives and parameters have been established by the Civic Department, the implementation then continues at the local level.

W whole dept.

B subareas

E bellville

A elsies river

M athlone

R mitchells plain

steps

1 confer with other depts

2 approval by whole dept

3 decision by whole A.S.

4 guidelines to housing dept

5 implementation in subarea

The diagram illustrates an administrative structure with six departments: education, housing, employment, recreation, civic, and community. Each department is represented by a box containing a 'W' (whole dept.) and a vertical stack of letters representing subareas: B, E, A, M, R. The flow of the process is indicated by dashed arrows with numbers 1 through 5:

- 1**: A dashed arrow from the 'R' subarea of the education department to the 'R' subarea of the housing department.
- 2**: A dashed arrow from the 'R' subarea of the housing department to the 'R' subarea of the employment department.
- 3**: A dashed arrow from the 'R' subarea of the employment department to the 'R' subarea of the recreation department.
- 4**: A dashed arrow from the 'R' subarea of the recreation department to the 'R' subarea of the civic department.
- 5**: A dashed arrow from the 'R' subarea of the civic department to the 'R' subarea of the community department.

THE ADMINISTRATIVE STRUCTURE.

DIAGRAM 16

7.8. THE ADMINISTRATIVE STRUCTURE

The sections above (7.2 to 7.6) have outlined the components of the structure as a whole, and given an indication of their manner of operation. Diagram 16 shows the full administrative structure with the decision-making process indicated by a dotted line. This is indicative of an item of major housing importance for a particular sub-area. Any other proposal - for a development or for a revised regional objective - would follow a similar pattern.

Further ways in which the structure is encouraged to operate as a whole are the following:-

- a) the manner of electing representatives; where specific people from each area are elected to each department. Thus Retreat would elect (say) two people to each of five departments. Then once established, each department (excluding the Civic Department) deals with both regional (CFR) and subarea matters.
- b) the method of distributing the official staff, where the members dealing with subarea matters are located in that area, together with the local staff of other Departments, and those dealing with (say) housing for the CFR are located centrally in the region - together with other regionally-concerned staff.
- c) the manner in which inter-Departmental problems are approached, where members of all Departments are drawn together to prepare suitable proposals. In cases of this nature, the implementation would also have to be a cooperative venture.

Because the six Chairmen will play a crucial role when the Structure is first introduced, it is preferable that they are not voted for specifically as chairmen by the public. A proposed method is that at a meeting of all representatives, the Chairmen are selected by vote.

The entire Administrative Structure has been premised upon maximum involvement by the public. It is thus important from the outset that the hours when the various Departments are open to the public relate to when the public is available. The proposal is that the staff hours should either be staggered, or that the working hours be adjusted so that the community has access to their departments until (say) 8 p.m.

SECTION 8.0. HUMAN RESOURCES AND SOCIAL STRATEGIES

8.1. INTRODUCTION

The intention of this section is, in the first instance, to propose how the resources are obtained for staffing the six Departments described in section 7.0. There are presently an insufficient number of trained or experienced people who could staff and manage a full administrative structure. It is thus necessary that various individuals, sections of existing agencies or authorities, or institutions act in the interim as the official arm of the structure. Possibly this could be a permanent arrangement; in other cases the initial staff would have to be phased out as more suitable local people become available.

Once organised, it is presumed that the first strategy of the A.S., would be to adopt a set of objectives within an overall Goal framework, such as that proposed in the thesis. This framework is repeated in section 10.1 below.

To assist in giving a physical focus to the social objectives, this section will also propose various strategies of a physical nature. These will assist in giving direction to the various Departments as soon as they are created. For simplicity the departments are dealt with sequentially, first suggesting resource sources, then proposing strategies.

8.2. HOUSING DEPARTMENT

8.2.1. Human Resources

The Director and his Deputy are the pivotal people around whom the Department would revolve. It is essential that they are not people bound to the antiquated notion of putting all residents into standardised housing units. The two people required should have had experience in assisting residents solve their own housing problems. The positions should be advertised, and the applicants best suited to satisfy the proposed objectives selected by the representatives in the Housing Department, and then confirmed by the full elected body of the A.S.

In respect of the four sections of the Department, possible sources of staff would be from the present local authorities who deal with housing developments on the Cape Flats. The Director and the representatives would have to be selective in their manner of choosing from this source to reduce the possibility of appointing staff with unwanted values into the new sections. For the monitoring and development assistance functions people from the building trade would be well suited. The department, in the initial stages, could use the services of various existing "planning" teams to assist them with developing proposals to satisfy the objectives of the A.S. An example here would be the team presently involved with the planning of part of Belhar

(section 1.3.1.). These could even be permanent appointments where mutually agreed upon. The liaison function could be staffed from existing local authority sources, with the addition of secondments from the Department of Community Development and the Coloured Development Corporation.

The clerical, legal, administrative and financial staff could be obtained from existing authorities, with the proviso that for each White staff member, a Coloured member of staff would be appointed and a concentrated training program initiated. This policy in essence would apply throughout the Departments.

8.2.2. Social Strategies

The first duty the department would have to undertake is the analysis and modification of the housing objectives proposed in section 2.2.1. The revised and improved objectives would then be adopted by the A.S., and provide the framework within which the department could operate. For the purpose of the thesis, the objectives as stated in section 2.2.1. are taken as final, so that the physical consequences of the conversion process (in 5.2.1.1.b) can be considered.

Certain of the strategies flowing from the conversion process are not of a nature that can feasibly and meaningfully be indicated on map 7, which only indicates those proposals relating to a specific location. The strategies below are listed in abbreviated form for clarity.

- 1) the vacant residential erven under the control of the A.S. would be offered for sale, with the option of assistance in erecting the dwelling. This would apply, inter alia, to isolated erven in Athlone, Retreat and areas of Mitchell's Plain.
- 2) land containing pondoks would be offered for sale to the residents. Included here are increased areas at the Vrygrond and at Werkgenot (see map 7). An area near Philippi Industrial area would be serviced and available for temporary use by people waiting for permanent erven or houses to be built. This would be a receiving area for in-migrants from outside the CFR which would be controlled by the A.S., whose centralised offices would be adjacent. There are also employment opportunities and training facilities nearby.
- 3) Areas of local authority-owned dwellings would be offered for sale to the occupants, with the offer of assistance to modify the dwellings to the users' requirements.
- 4) In the farming belt between Philippi and Mitchell's Plain, various pieces of land not presently used for agricultural purposes would be offered to farm workers to erect their own dwellings. This would provide an element of protection from the possibility of exploitation. (map 7).

- 5) The land south of Belhar would be serviced and made available for sale, both to cater for squatter dwellings, and more formal home ownership erven. (Map 7).

This list is not intended to be a complete statement of the Department's activities that would have physical consequences. The examples are developed from the conversion process described above, and are merely a guide as to where and how certain of the social development objectives have physical manifestations. Naturally before any proposals could be implemented they would be submitted for approval to the A.S.

8.3. EDUCATION DEPARTMENT

8.3.1. Human Resources

Where the general pattern here is similar to that in the Housing Department, description has been omitted. The Director and his Deputy would be selected by the elected representatives. The entire teaching staff presently employed by the Administration of Coloured Affairs at existing schools, colleges and the University within the CFR, would fall under this Department. All the Administration's administrative staff who are connected geographically with the CFR would also be transferred to the new structure. Again, this operation would be done on a selective basis.

Even after this transfer of staff, it is probable that many of "required positions" would be vacant. There is no reason why much of the monitoring, research and proposal development cannot be done by people who are already within the educational environment. This would include scholars, students and staff. It should also include dropouts, and attract anyone from the community who wished to make a contribution. This can be arranged within each subarea on a decentralised basis, and one could even envisage various schools testing out different ideas. If homes for aged or infirm citizens were located adjacent to the schools, there are good reasons for them to become involved as well. Thus it can be seen that the notion of "required positions" becomes largely irrelevant. What is important is that the educational process satisfies the objectives established by the A.S., and involves the community in thinking about their values, their potential, and what they require out of the education department.

8.3.2. Social Strategies

Various of the social policies that flow from the objective for education will have an effect on the way physical resources are used.

- 1) The use of all educational buildings will be investigated with the representatives and the particular community where it is located. This will probably include the participation of the Community Department.
- 2) The use of school-associated recreational facilities (halls, sportsfields, playgrounds) will be discussed with the community, its representatives, and the Recreation Department.
- 3) It is necessary when considering education for the CFR as a whole that

specific locations must be selected for future major facilities. These major facilities not only provide a mechanism which can draw communities together, but the facility itself must be located so that it can serve the needs of the area surrounding it.

The University of the Western Cape is not only eccentrically located for the region; it also will not be able to cope with the growth of the region. It is thus necessary to reserve now the land for a subsidiary campus. Focussing on the southern end of the silica sand area, the following requirements of trained people become apparent.

- a) agricultural science - to improve farming methods in the Philippi area so that it becomes more productive, thus more valuable as an agricultural resource. This causes natural protection against other competing land uses.
 - b) agricultural ecology - study of the mechanisms which can be introduced so that neither the land nor its workers are 'exploited'.
 - c) geology (silica sand) and the technology of excavation - so that the silica can be mined in the best way to leave the land (and the lakes thus formed) suitable for a natural recreation-residential marina.
 - d) water soil and plant ecology - relates to the problems of existing vleis (Zeekoevlei, Princess Vlei), the relationship of vleis to the aquifer, use of aquifer as a natural treatment system for sewage.
 - e) engineering - specifically coastal engineering and effect of a breakwater at Muizenberg, and the treatment of sewage.
 - f) housing construction - the 'technology' of self-help and upgrading of structures.
 - g) recreation research - understanding of people's needs and ways to fulfil these in the future. Methods whereby greater use can be made of limited areas, and limited resources.
 - h) human ecology - study of ways whereby people can integrate themselves into the natural system, rather than imposing on them. A site which appears well located for all these purposes has been shown on map 7.
- 4) Because a training college is less land extensive, the siting is less of a problem. It must relate to an industrial area; it should be central, and it has the possibility of providing a "bridge" between Mitchell's Plain and the Philippi Industrial area. It is intended that all the structures located in this belt traversed by two railway lines will be erected over the lines so that no physical barrier is presented to north-south movements. The site is shown on the map.

8.4. EMPLOYMENT DEPARTMENT

8.4.1. Human Resources

The Director and his Deputy would be appointed by the representatives. Certain suitable staff from the Department of Labour and the Administration

of Coloured Affairs who dealt with labour matters relating to the Cape Flats could be transferred to the new department. The monitoring section could be staffed by a combination of people from existing union bodies, Chambers of Commerce and Industry, the Handelsinstituut, and students and staff from Universities working in this field. The Coloured Development Corporation could make a contribution to the staff as well, particularly in the research and development sections. Possibly the research section could be staffed by the Director using financial resources donated for the purpose by business firms and unions, and assisted by the University of the Western Cape. The section responsible for developing proposals and implementing them, by its nature, would have to be staffed by CFR residents. It is suggested that these resources are readily available.

A suggestion that would assist in linking education to employment would be for scholars near or after the school-leaving point to work for six or twelve months in the monitoring section particularly. This would not only be a (paid for) service to their community but would also through their work present them with a broad perspective of employment opportunities, and perhaps assist them in finding the direction to best fulfil their potentials when the twelve months was up.

8.4.2. Social Strategies

It has been mentioned that the fact of reserving land for industry, does not necessarily serve the purposes it is meant to. On the other hand, there is now a special department instituted to coordinate the location of employment opportunities with the other human needs.

At the regional scale, it was thus felt necessary to propose various sites which could serve particular purposes by providing work opportunities.

- 1) The "industrial" area at the Vrygrond would not only provide low-skill work opportunities for the residents. It would also provide a barrier between the Marina and the residents. Certain of the factories would manufacture forms of prepared panels for use by the people improving their dwellings. (map 7).
- 2) The industrial belt along the extended eastern boundary of the airport would cater in the south for relatively 'noxious' industries, while the north would only permit non-noxious enterprises. The belt acts as a barrier between the airport and areas further east. Provision has been made for a goods railway line from Philippi, and a major road on the east of the belt, which also acts as a link between the main centre of the CFR at Philippi, and Belhar.
- 3) The area of light industry east of Mitchell's Plain is located between the railway line and a major ring road, and would be well suited to mixed residential and light industrial uses.
- 4) The industrial area south of Umfuleni is at a railway station and adjacent to Settlers Way. A high density node of residential, business and commercial uses would be encouraged around the station.

- 5) Around the main 'centre' at Retreat and Grassy Park vacant land provides the opportunity to attract industrial and commercial activities to provide more employment opportunities, and at the same time to increase the viability of the existing activities. A similar policy would be encouraged in the other subareas.
- 6) To bridge the gap between Mitchell's Plain and the Philippi Industrial area, an area of business and commercial activities would be developed, together with an area of high density residences to the west. This would not only provide a service for the adjacent communities, but would also offer a variety of tertiary and quaternary employment opportunities. Located on a railway line and the major regional ring freeway, it is also a point of high accessibility. (map 7). This development would cause further growth in the adjacent industrial area.

It must be stressed that these proposed industrial areas are not meant to exclude other related uses. The intention is that they are predominantly for industrial and employment activities, but that other uses such as houses, schools and recreational facilities would assist in developing complex activity systems.

8.5. RECREATION DEPARTMENT

8.5.1. Human Resources

The monitoring section under the appointed Director and his Deputy would be able to operate using predominantly community resources. School pupils, teachers concerned with recreation, secretaries and members of recreation and cultural clubs and bodies would be able to provide much of the monitoring function. They could be assisted by community residents who are on leave, mothers whose children are at school, and pensioners.

In this way not only are the community resources used to develop the Department's knowledge of the recreation (leisure and cultural) activities, but also the residents through this guided gathering of information become more informed, and thus more integrated into the community. Suitable staff could be transferred to this Department from the existing bodies that currently are responsible for the development of recreation facilities. These bodies could include members of the City Council's staff in the Bathing and Amenities, and Parks and Forests Branches whose duties are located on the Cape Flats.

The research, development and implementation section would also comprise a mixture of staff from existing local authorities, and resources from within the community. The liaison section could also in part be developed from community resources, although certain members would have to be full-time due to the variety of contacts required with other bodies. Many of these contacts would be on a regional basis extending beyond the confines of the CFR.

8.5.2. Social Strategies

In respect of the use, location and development of facilities within each of the subareas, the scale of these proposals precludes inclusion on map 7. Because of the way in which the residents would become involved in the complex proposals for each subarea, which would include interrelationships between housing, education, employment, recreation, and social activities, it is considered beyond the confines of this thesis to deal with these proposals. The objective in any case has been to establish the physical and administrative framework within which the community can become involved in deciding its own future.

However, there are certain major proposals for recreational activities which are necessary to consider at an early stage because of the extent of land required, outside of the subareas.

- 1) Motor racing track - requests for such a facility have been made for the last eight or so years by residents of the CFR. The site needs to be accessible, and because of its nature is well suited to a location in the noise zone of the airport. The proposed site is shown on map 7.
- 2) Fairground - the nature of this activity is such that it is not only entertainment but also educational - to the extent that it provides information about manufacturing and agricultural activities. The site should also be at a railway station so that children have the opportunity of access unaccompanied by parents. It should also be centrally located in the CFR, and adjacent to population nodes. The site proposed is shown on map 7.
- 3) Golf courses - the first proposed site adjacent to Zeekoevlei becomes part of a regional (CFR) recreation resource providing for water-based activities and passive recreation around the course. The second site serves the eastern parts of the CFR, and provides an environmental barrier between the residential community and the (noxious) industrial area. They are shown on map 7.
- 4) The recreational area west of Mitchell's Plain alongside Weltevreden Road would not only serve active and passive needs, but would also become a testing ground for new recreation and leisure ideas developed by the University. These ideas would then be implemented with the community, through the A.S.
- 5) The game park near Macassar has already been suggested by the Provincial Director of Nature Conservation, and provides an additional attraction along the coastal amenity area.
- 6) Various cultural activities would obviously be located within the existing subareas and proposed subareas east of the airport, and could also locate within the land set aside for institutional uses.

8.6. COMMUNITY DEPARTMENT

8.6.1. Human Resources

8.6.1.1. Health and Welfare Services

Under the appointed Director, the monitoring section could be largely staffed by ex-scholars in the period before they studied further in subjects such as health and medicine. They could be supported by other members of the community who have already become familiar with the information required for the section. Because the services to be provided in the community, as well as the training programs at the colleges and universities serving the CFR, must be closely related to the health needs of the community, part of their work would naturally make a major contribution to the monitoring section, and the respective Departments should integrate these activities so no duplication exists.

The services section would primarily be staffed by those groups presently serving the CFR population from various locations around the peninsula. These would include health and welfare organisations under local, provincial and state control, which would all be responsible to the CFR community through its elected representatives. While it would be the intention to provide the services where they are needed - in the subareas - there is also the need for major remedial services at a central location in the CFR. A site is proposed below.

The important staff in the section developing proposals would comprise people whose attitudes were based on a concept of human health, rather than on medical 'repair'. Other resources would be available from the community, who are most aware of the problems they experience. With a little training in articulation of their problems, there would be an abundance of resources.

8.6.1.2. Consumer Services

The monitoring section, under the appointed Deputy Director, would probably comprise community resources in the form of elderly people, housewives and schoolchildren. Certain guidance could be provided by students and staff of colleges and training programs doing community research in this field.

The resources required for the section developing proposals would be similar to that above, with additional resources seconded from institutions such as the Coloured Development Corporation, and Research organisations. The liaison section would also be largely staffed by community resources, possibly with contributions from various business institutes and organisations. (Handelsinstituut, Chamber of Commerce).

8.6.1.3. Community Services

The appointed Director (for all three branches) and his deputy would also have under their control the two sections of this branch. For both the monitoring and the research and development, community resources would be used. Because of the importance of this section, it is desirable that

outside residents are not included. It should be felt necessary in fact that all the people in this branch live in the subarea where they work.

8.6.2. SOCIAL STRATEGIES

8.6.2.1. Health and Welfare Services

It is anticipated that the major part of this service would operate in such a decentralised manner that it does not have significance at the regional scale. Presumably the services would radiate from the Day Hospitals as a base of operations. The existing Day Hospitals have been shown, and certain additional locations are proposed (map 7).

- 1) Day Hospital at the Vrygrond - to assist with general health problems.
- 2) Day Hospital south of Belhar to provide a service for Werkgenot squatter area.
- 3) Proposed Day Hospitals at each of the central areas of the possible new subareas east of the airport.
- 4) Extension of the developing hospital between Manenberg and Guguletu to include a teaching department for doctors, paramedics and health assistants.
- 5) A new large comprehensive hospital to be located adjacent to the proposed business area north of Mitchell's Plain. This is not only at a central location for the CFR; it is also adjacent to the mental hospital to be built in Mitchell's Plain, and contributes to both the services, activities and employment opportunities in this area.

8.6.2.2. Consumer Services

The nature of these services is also largely decentralised, although as mentioned above, there are already certain commercial 'nodes' which are inadequate in the range of services they offer. The proposal is to strengthen these in conjunction with the respective communities. A method which could initiate this development is dealt with in the two models described in sections 9.2. and 9.3. The following areas should be strengthened as a community focus, which would include an improvement to the level of consumer services available. Where business ventures from outside the CFR wishes to establish shops, businesses or other ventures in the various areas, this should not present undue problems. The site would be bought, the building erected (subject to community approval via the A.S.), and a new company formed. The outlet would then be a franchised licence of the main company, with local residents (of the CFR) as shareholders, and as managers and staff.

The areas which would be strengthened are shown on map 7.

- 1) Retreat and Grassy Park.
- 2) Athlone and Hanover Park.

- 3) Halt Road (north) and Ravensmead.
- 4) Bellville and Belhar (in future).
- 5) The major centres within Mitchell's Plain.
- 6) The proposed centres east of the airport.
- 7) The main centre for the CFR north of Mitchell's Plain.

8.6.2.3. Community Services

These services are essentially community organised, directed and motivated. The part that the department would play would be that of primer, coordinator and facilitator. It is probable that the focus in each subarea could be on the department's office-cum-centre at the position in the subarea where the peak of other activities already take place.

Thus the areas of physical focus would be as listed in 8.6.2.2. above, and these areas are shown on map 7 accordingly.

8.7. CIVIC DEPARTMENT

8.7.1. Human Resources

The Director and his Deputy would be appointed by the elected representatives. The resources for all three sections would primarily be drawn from the existing local authorities who presently 'manage' parts of the Cape Flats. An initial problem may arise in that the existing local authorities in some cases have not initiated adequate training programs for the Cape Flats residents on their staff. It may thus be necessary that people from outside the area are appointed to introduce the programs required by the A.S., and immediately start training programs for the local CFR residents to take over their roles.

Possibly local residents could be attracted to the department from private enterprise and various other sources. The staff resources of the Department of Community Development would be seconded to the financial section, where they had been involved in the Cape Flats previously. It is envisaged that the Cape office of this Department would in any case have a permanent staff member within the financial section who would have powers to act for the State Department. The Coloured Development Corporation would similarly have a permanent representative in the section. Because of the different approach to university education (i.e. being totally relevant to the needs of its students and its community) it may well be that part of the resources of the university faculties of commerce and public administration would in fact be 'doubling' as part of the Civic Department. (refer also to section 7.7. above).

A similar comment could well apply to the technical services section, as soon as the CFR colleges and university develop the necessary facilities. In the initial stages, the section would operate on a contract basis, giving out the work required to one of the neighbouring local authorities. Where there were sufficient resources available among the CFR residents, the section would carry out its own work.

8.7.2. Social Strategies

As the Civic Department is essentially the "managing" section of the A.S., there is really only one physical component of its activities, and that is where geographically it is best located. For accessibility reasons it should be central and for strategic reasons it should be near the areas that still have to be developed. The location should be of such a size that eventually the major commercial node and various institutional uses (hospital, training colleges) may combine with the department to form the 'activity hub' of the Cape Flats Region. It should also be able to act as a bridge (in a physical sense, and a social sense) between the various roles that people play - in home, education, employment, recreation, community and civic. The site that appears to best satisfy these criteria is at the north edge of Mitchell's Plain (map 7).

SECTION 9.0. IMPLEMENTATION OF PHYSICAL AND ECONOMIC DEVELOPMENTS

9.1. INTRODUCTION

Section 8.0 has described at some length the type of (physical) consequences that would flow from the social development policies adopted by the A.S. Reference has been made to the physical focus of developments within the main subareas, and also to the proposed way land outside these areas could be used. In certain instances the implementation of these proposals would be carried out using (economic) resources obtained in the usual way from rates collected in the CFR. In other cases, items serving particular communities could be developed with physical and economic resources provided by that community. It is not the intention to develop these possibilities further, basically because the decisions that are needed at this point must be arranged by the subareas concerned in conjunction with the A.S.

Instead of developing particular details any further, two possible models which have significant physical, economic and social consequences will be presented. These may well have flaws - but then so does the present system on the Cape Flats. The intention is to introduce those priming actions which provide the greatest interest (in a community involvement sense of the word) from the least investment (of scarce resources). The models have been developed for specific subareas for reasons that will become apparent.

9.2. BONTEHEUWEL DEVELOPMENT CORPORATION

Bonteheuwel has a housing problem, and a consumer service problem - there are too many similar shops and no large magnets. Many second generation families would like to stay in the area, but there is no 'additional' land for housing. The Deputy Directors of the Housing Department and the Consumer Service Branch (Community Department), together with two of the elected representatives (for Athlone) who live in Bonteheuwel perceive these problems, and decide to develop a project that draws in the community resources, the community involvement, and that perhaps can help the community to reduce these problems. They also know about a site in the Town Centre that is owned by the A.S.

They visit each family in Bonteheuwel, explain how a community corporation might operate, and collect R15 (say) from each of 5000 families. The A.S. is prepared to sell the site to this corporation for R5000 (say). The community then has R70,000 to invest in the development of the site. At a series of meetings, the shareholders decide that a supermarket and flats (for childless families, couples or single people) are the greatest priorities. They appoint a small committee to supervise a local designer to draw up plans, and the building is put out to tender to qualified firms, or even given to a new firm formed by an amalgamation of local sub-contractors. They have an option then of either raising more funds through normal financial channels, or increasing the share capital themselves.

The erection of the structure commences with due flourish, and an ongoing interest by the whole community. They after all have a physical involvement, an economic interest and a social commitment. During the erection the community decide how the supermarket is to be run: it could be leased out to an existing chain, it could be leased to a new firm from the CFR, it could even be run by a group of experienced people from Bonteheuwel. The community could then draw lots to decide which families would have the opportunity of renting (or purchasing?) the flats, and at what rental. Presumably they would decide that they should receive an 'economic' return for their financial investment.

But having reached this stage, they would hardly want the return in cash form. A more likely possibility is that the return would be paid into a fund for the community's next priority. Perhaps this would be a clubhouse at the central recreation area, but before this was completed, another project was begun.....

Thus by the initial investment of three weeks' priming time by four people, a chain of events is started which, with its repercussions, achieves every objective of the goal of Social Development.

9.3. GRASSY RETREAT PRODUCE CORPORATION

The Grassy Park and Retreat areas are adjacent to Philippi where a great deal of garden vegetables are grown. And yet a survey of greengrocers in the area established that about 95% of the produce grown in Philippi, and sold in the subarea, is actually bought at the Epping Market. The Deputy Directors of Consumer Services and Community Services discussed this matter and agreed that if the 'unnecessary' double trip to Epping could be eliminated it would reduce the prices paid by the community in the subarea, and save fuel in the national interest.

The subarea's elected representatives assisted in arranging a series of meetings between greengrocers, hawkers and residents in the area. It was soon established that if a market and the ancilliary facilities were provided in the area the sellers would acquire their greens from the new market, provided that they could also obtain fruit and other produce (from Transvaal and Natal, say) there as well. The residents also committed themselves to purchasing in the subarea, if the quality and price was better than elsewhere, and if there were adequate outlets. The hawkers agreed to rent permanent structures if these could be erected cheaply enough in locations badly served by shops.

The committee organised to investigate the matter further realised that a site for a market would have to have rail access, and be near a freeway system, so that people from other areas would support the facility. Such a site was found south of Military Road along the new railway line to Mitchell's Plain. The proposed freeway system would relate the site to a large area of the Peninsula.

If the running expenses were kept low, the market could operate at a slight profit. If it were entirely staffed by residents of the subarea, it would

not only provide a focus of employment, but the profits could be used for further growth of the subarea. It was decided to raise the necessary funds from within the subarea. The amount was oversubscribed and the resources collected were sufficient for the market and the 'hawker' outlets.

The Grassy Retreat Produce Corporation was formed, the market was built and managed by a committee of residents. The change in shopping habits, and the efficiency with which the market operated, resulted in higher profits than expected. The shareholders decided that half the profits would be used to build an 'open-plan' school in the Vrygrond. A few years later a grandstand was built at the central recreation area.

A small investment of time if organised in a particular way, can generate a large dividend for social development.

SECTION 10.0. TESTING THE PROPOSALS WITH REALITY

10.1. INTRODUCTION

Section 2.2. stated the Goal for the Cape Flats Region as : to implement programs for Social Development. Social Development was defined as the process whereby the individual and/or group is enabled to increasingly participate in and contribute to the flow of social transactions over time. In order to relate this goal to more definable objectives, social transactions and development were analysed in six major role categories.

These were - the home environment
 the education environment
 the employment environment
 the recreation environment
 the community environment
 the civic environment.

Objectives were then developed for greater participation in and contribution to the roles that people play in each of these six environments. An Administrative Structure for the Cape Flats Region was developed from an understanding of the objectives, and how the residents had to be involved in the achievement of these objectives through the Administrative Structure.

The question must then be asked: 'Would the implementation of the proposals outlined thus far solve, or dramatically reduce, the problems experienced by the Cape Flats residents?'

10.2. The Testing Process

Basically the problems of the Cape Flats can be summed up in a simple sentence. The resources of the people are not theirs to use and develop as they desire.

Growth and development of human beings is a natural process, an ecological process - the quintessence of humanity. When this process is stifled, retarded, distorted, the results also follow a natural process : they also become distorted. The essence is in the use of resources.

People need to grow in their home environment, which must conversely grow with them. Education must enable people to fulfil their potential and satisfy their aspirations. Pride and involvement in one's work will follow from the requisite opportunities for training, and adequate rewards. A greater understanding of the role of recreation and fuller participation in its options will provide a serenity required in urban living. Man apart, is alone; people together are a community.

But man plays not one role at a time; he fulfils many roles, and these must be drawn together by the actions of the whole.

It is believed that the opportunities provided by the proposed planning structure do dramatically reduce the problems present on the Cape Flats.

SECTION 11.0. DESCRIPTION OF THE ADMINISTRATIVE STRUCTURE
AND ITS INTRODUCTION.

11.1. INTRODUCTION

In the same way that there was a logical approach to the development of the proposed Administrative Structure, so there must be a logical manner in its introduction into the region. This section will propose how the A.S. should be created, and in doing so, will help to reinforce the method of its operation.

Because the creation of a new and large local authority into an existing area will have consequences for many of the present authorities, it is also necessary that the affect on these authorities be considered. The present development of a metropolitan planning framework may also be affected, and it is possible that the CFR model with its mechanism for internal growth, may be applicable at a larger regional scale.

The question of social strategies and the provision of human resources related to the creation of the A.S. will be dealt with in section 12.0.

11.2. The Introduction of the A.S.

"It is also existing policy that your own Coloured township management institutions should, as soon as possible, be developed and extended to full municipal status - where at all viable - to be fully controlled by you."

This statement was included in the Prime Minister's address to the Seventh Session of the first Coloured Representative Council on 8 November 1974. Ordinance No 6 of 1963 includes provision for the Administrator to appoint a committee to investigate and report upon the desirability of establishing a local authority for any area for which a management committee (or two or more) has been established. The Commission of Enquiry into Matters relating to the Coloured Population Group (the Theron Commission) also has as one of its terms of reference 'Local Government Affairs'.

In order to consider the implementation of the proposals on the Cape Flats, it must be assumed that the various bodies and their members currently concerned with the creation of independent local authorities are submitted copies of this thesis to assist in giving direction to their deliberations. The particular people concerned would appear to be the Minister of Coloured Relations, Professor Erika Theron, the Chairman of the Executive of the Coloured Representative Council, and the Member of the Executive Committee of the Cape Province, responsible for Local Government. The model of a possible future presented could well provide the basis of subsequent negotiations.

Following the investigations and discussions, it is assumed that the

Administrator establishes a local authority for the Cape Flats Region. Because it is not feasible to speculate on the possible modifications that could be made to the proposals in the thesis, it has to be presumed that the ordinance basically declares the whole of the CFR, as outlined above, a local authority, with the provision for an Administrative Structure as described.

The officials who will staff the newly created authority must be responsible to the elected representatives, and thus the first step must be the election of these representatives by the residents. In order to encourage the necessary interest in the creation of the local authority, it is essential that various public meetings are held to explain the powers to be delegated to the local authority, and to fully air the type of objectives (similar to those suggested in section 10.1 above) which would in due course be adopted by the authority.

The elected representatives would then start the process of advertising for, and appointing the six Departmental Directors and their Deputies. At this point the various line staff could be assembled in the manner outlined in section 8.0 above. At the same time the Structure would initiate the erection of prefabricated buildings at the central location (Map 7), and in each of the five subareas. The notion of prefab is important for various reasons. It is urgent that local 'focuses' be established, that are inherently flexible (for both growth and possible relocation, after the communities become more involved in the decision-making process) and not so imposing (like the Civic Centre on the Foreshore) that they are felt to be unapproachable. For the erection of permanent structures, it would probably be necessary to wait for the usually time-consuming processes of land assimilation and transfer. The most important reason is that resources are scarce, and built-in opportunities for organic growth (maybe the community would actually expand the structures when this became necessary) are preferable to created monoliths.

The first action that the Structure would have to initiate would be the goal and objectives framework which would then set the direction of its subsequent operations. In conjunction with the elected representatives, the Directors and their staff would prepare a more detailed proposal based on similar lines to the thesis, and when approved by the representatives in principle, it would be discussed with the various communities in the subareas. The process would be similar to that outlined in Diagram 9.

The subsequent actions of the Administrative Structure would be developed and adapted from the proposals outlined above, as soon as the necessary resources were assembled.

11.3. Consequences for Existing Local Authorities

11.3.1. Cape Town City Council (CCC)

The relatively large area of this municipality which would now fall under the new authority would probably have considerable repercussions on the way in

which its (CCC) operates. If it is considered that the optimum size of a local authority is of the order of 250,000 people, then the CCC should be able to operate far more effectively than at present.

It would in all probability take some time before the physical transfer of staff (from outside the CFR, to the offices within the region), and the 'paper' transfers (from one authority to another) were accomplished. During this time the CCC would be able to adjust to the new area of its jurisdiction, and streamline its policies accordingly. At the simplest level, it is anticipated that all those departments, branches and staff which were concerned with activities on the Cape Flats would be transferred to the new authority. This would not involve the disbanding of any branches or departments in the CCC; it would merely involve their reduction in size. The branches primarily affected would be Parks and Forests, and Building and Production (in the City Engineers Dept.), Library Services and the Housing Branch (in the Town Clerk's Dept.). The Medical Officer of Health's Department would also be scaled down, but because of the nature of its operation, could well continue in its present state until the new Administrative Structure had decided on how its Health Department should be organised. The special Team presently planning Mitchell's Plain would immediately become responsible to the Housing Director of the CFR.

Many of the purely 'engineering' sections within the CCC would probably continue to provide this function to the CFR on a contract basis. This would include the Electricity Department, Sewerage and Roads Branches, and Waterworks.

The various buildings and physical resources of the CCC located within the CFR would in due course also be transferred to the A.S. of the CFR probably at a price decided upon by the Minister of Coloured Relations in conjunction with the Coloured Representative Council. Thus while the impact of the concept appears severe, because of the time required for all transfers and adjustments to be completed, the actual consequences would probably be no more severe than when the administration of Langa and Guguletu was removed from the City Council's control.

11.3.2. Cape Divisional Council (CDC)

While the land area under this authority is of the same order as the CCC, the nature of the CDC operation is such that less administrative 'superstructure' is affected by the creation of the new authority.

Certain of the elected representatives would have their wards affected due to the incorporation of Philippi into the CFR, but negotiations between the two authorities could resolve this minor problem. The effect on the officials of the Council would be similar to that on the CCC, where various sections would be reduced in size due to the transfer of resources to the Administrative Structure of the CFR. Other sections would continue with their previous functions within the CDC, and provide services on a contract basis to the CFR.

Because of the Council's endeavours to develop a planning structure for the West Coast (towards Dassenberg), and the work that this increasingly involves their staff in, it may well be considered advantageous to be relieved of their responsibilities on the Cape Flats.

11.3.3. Parow and Bellville

Both of these authorities have been working towards the ultimate creation of

separate local authorities from the present Management Committees, and thus the eventuality should be well received.

11.4. Growth of the Cape Flats Region

The manner in which this area has been developed (in the thesis) as a region, with a particular form of administrative structure, may present a useful model for the growth of the larger Western Cape Region.

The CFR is in essence comprised of two integrated parts which will now be investigated separately. The centralised section, which is located at Philippi Industrial area, is intended to act as a 'Regional' planning and administrative structure. It is responsible for overall funding of the CFR, the policy framework within which the subareas can operate relatively independently, and the policies for growth that takes place outside the five subareas. It also deals with the installation of all major services.

The decentralised sections - the five subareas - in usual terminology act as 'local authorities', responsible for matters that are essentially of local concern, but operating within the policies established by the 'Regional' body, which coordinates their actions, and can also initiate action. Thus the model is of a 'Regional body' which guides the growth of the proposed five 'local authorities'.

11.5. Application of the Model to the Western Cape

The comments made above in section 11.3 were based on changes within the existing local authorities, assuming no other exogenous changes were considered. But in the larger Western Cape 'Region' there are three factors that are changing and need consideration. The first is population growth, the second is the implementation of land use requirements to satisfy this population, the third is the services required at a regional level.

These services must obviously cover both social and physical sectors, but the essential services that parts of the existing authorities are eminently qualified to plan for include water supply, transport infrastructure, sewage disposal, garbage disposal and electricity. Apart from the technical design and construction of these services, it is advantageous if a 'regional' authority also had the power to acquire the necessary land, and the staff to conclude these land negotiations. A further regional aspect that is at present inadequately considered is the need to preserve land of high potential for agriculture and forestry, and areas suited to recreation needs.

The first point that becomes apparent in applying the model to the Western Cape (the CFR is for the present excluded while the balance of the larger region is considered) is that there is no organisation responsible to a geographically determined electorate, which has the power to implement any decisions it might make. There is also no organisation responsible for the coordinated implementation of developments once the broad uses of land have been considered. It is felt that coordinated implementation of developments should be considered as important as the coordinated planning of land uses.

A second point which is clear is that population projections become quite meaningless unless related to geographic areas, and even these are perhaps

fruitless when the geographic area excludes major growth poles. This appears to be the case in the Western Cape where various institutions (mostly at State level) are making statements about the expected growth of Saldanha and Dassenberg, while other groups within the jurisdictional area of the Cape Metropolitan Planning Committee are using resources to project population growth and wondering where the people at Saldanha and Dassenberg are going to be attracted (or sent?) from.

In respect of regional services, some of the local authorities become involved well beyond their boundaries (e.g. Cape Town City Council at Voelvlei Dam and pipeline from Theewaterskloof), while having little or no control over what the Railways are doing in their backyard. It is apparent that a more rational approach must be developed.

The CFR model suggests that the application of two-tier system under the Administrator could perhaps satisfy the three prime requirements. The "Regional Organisation" would perhaps deal with the coordination and implementation of developments and services which satisfied population requirements, and the operation of this body would be controlled by the representatives already elected from this region. Within this "region" the (existing) "local authorities" would be concerned basically with local issues, raised by the local residents.

The backbone of this "Regional Organisation" could comprise the Cape Metropolitan Planning Committee, parts of the CCC and CDC (and other local authority) official staff who are at present concerned with regional infrastructure, representatives from ESCOM, the Railways, ISCOR, Provincial Roads Engineer, Dept. of Water Affairs and probably Agriculture and Recreation. It is also recommended that large private institutions could be represented, such as Farmers Cooperatives, Industrial and Business-Groups, and large property owners. The "local authority" staff would at this point be reduced to that size required for local problems and local growth which could then be dealt with more effectively within the framework developed by the "Regional Organisation".

It is not the intention to develop the application of the model from the CFR further. Enough has been mentioned to leave the strong suggestion that a more rational arrangement of functions and relationships between the various local, provincial and state organisations could not only deal more effectively with the future of the region - that is, to plan, and implement plans - but also be more closely related to the people who have to live in that future.

SECTION 12.0. URGENT STRATEGIES REQUIRED BY PRESENT ORGANISATIONS

12.1. INTRODUCTION

The evidence is sufficiently clear to indicate that fairly drastic changes will in the near future affect the organisational structure 'controlling' the Cape Flats. The exact form it takes will only be determined over time, and will in any case be an evolving form. What is important is that immediate steps are taken to prepare and collect the resources that will be required for the new Administrative Structure, whatever form it takes.

This section will develop various proposals for the actions that should be put in hand by the present authorities that play a role on the Cape Flats. These actions will include the training of human resources and the initiation of various social strategies that relate to each of the proposed Departments in the new authority. The training process is not meant to imply that all the present policies and procedures are carried over to the CFR, but it is important the new staff of the A.S. understand how the present bureaucracies operate, and how decisions made - or possibilities overlooked - have resulted in the existing conditions.

12.2. Housing Department

The guiding direction here should be for the various local authorities (mentioned in section 1.0) to stop deciding what policies to adopt, and implementing them; and instead to undertake surveys to find out what policies they could introduce to assist the residents in fulfilling their own requirements. In respect of all the authority-rental dwellings this would require evaluation by the various treasury departments of what the buildings are worth, and should be sold for. Surveys could then be undertaken to establish how many residents would be prepared to buy at that price. The possibility of purchasing a dwelling adjacent to friends should not be excluded, so that people could be encouraged to strengthen community relationships. This would involve the option of moving from one area to another by mutual agreement between tenants.

The existing authorities should also undertake crash training programs for their staff members who in due course are likely to be transferred to the A.S. It would even be desirable to employ staff with higher qualifications during this interim period before the new structure is introduced. The increase in expenditure on salaries could possibly be subsidised in part by the central government. The increase in training is particularly important in so far as informing staff about the reasons behind their daily work, and providing the context within which their actions should be understood.

It is also necessary that a method be devised whereby salary increases are related to increased productivity of the individual, so that greater motivation is encouraged. This process should be initiated in conjunction with the

present staff who might well have valid contributions to make to the organisation of the work load.

12.3. Education Department

The main preliminary action here would be for the Administration of Coloured Affairs to streamline its activities along geographically oriented areas. This should include not only the schools on the Cape Flats, but also the various nurseries, creches, and play centres. Whatever form the future A.S. takes, it is essential that the various levels of education be coordinated. Surveys are also required to establish where inadequate salaries are responsible for a shortage of staff, such as nursery school teachers.

The future of the present university and training colleges should be considered in the light of the future proposals mentioned in section 8.3.2. These developments should be planned to be complementary rather than conflicting. In the proposals above, it was suggested that some rationalisation is necessary in the amount of land that schools require. In conjunction with the respective local authorities, studies should be initiated into the present use of land by schools, and possible future requirements.

12.4. Employment Department

As this is a new type of 'local authority' department, there are no apparent resources to be drawn from existing local authorities. It is suggested that a committee be immediately formed of the following persons : two members of the Theron Commission, a member of the Department of Labour, a member from the Department of Coloured Relations (concerned with aptitude testing), a member of the Coloured Development Corporation, a member of the Coloured Representative Council, a member of the University of the Western Cape, and two union representatives.

Until the new authority was created, this committee would act as the Employment Department, and its first task would be to assess the present employment situation in the CFR, and the future projection of employment required. It would collate all research done on the employment sector in the Western Cape and relate the projected growth of industrial and commercial employment to the anticipated number of work-seekers, and their training. The committee would also be responsible for preparing proposals for the ultimate operation of the Department, and whether it should use its own staff, or perhaps use the University as its research arm. This report would then be acted upon as soon as the elected representatives had employed the Director and his Deputy.

12.5. Recreation Department

In the interim the resources that could form the nucleus of this Department are spread among various institutions. The two authorities that have been predominantly concerned with the planning and development of the facilities that do exist, are the CCC and the CDC (Cape Divisional Council).

While not interfering with the developments that are programmed for the immediate future, it is suggested that the officials from the above two authorities, together with members of the Parow and Bellville Municipalities meet with the present elected representatives from the CFR area, and discuss what facilities exist, and what developments are planned. A shortfall of various types of provision should result, with an assessment of land area and locations that are preferable. In this way the officials in the various authorities will be directed to planning what are the most urgent priorities, and establishing guidelines for what should be privately developed, and what the local authorities should initiate. If this investigation is publicised, the possibility of an ongoing feedback from the residents of the CFR about their requirements could be introduced.

Once the new authority was created, the officials who had been involved in this work, together with their trainees, would form the basis of the new Recreation Department.

12.6. Community Department

In respect of the Health and Welfare Section, there are two areas from which resources could be obtained until the new Department was created. The first would be the Department of Community Medicine at the University of Cape Town, together with all the medical students from the Cape Flats. The second would be the Day Hospitals Organisation in conjunction with the Medical Officers of Health's staff operating in the area (both CCC and CDC). These groups should meet under the chairmanship of a CRC member from the area to discuss the problems that exist in the area, and the manner in which the new Department should operate.

The interim Consumer Services Section should be initiated by the Coloured Development Corporation, who would form a Chamber of Commerce for the CFR, and this body would then form an embryo Department. The detailed problems and solutions assimilated by the Theron Commission could be made available to this Department.

The Community Services Section already has a partial nucleus in a group of organisations that have met at the Early Learning Centre in Athlone. This group could be assisted by secretarial services from the Administration of Coloured Affairs, and, under the chairmanship of the Executive member of the CRC, formulate policies for the creation of the formal Department.

12.7. Civic Department

It is for the preparation of this department that intensive training programs are urgently necessary in all the existing local authorities. This applies particularly in respect of urban management, and urban finance. It is possible that the Department of Public Administration at the University of Cape Town, and the Accounting Department at the University of Western Cape could assist in, and perhaps manage, these training courses.

Apart from the training of staff, all the relevant local authorities would immediately have to organise their financial affairs on a geographic basis in preparation for the creation of the new local authority.

12.8. Conclusion

The above strategies are intended not as a comprehensive statement of strategies for implementation, but rather as an outline to indicate that the creation of the A.S. and its Departments is in fact a feasible proposal. The detailed strategies required could only be developed once the form of the new A.S. had finally been decided upon.

SECTION 13.0. ECONOMIC AND PHYSICAL STRATEGIES

It was pointed out in section 9.0 above that it was not the intention to further develop specific strategies for particular areas or subareas. Various broad proposals for the way land is used were elaborated in section 6.0, and two models for subareas were presented in section 9.0.

Further strategies must be developed by the Administrative Structure itself as soon as it is established, based on certain of the notions presented above. Because it is essential that the goal of Social Development is borne in mind, the concept of presenting any further details, developed without consulting the residents, must be rejected. It is the intention that the framework presented by the thesis must act as a primer in assisting the residents to assist themselves.

However, because it will be important that the A.S., when created, knows what land under its jurisdiction is available for development, the existing local authorities should immediately prepare a schedule of its vacant land. The first priority is land situated in the central areas of the subareas, which could be used for the development of the decentralised offices. The next step would be to schedule vacant land within the subarea, and subsequently for the balance of the CFR. The local authorities could also prepare a list of privately owned undeveloped property within the Cape Flats, and put forward suggestions for its current condition. This information could indicate to the A.S. what resources are available, and what the constraints are that have prevented its development. In certain areas (Athlone and Retreat) it may well be necessary to impose conditions for development to occur, otherwise the vacant land should be expropriated so that it can become a resource.

Armed with this information about the land resources available for use, and backed by the explicit framework of goals and objectives for each Department, the Administrative Structure for the Cape Flats Region may then initiate the programs for Social Development.

SECTION 14.0. CONCLUSION

An overview of the thesis suggests that certain points should be highlighted, particularly because the interrelatedness of the sections may leave an impression of the complexity of the proposals, rather than the clarity intended. The threads that bind the sections together must be stressed, to reinforce the need for a comprehensive approach to the Cape Flats.

14.1. The alleviation of problems by the proposals.

The most likely observation by a visitor to the Cape Flats would be a reference to the simplicity and monotony of the physical development. This could well be understood as a symptom of a deeper problem, and so it is. Physical development is an expression of the resources of the people, both through the investment of their own resources, and through the control the people have over the investment of governmental resources.

However, for people to invest their resources requires two conditions simultaneously to be fulfilled. The first is that people in a material sense actually possess those resources. The second is both time and opportunity oriented. It is surmised that if people do not anticipate, and experience, greater opportunities over time, any desire to save for a better future is negated. If the opportunities for a greater stake in an improved (total) living environment are not available, it is possible that the living environment may be subconsciously desecrated. Thus the cycle of problems returns to the control the residents have over the governmental mechanisms that determine their environment.

In sum, on the Cape Flats, there is an almost negligible involvement in community decisions through local authority mechanisms. This reinforces the general alienation and has consequences on the overall social and economic behaviour patterns.

An attempt has been made to explicitly define the collective objectives necessary to overcome those interrelated problems within the six human roles. The notion is that economic and physical development can only follow Social Development, which is thus adopted as the Goal for the Cape Flats, and also explicitly described. Because the key factor linking the problems is understood as an involvement in decision-making, the collective objectives (criteria) are used as the framework upon which a suitable Administrative Structure is developed. The way in which human roles are (or need to be) integrated guides the creation of a structure which is able to act in a comprehensive manner, not only in the way that the objectives are stated, not only in the way that areas of land are considered comprehensively, but most significantly in the way that particular people set objectives, and make decisions about the way that particular areas of land can comprehensively satisfy their needs.

The objectives developed thus serve two purposes : they act as the "ends" towards which the Cape Flats must move; and they also serve as the "means"

by which the ends may be achieved. The "means" in this sense refers to the administrative structure. In this way the twin threads of problems to be removed, and opportunities to be provided, flow through the whole thesis.

14.2. Opportunities for growth and change.

It has been pointed out that one of the greatest problems for planning in the Western Cape is population growth, particularly among the Coloured Group. While the anticipated growth must be planned for, it is necessary at the same time to plan those measures which can encourage families to voluntarily reduce the birth rate. This is usually associated with an increased social and economic status, which relates to increasing access to the use of resources.

The proposed structure has been designed to allow for growth and change over time, and is premised upon a close relationship between the residents and the local sections of the administrative structure. Because these residents will become an integral part of the decentralised decision-making process, their changes in values and needs can be easily incorporated into the policies and strategies developed. The 'objectives' framework under which the structure as a whole will operate is also designed to be responsive to the needs of change and growth, and at any time should be an expression of the requirements of the people.

It is accepted that change purely for its own sake is not beneficial, and thus the overall structure developed is considered as relatively rigid. The division of the new local authority into the six departments was based upon the phases of human growth, and these may be considered as the firm foundation of the structure, although the fulfilment of these human roles should not be considered on a sequential basis. Upon this foundation, the details of the strategies implemented will vary from area to area, based upon the need to cater for varying rates of change and growth.

The strategy adopted in defining the Cape Flats Region to include areas of future growth, means that growth can take place within a predetermined physical and administrative framework. By designing the six departments to relate to the major human roles, the changing requirements for labour, and of labour (say), can immediately be analysed and proposals formed by the department concerned. In this way the changing requirements experienced by a growing population all have direct access to a section of the Administrative Structure. It is contended that within the framework so established, the opportunities for necessary growth and change provided by the structure far surpass any available at present.

14.3. The goal-oriented planning process.

What the process and the end product have clearly indicated is that a goal-oriented approach to a planning problem - if consistently followed through - is eminently suited to providing feasible alternatives to the present.

It is necessary that the interrelationships between the complexity of problems are understood, and that the objectives developed, and the strategies that follow, provide comprehensive solutions to the range of requirements. While in no way intending to suggest that only certain of the

proposals should be implemented, there are some which are more important than others. It is felt that three fundamental objectives that must be applied to the Cape Flats are opportunities for ownership of land and dwellings, a radically new approach to education, and full participation by the residents over what environment is developed on the Cape Flats. This environment must include decisions taken in respect of employment opportunities, because without this control one of the major human roles is missing.

The development of an alternative planning structure for the Cape Flats has also clarified in the author's mind the feasibility of beginning the goal-oriented process with considerations of man's needs, and ending with a product that facilitates man's involvement in the creation of his own environment.

It is strongly felt that man's relationship with man in an urban area, and man's relationship to land can only be understood within the context of the major roles that all human beings should have the opportunity to perform. This opportunity should in fact be a right - with the concomitant responsibilities that must follow all rights. At present the conditions on the Cape Flats preclude the rights and the responsibilities that are usually associated with the development of a home, with the opportunities for education, employment and recreation, with the development of a socially cohesive community, and with the opportunity for participation in the development of one's total environment.

The Alternative Planning Structure proposed for the Cape Flats presents the opportunity for these rights and responsibilities to be offered, and so achieve the Goal of Social Development.

CITY OF CAPE TOWN.

City Engineer's Department,
City Hall,
CAPE TOWN.

-LL.

25th November, 1968.

REPORT NO. D.70/68.Ref. No. Dc.8/44/1.

The Health and Housing Committee.
The Works and Planning Committee.

Further Housing Schemes for Coloureds:
Development of Land in the Philippi Area.

1. Introduction.

Acquisition of land by the Council for Coloured Housing in the area lying between Penlyn, Pinati and Portia Townships on the west side, and Hein Road on the east side is proceeding.

Sand deposits lying on approximately half of this land have for some time been the subject of investigation by the Department of Mines as a possible valuable natural resource and development has been restricted.

This restriction has now been lifted in terms of Government Notice No. 1769 of the 4th October, 1968, and the area was proclaimed an area for ownership and occupation by members of the Coloured Group in terms of Proclamation No. 304 dated 18th October, 1968.

The increased rate of output of low cost housing makes it essential that large housing schemes be planned and timeously approved by the authorities concerned, to ensure continuity.

The scheme as shown on plans numbered D1/1 and D1/2 RW now submitted to your Committee comprises 6,425 dwellings, made up as follows:-

(a) Economic Section:

(i) Home Ownership Dwellings	547
(ii) Lettings	3,465

(b) Sub-Economic Section:

(i) Lettings	2,175
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Total number of dwellings covered by this report	<u>6,187</u>
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Flats to be erected in the town centre at a later stage	420
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Total ultimate number of dwelling units	<u>6,607</u>
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2. Description of the Scheme.

The gross area is some 788 acres of which 748 acres are available for development after deducting the land required for expressways and the railway reserve. The land is mainly flat and interspersed with low lying depressions and vleis, some of which are clearly visible on the northern side of Lansdowne Road and west of Johnstone Road.

This /

This area represents one of the last comprehensive tracts available within the present Municipal boundaries, and as such its development warrants careful planning to ensure best use of the land.

Residential development is proceeding at a fast rate on the edges of the scheme. Dwellings of a high standard are being built in large numbers in Portia, Pinati and Penlyn Townships as well as in Newfields.

Whilst this scheme must necessarily cater for a wider range of incomes and social class than do these privately developed townships, it is important that neighbouring property values should not be adversely affected in any way. Care has accordingly been taken to ensure that social homogeneity will be maintained between the periphery of the scheme and adjacent private development by providing for home ownership type dwellings on the western and northern fringe of the scheme.

3. Residential Density Considerations.

The Secretary for Community Development, in a communication dated 13th August, 1965, requested that consideration be given to higher residential densities in the planning of future low cost housing schemes for Non-Whites.

In accordance with this request, discussions have taken place with the technical staff of the Department of Community Development to establish design criteria which will be acceptable to the National Housing Commission.

Whilst written confirmation of these criteria is still awaited, the main requirements are as follows:-

Not less than 70% of the families must be accommodated at ground level, either in single dwelling row houses or in ground floor flats;

Each of these families to be provided with a minimum of 1,000 sq.ft. of garden space;

Not more than 30% of the families to be accommodated in flats above ground level, and communal space to be allocated to these families at a minimum rate of 1,000 sq.ft. per family.

The normal statutory open space requirements are applicable over and above these standards.

It has also been suggested by the technical staff of the Department of Community Development that parking facilities be provided in general residential super blocks at the rate of one embayment per family.

Parking facilities on this scale are considered high: the scheme has accordingly been planned to allow for one parking embayment for every family housed in an economic flat.

It should be noted that no parking provision has hitherto been required in National Housing funded projects.

To offset the low density conditions created by providing 70% ground floor accommodation, the Chief Townplanning Officer of the Department of Community Development suggested that consideration should be given to row housing on small plots with

pedestrian access. Provision has accordingly been made for housing of this type. One parking embayment has been provided for each house and distance from the dwelling to the street does not exceed 150 feet in any instance.

This form of development lends itself to accentuating a north facing aspect of dwellings resulting in the elimination of south facing dwellings.

The design criteria, as described above, will lead to an overall density of approximately 9 dwellings per acre, and on the basis of the low cost houses - 10 per acre.

The Parkwood scheme, previously approved by your Committee and by the National Housing Office provides for a gross density on the low cost dwellings of 16 families per acre. This scheme, comprising 1,341 dwellings, is relatively small, and the Department of Community Development have indicated that intense development of this magnitude is not acceptable in a scheme covering a large area.

4. Accessibility of the Site.

Access to the site is at present available from Lansdowne Road, Hein Road, Johnstone Road and Turf Hall Road and the construction at a later date of the Eastward Extension of Turf Hall Road to Hein Road will complete all road access requirements. Indeed the early construction of this Eastward Link is desirable to ensure adequate service of the area.

The Master Plan for the Cape Flats at present in course of preparation by the Joint Townplanning Committee provides for a future suburban rail link from Lansdowne to Guguletu and land has been set aside in the layout to permit of its construction.

5. Town Centre.

The layout plan makes spatial provision for a town centre which will be strategically located adjacent to Johnstone Road, which forms the major thoroughfare through the estate, and to the probable site of a future railway station.

The detailed planning of the town centre has not been carried out at this stage, but your Committee has approved the inclusion in the 1968 Loan Programme of a clinic on this site. School sites within the scheme make allowance for the construction, in due course, of some 400 flats in the shopping precincts to accommodate a higher income group than those qualifying for a housing loan.

6. Township Name.

Johnstone Road will form the main road through the township and the Town Centre will be about it. It is recommended that the Township be named JOHNSTONE PARK. Alternatively it will be called "PARKER VALE" in memory of the first Mayor of Greater Cape Town.

7. Open Space.

Ample provision for open space at the rate of 3 acres per 1000 population, has been made in the scheme. It is recommended that this land, 103 acres in extent, be transferred to the control of the Amenities Committee on approval of the township by the Township Board.

8. Schools.

Sites have been provided for eleven primary schools and four secondary schools. The schools are sited strategically away from heavy vehicular traffic flow.

9. Road System.

The layout is primarily based on a series of super blocks to which access is gained by a primary road network of 50 feet wide road reserves. These roads, together with Johnstone Road will form important transport linkages and their construction should be to a higher standard than that for which National Housing funds are normally made available.

The estimated costs of the scheme have accordingly been based on the provision of Council funds for:-

- (a) The reconstruction of Johnstone Road to a 24 feet wide carriageway with a series of parking embayments on each side where it traverses residential development.
- (b) The estimated additional expense which will be incurred in constructing the remainder of the primary road system to the normal standard of 24 feet wide carriageways with a premix surface, as against 18 feet wide lightly constructed roads with a kerb and channel on one side only. The basic estimated cost of lightly constructed roads has been included in the National Housing fund requirements.

The general residential super blocks are served internally by systems of concrete roads, 12 feet and 18 feet wide, providing the necessary access to dwellings and to parking areas. These works are also included in the National Housing fund requirements.

This report does not deal with the provision of funds for the services in the home ownership sections of the scheme. These areas will be dealt with at a later stage in the usual manner, and will form the subject of a separate report.

10. Shopping Facilities.

23 sites have been provided for the ultimate establishment of businesses to cater for the day to day needs of the populace.

Construction of shops will form the subject of a further report at a later stage.

11. Old Aged Homes.

Three sites have been set aside for Old Aged Homes. Provision of funds for one "Category A" Home for the aged fit will also form the subject of a separate report when design of the proposed building is complete.

12. Residential Accommodation.

The scheme provides the widest possible range of dwellings within the cost limits of the housing code.

The following schedule sets out the full range of dwellings provided. Detailed estimates of cost are reflected in Annexures 1, 2 and 3.

(a) Sub-Economic Section. (Annexure 1)

1 bed/living room and kitchen	431	
1 bedroom, 1 bed/living room and kitchen	1,082	
2 bedrooms, 1 bed/living room and kitchen	<u>662</u>	
Total no. of dwelling units		2,175

(b) Economic Section. (Annexure 2)

(i) Letting.

1 bed/living room and kitchen	221	
1 bedroom, bed/living room and kitchen	887	
2 bedrooms, 1 bed/living room and kitchen	1,882	
3 bedrooms, 1 bed/living room, and kitchen	<u>342</u>	
		3,332

(ii) Lettings capable of Sale. (Annexure 3)

Comprising 3 bedrooms, living room and kitchen		133
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(iii) Home Ownership Dwellings. (Annexure 3)

Each comprising 3 bedrooms, living room and kitchen		547
---	--	-----

TOTAL 6,187

The Director of Housing concurs with the above distribution of houses. The summary of the letting section is as follows:-

	<u>No. of dwellings</u>	<u>% of total</u>
(a) Sub-Economic	2,175	39.5
(b) Economic	<u>3,332</u>	<u>60.5</u>
	<u>5,507</u>	<u>100.0</u>

13. Community Centres.

The Director of Housing has requested the provision of five community centres similar to that constructed in Manenberg. The estimated cost of these is R150,000.

14. Services.

(a) Sewers.

The whole scheme can be satisfactorily drained into a series of intercepting sewers discharging into the Cape Flats Outfall sewer which runs adjacent to the western boundary of the scheme. The estimated cost of these sewer extensions is R200,000 and it is recommended that provision be made accordingly on a special Loan Programme. The cost of branch sewers will be recovered from National Housing Funds.

(b) /

(b) Stormwater Drainage.

As mentioned earlier in this report the area is flat and stormwater drainage is consequently an essential prerequisite to any development. Drainage will be effected by constructing a series of pipe lines and culverts discharging into the Blomvlei canal, which is close to the western side of the scheme. The estimated cost of these stormwater drains is R500,000 for which it will be necessary to make provision on the Loan Programme. The remaining stormwater drainage in the low cost section will be financed from Housing Funds.

(c) Extension of the Blomvlei Canal.

Whilst work has been steadily proceeding on the extension of the Blomvlei canal, it will be necessary, early in 1970 to bring the work to completion, as the first phase of Johnstone Park will be dependent upon it for drainage. It is accordingly recommended that an amount of R250,000 be included in the Loan Programme for this to proceed.

The following schedule indicates the full estimated costs of services for Johnstone Park, and the manner in which it is recommended that these be split between Housing and Council Funds:-

	Housing Funds		Council Funds	Total
	Sub-Economic Scheme	Economic Scheme		
Sewerage	265,120	397,680	200,000	862,800
Stormwater Drainage	236,800	355,200	500,000	1,092,000
Estate roads & parking areas	184,730	277,095	-	461,825
Primary road system	109,705	164,558	108,225	382,488
Reconstruction of Johnstone Road	-	-	62,568	62,568
Street lighting	68,000	102,000	65,000	235,000
Canalization of Blomvlei River	-	-	250,000	250,000

SUMMARY OF COSTS.

15. The costs of the scheme are summarised as follows:-

Item	NH Funds	Council Funds	Total
Sub-Economic Section (Annexure 1)	3,159,123))	10,805,063
Economic Section (Annexure 2)	6,460,147)	1,185,793)	
Home Ownership Section (Annexure 3)	2,964,249		2,964,249
Community Centres		150,000	150,000
TOTAL COST OF SCHEME			R13,919,312

16. Recommendations:

To ensure continuity of the Council's Programme, it is recommended that:-

(a) The Township layout shown on Plan Nos. D1/1 and D1/2 RW be approved and submitted to the Townships Board.

(b) Provision be made on a special Loan Programme for the following works:-

- (i) Reconstruction of Johnstone Road R 62,568
- (ii) Contribution towards the cost of constructing the primary road system R 108,225
- (iii) Construction of Stormwater link services R 500,000
- (iv) Construction of sewerage link services R 200,000
- (v) Street lighting in major roads R 65,000
- (vi) Canalization of Blomvlei River R 250,000
- (vii) Community Centres R 150,000

(c) Application be made to the Department of Community Development for advances for construction of the scheme as follows:-

- (i) Sub-Economic Housing Funds (2,175 dwellings) R3,159,123
- (ii) Economic Housing Funds (4,012 dwellings) R9,424,396

(d) Control of open space in the scheme be transferred to the Amenities Committee for development on approval of the layout by the Townships Board.

(e) That the scheme be known as "Johnstone Park". (An alternative name is "Parker Vale").

Signed

CITY ENGINEER.

Estimated Cost of the Scheme.Sub-Economic Section.

(a) 2 storey, NE.51/9 type flats, 5 dwellings per block, 281 blocks, Plan No. D1/25/1 @ R5,000 which could be broken down as follows:-	R1,405,000	
1 room units, 281 @ R645		
2 room units, 281 @ R898		
2 room units, 281 @ R957		
3 room units, 562 @ R1,250		
 Fencing 281 blocks @ R60		16,860
(b) Single storey NE.51/9 type row dwellings. Plan No. D1/48DH.		
<u>Building Works:</u>		
1 room units, 150 @ R645	= R 96,750	
2 room units, 150 @ R898	= R134,700	
2 room units, 150 @ R957	= <u>R143,550</u>	375,000
 Fencing, 450 units @ R40		18,000
(c) Single storey NE.59/14 type row dwellings (Indigent). Plan No. D1/27L.		
<u>Building Works:</u>		
2 room units, 220 @ R863	= R189,860	
3 room units, 100 @ R1,087	= <u>R108,700</u>	298,560
 Fencing, 320 dwelling units @ R10		<u>3,200</u>
 TOTAL ESTIMATED COST OF BUILDINGS		2,116,620
(d) Hardstanding footpath construction concrete in front of NE.51/9 (S.S.)		71,496
(e) Site clearing, levelling, filling low lying areas		18,200
(f) Internal services (paragraph 14 above)		<u>864,355</u>
 TOTAL ESTIMATED COST OF SERVICES, CLEARING AND LEVELLING		954,051
 <u>Overhead Expenses.</u>		
5% on cost of services and site preparation	= R47,703	
1½% on cost of building works	= R31,749	
Survey costs, allow	R 4,500	
Town Planning, allow	R 3,000	
Architectural, allow	<u>R 1,500</u>	<u>88,452</u>
 TOTAL COST OF SUB-ECONOMIC SECTION		<u><u>R3,159,123</u></u>

Letting Type Dwellings. (3,332 dwellings)

(a)	Single Storey, semi-detached "G" type dwellings, 2 dwellings per block. Plan No. D1/50DL.		
	<u>Building Works:</u>		
	221 Blocks @ R1630		360,230
	Fencing 221 blocks @ R40		8,840
(b)	3 storey flats, 30 dwellings per block. Plan No. D1/32L.		
	<u>Building Works:</u>		
	56 Blocks @ R50,250		2,814,000
	Fencing, 56 blocks @ R250		14,000
(c)	2 storey NE.51/9 type dwellings 4 dwellings per block. Plan No. D1/24L.		
	<u>Building Works:</u>		
	80 blocks @ R5,230		418,400
	Fencing, 80 blocks @ R60		4,800
(d)	Double storey row houses, (Maisonettes). Plan No. D1/26L.		
	<u>Building Works:</u>		
	258 dwellings @ R1,600		412,800
	Fencing, 258 dwellings @ R40		10,320
(e)	Single storey NE.51/9 type row dwellings. Plan No. D1/49H.		
	<u>Building Works:</u>		
	2 room units, 170 @ R1,005	= R170,850	
	3 room units, 280 @ R1,173	= R328,440	
	4 room units, 182 @ R1,341	= <u>R244,062</u>	743,352
	Fencing, 632 units @ R40		25,280
(f)	Rent collection offices (Plan A.1222/1)		
	2 @ R15,000	= R30,000	
	1 @ R 6,000	= <u>R 6,000</u>	36,000
(g)	Caretakers houses (Plan DH,4911)		
	7 @ R3,487		<u>24,409</u>
	TOTAL COST OF BUILDING WORKS		R4,872,431
(h)	Hard standing, footpath construction, concrete area in front of single storey NE.51/9 types		107,243
(i)	Site clearing, levelling, filling low lying areas		27,300
(j)	Internal services, see paragraph 14 above		<u>1,296,533</u>
			R1,431,076
	Carried forward		<u>R6,303,507</u>

Overhead /

<u>Overhead Expenses.</u>	Brought forward	R6,303,507
5% on cost of internal services — and site preparation	71,554	
1½% on cost of building works	73,086	
Survey costs allow	6,000	
Town Planning, allow	4,500	
Architectural, allow	<u>1,500</u>	156,640
TOTAL FOR ECONOMIC SECTION		<u>R6,460,147</u>

HOME OWNERSHIP TYPES AND LETTING OR SELLING TYPES

Type	Estimated Building Cost	Area of Scheme suitable for either letting or selling.		Home Ownership Sections		Plan No.
		No.	Cost R	No.	Cost R	
A1	R5,000			8	40,000	DH.5053
A2	R4,956			9	44,604	DH.4896/1
A3	R4,918			32	157,376	DH.4897/1
A4	R4,964			13	64,532	DH.4898/1
A5	R4,952			9	44,568	DH.4899/1
A6	R4,762			36	171,432	DH.4900/1
A7	R4,392			9	39,528	DH.4901/1
A8	R4,405			9	39,645	DH.4902/1
A10	R4,367			33	144,111	DH.4904/1
B1	R4,561			10	45,610	DH.4905
B2	R4,299	1	4,299	19	81,681	DH.4906
B3	R4,027	3	12,081	16	64,432	DH.4907
B4	R4,444	3	13,332	17	75,548	DH.4908
B5	R3,979	1	3,979	17	67,643	DH.4909
C1	R3,968	11	43,648	17	67,456	DH.4910
C2	R3,390	12	40,680	19	64,410	DH.4911
C3	R3,454	10	34,540	19	65,626	DH.4912
C4	R3,189	5	15,945	19	60,591	DH.4913
C5	R2,969	2	5,938	-	-	DH.4914
C6	R3,414	4	13,656	-	-	DH.4915
C7	R3,874	9	34,866	17	65,858	DH.4916
C8	R3,221	4	12,884	-	-	DH.4917
D4	R4,865			23	111,895	A.1160/4A
D5	R4,728			28	132,384	A.1160/5A
D8	R4,567			25	114,175	A.1160/8A
E1	R4,588			26	119,288	A.1160/9A
E2	R4,347			24	104,328	A.1160/10A
E3	R4,820			27	130,140	A.1160/11A
E4	R4,500			22	99,000	A.1160/12A
E5	R4,699			22	103,378	A.1160/13A
E7	R4,739			22	104,258	A.1160/15A
A (Tile)	R4,292	4	17,168			DH.5004
A (Asb.)	R4,153	8	33,224			DH.5004
B (Tile)	R4,238	6	25,428			DH.5006
B (Asb.)	R4,101	11	45,111			DH.5006
C (Tile)	R4,071	4	16,284			DH.5007
C (Asb.)	R3,940	6	23,640			DH.5007
E (Tile)	R4,279	4	17,116			DH.5008
E (Asb.)	R4,142	8	33,136			DH.5008
F (Tile)	R4,321	6	25,926			DH.5005
F (Asb.)	R4,181	11	45,991			DH.5005
		133	R518,872	547	R24,23,497	

TOTAL COST ALL TYPES

R2,942,369Breakdown of the above costs as follows:-

Sewer connections	32,820	
Water connections	16,410	
Electrical connections	25,162	
Overhead	32,820	
Interest during construction	27,350	
Site levelling	10,940	
Survey fees	14,222	159,724
Building Works		2,782,645
Fencing		21,880
TOTAL		<u>R2,964,249</u>

NOTE: 18 FLATS ARE LEFT VACANT.



legend :

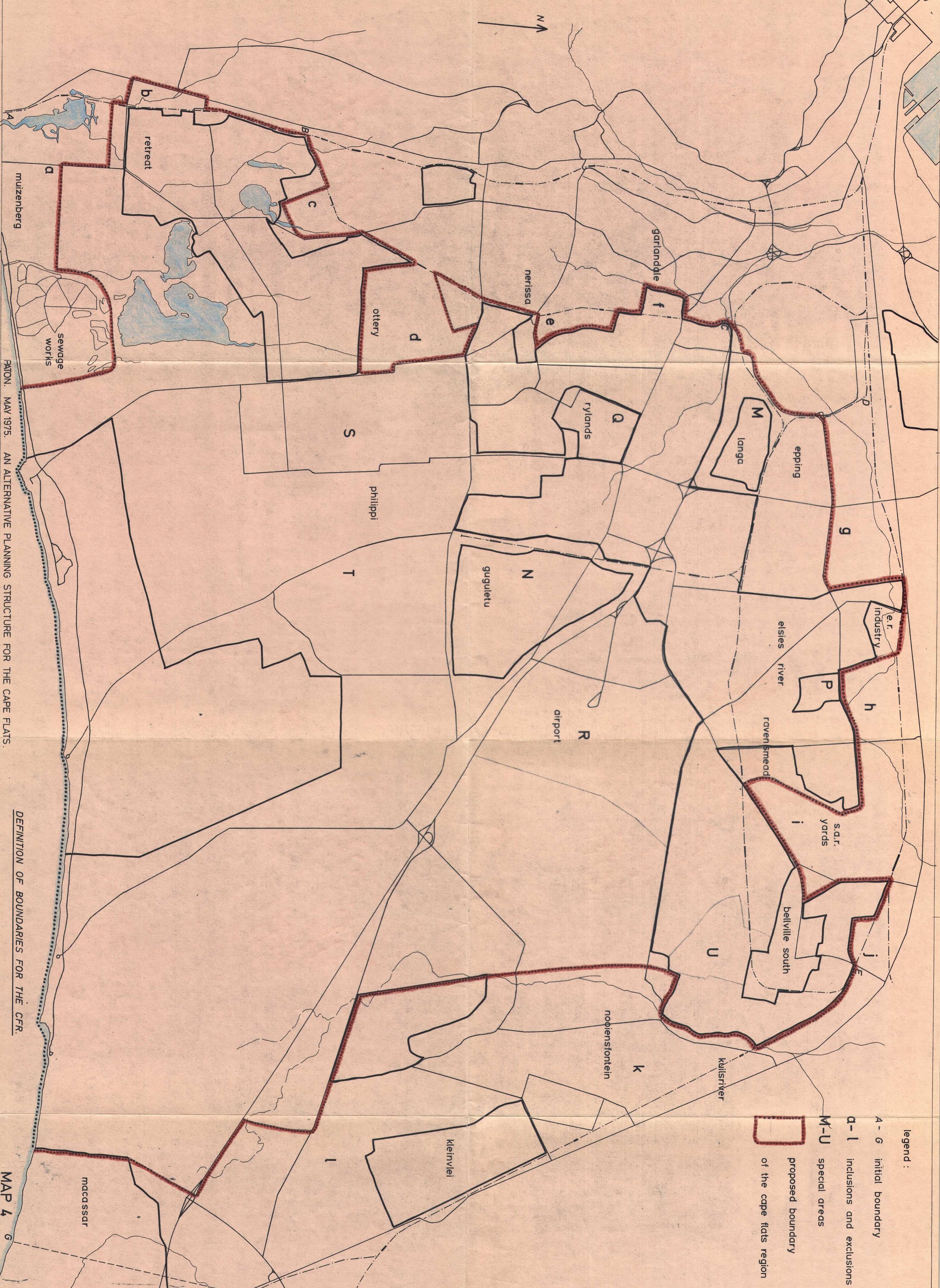
	coloured	} group area.
	asian	
	bantu	
	undeveloped land	
	land being planned	
	roads	
	railways	
	streams	



PATON, MAY 1975. AN ALTERNATIVE PLANNING STRUCTURE FOR THE CAPE FLATS.

ACTIVITIES ON THE CAPE FLATS.

MAP 3

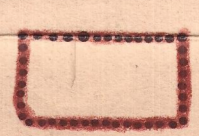


legend :

A - G initial boundary

d - l inclusions and exclusions

M - U special areas

 proposed boundary
of the cape flats region

PAION. MAY 1975. AN ALTERNATIVE PLANNING STRUCTURE FOR THE CAPE FLATS.

DEFINITION OF BOUNDARIES FOR THE CFR.

MAP 4. G

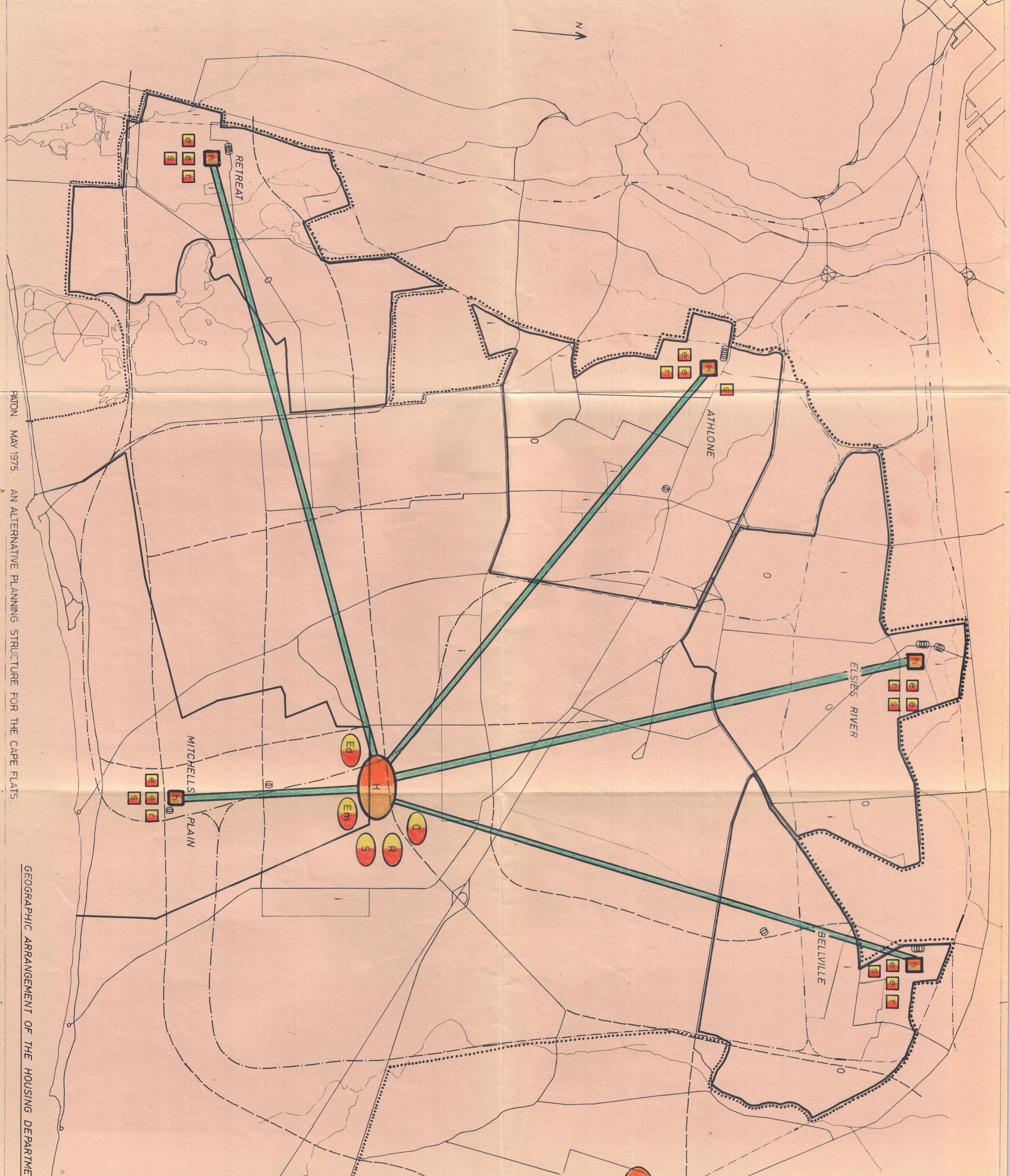


Legend

- subareas of the CFR
- boundary of the CFR
- industrial areas
- major activity nodes
- minor activity nodes
- existing rail routes
- proposed rail routes
- existing roads
- proposed roads

PAIDON, MAY 1975. AN ALTERNATIVE PLANNING STRUCTURE FOR THE CAPE FLATS.

SUBAREAS WITHIN THE CAPE FLATS REGION (CFR).



legend

- subareas of the CFR
- boundary of the CFR
- industrial areas
- major activity nodes
- minor activity nodes
- existing rail routes
- - - proposed rail routes
- existing roads
- - - proposed roads

HOUSING DEPARTMENT

- subarea office
- regional office
- officials
- elected representatives

OTHER DEPARTMENTS

- subarea office
- regional office
- liaison channels

0. INTRODUCTION

A synopsis of the thesis is given outlining the procedure as a whole. The content of urban and regional planning is described, as well as the structure of planning. The author's attitudes to planning are made explicit, and the motivation for the selection of the topic is outlined.

ADMINISTRATIVE STRUCTURE

1. Description of the present administrative and planning authorities for the Cape Flats - and the context of the O1 Economic Region. Powers and values of these authorities, their decision making processes, and relationships to the residents. Special emphasis on the Cape Town City Council, and also a brief outline of the effect of various central government departments.

SOCIAL DEVELOPMENT AND HUMAN RESOURCES

2. (a) REALITY : Outline of the present human resources of the flats and disparity with white resources. Projected population growth and changes in composition. Symptoms of the problems experienced, and inter-relatedness of causes.

(b) THEORY : Development of the goal of Social Development, based on the notion of social transactions and social roles. The consequences of the stated goal for the various roles; the criteria for greater involvement in these roles, which can be developed into objectives for the region. The objectives for the six environments of home, education, work, recreation, community and civic.

RESOURCES : PHYSICAL AND ECONOMIC

3. Those resources which make a significant contribution to the area are discussed. Physical factors include the form of the land, its particular features and the man-made additions to the area. Economic resources are analysed in respect of the six social environments described in 2(b). The overriding consideration is the understanding of what are considered as economic resources by the residents of the area.

4. Development of the design criteria for an administrative structure. The role and meaning of such a structure; its relationship to a region and to a political process; its role in planning for the future. Description of a model based on input components, a conversion process and output components. The financial, and other, resources required and the need for adequate control over the use of these resources. Does reality suggest modifications to the design criteria?

5. The criteria for greater involvement in the six roles (section 2(b)) are developed into strategies for goal-achievement. The process adopted is to consider for each criteria (or objective) what input factors are required, the possible conversion process, and the anticipated output. This is intended to act as a guide for the new authority.

6. The definition of the area based on the absence of resources. Factors considered in delimiting the boundaries. The five components of the area and how these interrelated. Reasons for including in the Cape Flats Region areas that do not appear to have common problems.

7. Design of the proposed Administrative Structure. The method of structuring based upon six departments, housing, education, employment, recreation, community and civic. How these are composed, and relate to the five sub-areas of the Region. Integration into a cohesive whole.

8. The human resources required for the six Departments are discussed, and possible sources of supply outlined. A diagram showing the proposed structure of each Department is included. Various social strategies are suggested flowing from the objectives, and the physical consequences of these strategies indicated on map 7.

9. The implementation of physical and economic developments is discussed briefly, and in terms of the goal for the Region detailed proposals are not presented. Instead, two possible models are described which indicate the type of strategy envisaged.

10. The proposals developed are tested against reality, and in terms of the goal and objectives for the region. The proposals present opportunities not experienced on the Flats.

11. The introduction of the Administrative Structure is described, bearing in mind the present favourable political climate. The consequences for existing local authorities are discussed, and the possible use of the Cape Flats model applied to the framework of metropolitan planning.

12. Outline of urgent strategies that should be initiated by the existing local authorities before the new authority is finalised. The training of human resources and the introduction of new policies should be started straight away. These steps will be of benefit whatever form the new structure takes.

13. In preparation for the creation of a new authority on the Cape Flats, the present authorities should prepare a schedule showing the vacant land that will provide a resource for the new structure. This will be particularly valuable in the "centres" of the five sub-areas.

14. In conclusion, the process is summarised, and a description given of the way in which the proposals can begin to alleviate the complex problems existing on the Cape Flats. The opportunities that the proposals provide for growth and change are stressed. The merits of a consistent goal-oriented planning process strongly suggest that this method should be adopted for the Cape Flats Region