

The Democratisation of Space for People Experiencing Homelessness within the City Bowl of Cape Town

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ABSTRACT

Homelessness is a complex and dynamic challenge for which there is no simple solution. Due to rapid population increases and urbanisation, cities are under large amounts of pressure to provide the necessary human rights that people need to survive. The gap between people who are homeless, and those who are in shelters, is increasing at an alarming rate, and has been exacerbated even more by the Covid-19 pandemic. According to the non-profit organisation, Ndifuna Ukwazi, there are approximately 14 000 people who are homeless in Cape Town, with only around 2 500 shelter beds available for temporary shelter (Ndifuna Ukwazi, 2021). Moreover, many people experience homelessness for a wide variety of reasons, some of which are attributed to social aspects such as mental illness, social isolation, substance abuse, and many more, as well as economic aspects, whereby people come into the city bowl seeking economic opportunities but might not be able to afford housing, or transport costs are too high to commute in and out of the city bowl area everyday. It has of late, become imperative that a new and innovative thinking is needed to develop more ways to uphold the basic human rights of people experiencing homelessness. The recent City of Cape Town approval of the 'Unlawful Occupation' by-law prohibits people who are homeless from living within the 'public realm.' This puts immense pressure on the City to provide adequate shelter to the most marginalised as soon as possible. This research project lands itself within the city bowl of Cape Town and seeks to explore how, through short-and-longer-term urban design interventions, the city bowl can become more inclusive to give people who are homeless their right to the city. This research project argues that public assets, such as public spaces and strategically earmarked public-land, can be leveraged to provide adequate public amenities, good quality housing, as well as to provide greater support to people experiencing homelessness, making the city bowl more equitable and accessible to the most marginalised.

EXECUTIVE SUMMARY

The topic of homelessness is one that is extremely complex and highly nuanced. In order to better understand these dynamics, key interviews with NGO's and two people who are/were homeless were conducted. Through this research the need for more accurate data on people experiencing homelessness was identified and would be worthwhile for future studies. Moreover, these interviews gave great insight into this research project, and formed the basis from which key short and long-term solutions were developed which seek to transform the city bowl of Cape Town into a space that gives people who are homeless their right to the city.

Key strategies as to how public assets can be leveraged in order to provide long and short-term spatial design interventions were developed in order to create a more equitable city bowl, that gives people who are homeless' their right to the city. Key to this was the identification of strategically earmarked areas in order to provide adequate sustainable and affordable long-term inclusionary housing solutions that will be holistic to the needs to people experiencing homelessness. Secondly, key public amenity nodes were identified in order to provide better short-term support for those experiencing homelessness through more accessible utility amenities, that includes, storage facilities, accessible ablutions and washrooms, wifi hot-spots, and water points.

In addition to this, was the findings of the importance of livelihood fostering, and so a large emphasis was placed on promoting skills development through the creation of workshop and skills development spaces, market and trade space, wifi points, shared workspaces, as well

as job-help desks. Linked very closely to these interventions, was the importance of social facilities to help people who are homeless, from a multitude of backgrounds, with mental and physical health in the form of social-work facilities and centers. And lastly, the importance of movement was identified through the information gained from Rhameez and Lester, and the Trolley Walk strategy was developed. This strategy is vital as it aims to promote accessibility in the city bowl to those who are homeless through the promotion of walkability with wide-enough sidewalks, inclusive lighting, tree planting and accessible kerbs to aid in the transportation of belongings that people who are homeless might have. Furthermore, the design development of this research project focused on the Gathering Hub site, and concentrated on holistically applying these strategies to it, as best as possible.

To conclude, the spatial design strategies and interventions put forward in this research project, seek to give people experiencing homelessness their right to the city bowl of Cape Town. This can be done by leveraging public assets in order to provide long and short-term support to those experiencing homelessness, in order to make the city bowl more equitable to the most marginalised.

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INTRODUCTION TO PROJECT

1.1 Introduction

The topic of homelessness is one that is extremely complex with many nuances. Globally, it is a growing challenge where many cities are having to grapple with alternative solutions and a different way of thinking in order to positively contribute to this complex problem. In the context of South Africa however, our past history has made this challenge even more complex, with large spatial injustices existing across the country as remnants of our Apartheid past. Rapid urbanisation has resulted in the increase of housing prices close to economic urban centers which has had a knock-on effect for the poor and further increased the number of people experiencing homelessness, at an alarming rate.

Understanding the contributing factors to people experiencing homelessness is vital to research in this topic. Multiple sources of literature identify that there is no singular cause of people experiencing homelessness and that it is an extremely sensitive and complex challenge (Kriel, Tembe and Mashava, 2017; Daya and Wilkins, 2013; Desjarlais, 1996). Kriel, Tembe and Mashava (2017) additionally state that contributing factors of people who are homeless, can be traced back to policy implementation during the Apartheid regime and are closely tied to social and economic factors as well. The impact of the Covid-19 pandemic, both socially and economically, has also made the situation of homelessness exasperatingly worse.

Moreover, social contributing factors of people experiencing homelessness can include, domestic violence, health-related problems, divorce, disability, substance-abuse, as well as the resulting factor of rural-urban migration to escape poverty (Kriel et al., 2017). Additionally, a strong link was found between people who are homeless and poverty, mainly caused by unemployment, which adds to the economic contributing factors of people who are homeless (Kriel et. al., 2017). Contrastingly, Daya and Wilkins (2013), argue that poverty and housing shortages do not, on their own, explain the presence of both street and sheltered people who are homeless. Moreover, it was indicated that people experiencing homelessness is a result of structural forces as opposed to, but not exclusionary of, individual circumstances. For example, some “causal paths” of people who are homeless, could begin with structural conditions, which in turn, lead to poverty, which, when tied with misfortune, then prompts other problems such as mental instability and substance abuse (Daya and Wilkins, 2013).

Interestingly, a question that came up multiple times across the literature, was the question of why people who are homeless are not living in informal settlements where make-shift houses are erected (Cross et. al, 2010; Daya, Wilkins, 2013)? The answer to this

needs to consider issues of social isolation, resistance to social norms, lack of support networks, addiction, personal misfortune, mental illness as well as containing social mobility (Daya, Wilkins, 2013). Although street-livelihoods yield enough attraction to draw people from informal settlements and rural areas, without any type of housing as a basic foundation for living, staying on the streets permanently appears to be predominantly hand-to-mouth, with little choice for future aspirations (Cross et al., 2010). The timeline of people experiencing homelessness appears to therefore be circular and repeating rather than linear and goal directed (Cross et al., 2010).

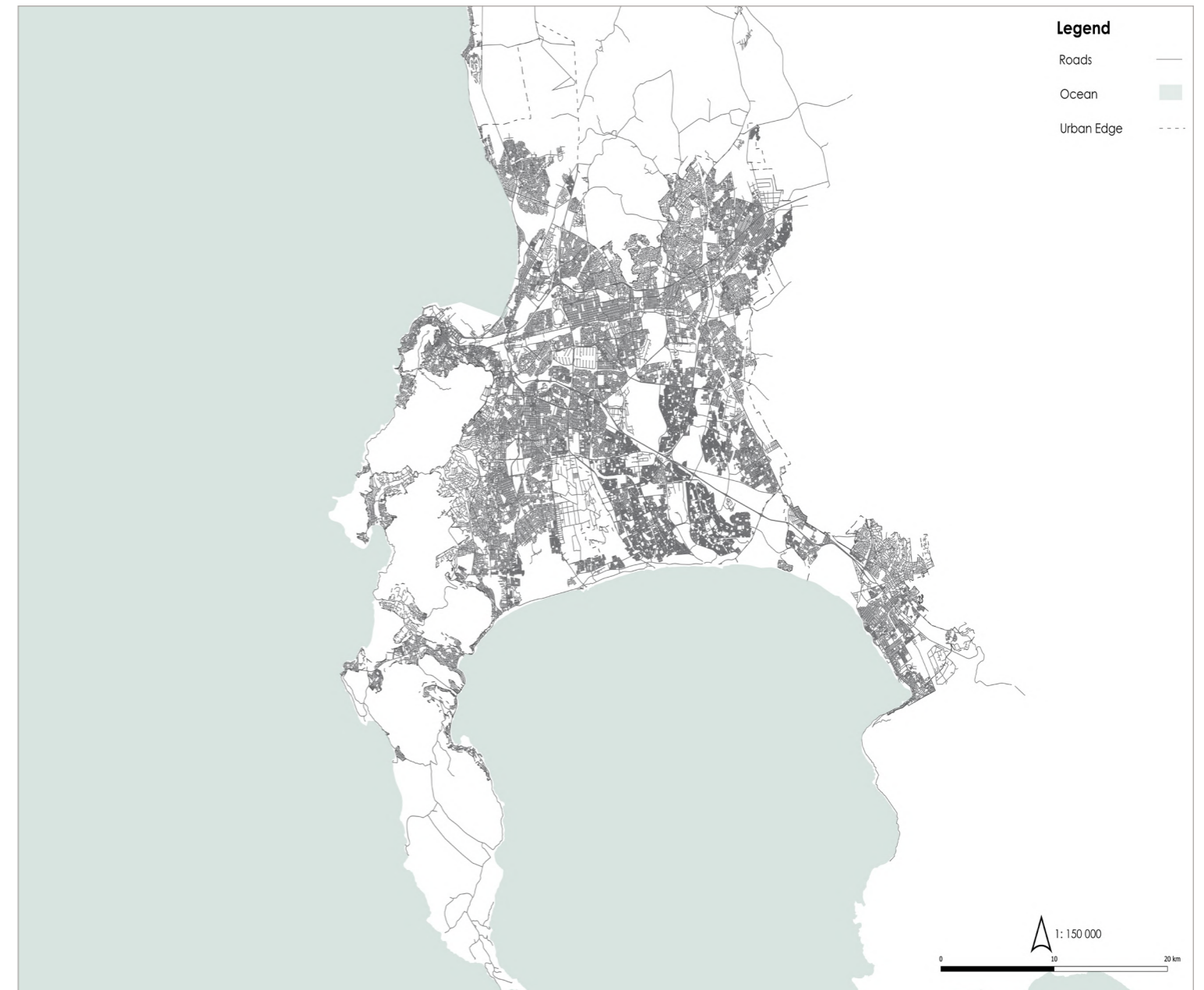
Moreover, within the City of Cape Town, punitive measures have been implemented specifically towards people experiencing homelessness, such as policing, deterrents, and policies, and have encouraged the exclusion of people experiencing homelessness, specifically from the public realm (Ndifuna Ukwazi, 2021). This leads onto the very important point of anti-homeless laws within cities, that directly undermine people who are homeless's right to the city (Mitchell, 1961). The recent City of Cape Town approval of the 'Unlawful Occupation' by-law prohibits people who are homeless from living within the 'public realm.' This puts immense pressure on the City to provide

adequate shelter to the most marginalised as soon as possible. This research project lands itself within the broader area of the Cape Town Metropolitan.

Globally, it is a growing challenge where many cities are having to grapple with alternative solutions and a different way of thinking in order to positively contribute to this complex problem. Looking more closely at Cape Town Metropolitan, according to recent estimated statistics, the challenge of homelessness is rife and there is a great need to create a more inclusive and equitable city for people experiencing homelessness. According to the non-profit organisation, Ndifuna Ukwazi, approximately 14 000 people struggle with homelessness within Cape Town, with only 2500 shelter beds available to accommodate people temporarily (Ndifuna Ukwazi, 2021). These figures speak to the need to better accommodate people who are homeless, specifically within Cape Town. Moreover, Cape Town currently takes a punitive approach to people who are homeless and this, to much extent has exacerbated the problem. This approach has contributed to, arguably the most vulnerable in society, being pushed out and further marginalised (Ndifuna Ukwazi, 2021). The need for sustainable and timely intervention is therefore greatly pressing and needed.

This research project therefore lands itself within the city bowl of Cape Town, and seeks to explore how, through short-and-longer-term urban design interventions, the city bowl can become more inclusive, to give people who are homeless their right to the city. The design intervention of this research project argues that public assets, such as public spaces and strategically earmarked public-land, can be leveraged to provide adequate public amenities, and good quality housing, as well as to provide greater support to people experiencing homelessness, making the city bowl more equitable to the most marginalised.

Map showing the wider Cape Town Metropolitan area



1.2 Research Position

Recent Cape Town City Council By-Law Approvals and Amendments, namely the Unlawful Occupation By-Law' and the Streets, Public Places, and Prevention of Noise Nuisance By-law, have had an extreme impact on how the public realm is perceived by the City of Cape Town and how people who are homeless, do not, legally have a right to reside within in.

This research project therefore argues that, in terms of these city by-law changes, long-term solutions need to be put into place, specifically in terms of adequate housing and social support solutions. However, these changes are not possible to be achieved over-night and, from the research that has been conducted, there is still a great need for public spaces to better cater towards the 'functional' needs of those experiencing homelessness in order for more short-term solutions to be implemented.

1.3 Research Questions

- . Main Research Question

How can the city bowl of Cape Town give people experiencing homelessness' their right to the city through short and long-term spatial design interventions?

- . Subsidiary Research Question

How can public assets be leveraged in a way to provide adequate long-term, sustainable housing solutions in well-located areas, as well as for public spaces, in the short-term, to provide greater support to people experiencing homelessness, in order to make the city bowl more equitable to the most marginalised?

1.4 Research Aims

- To encourage the democratisation of people experiencing homelessness through the identification of short-and-long-term urban design strategies, in order to create a more equitable city bowl
- To promote sustainable urban design strategies that positively impact those experiencing homelessness
- To explore and identify which public assets, in the form of state-owned land and public spaces, could be leveraged to become spaces that are more inclusive to people experiencing homelessness, in order to provide the support that is needed for a more equitable city bowl of Cape Town.

1.5 Policy Context in Cape Town

a. City of Cape Town By-Laws

On Wednesday, the 29th of September 2021, the Cape Town City Council approved the new 'Unlawful Occupation' By-Law, as well as amended the, 'Streets, Public Places, and Prevention of Noise Nuisance's By-Law (City of Cape Town, 2007; Palm, 2021). These actions are extremely serious and will have large impacts on people experiencing homelessness in Cape Town.

Moreover, many human right's activist groups, such as Ndifuna Ukwazi, Reclaim the City, and the Housing Assembly, have denounced the Unlawful Occupation by-law, stating that it will further criminalise people in need of housing as well as those living in shacks (Human, 2021). In terms of the 'Streets, Public Places, and Noise Nuisances' by-law, it states that if a person is found to be sleeping in a public place, that is not authorised, they will be issued with a compliance notice and should be offered alternate shelter (City of Cape Town, 2007; Palm, 2021). Should the person refuse the alternate shelter, they will be found guilty of an offence, and could then be issued with a monetary fine by a court of law (Palm, 2021).

These by-law changes have a very large impact in terms of what can and cannot happen, specifically within the public realm of Cape Town. Previous Mayor Dan Plato states that once these by-laws have officially been gazetted, it will be the law to make an offer

of social assistance, including shelter, first, in order to ensure the constitutional enforcement of the banning of people sleeping in public places (Palm, 2021). In order for this constitutional enforcement to be successful, adequate shelter, specifically within the city bowl of Cape Town, will desperately need to be fast-tracked.

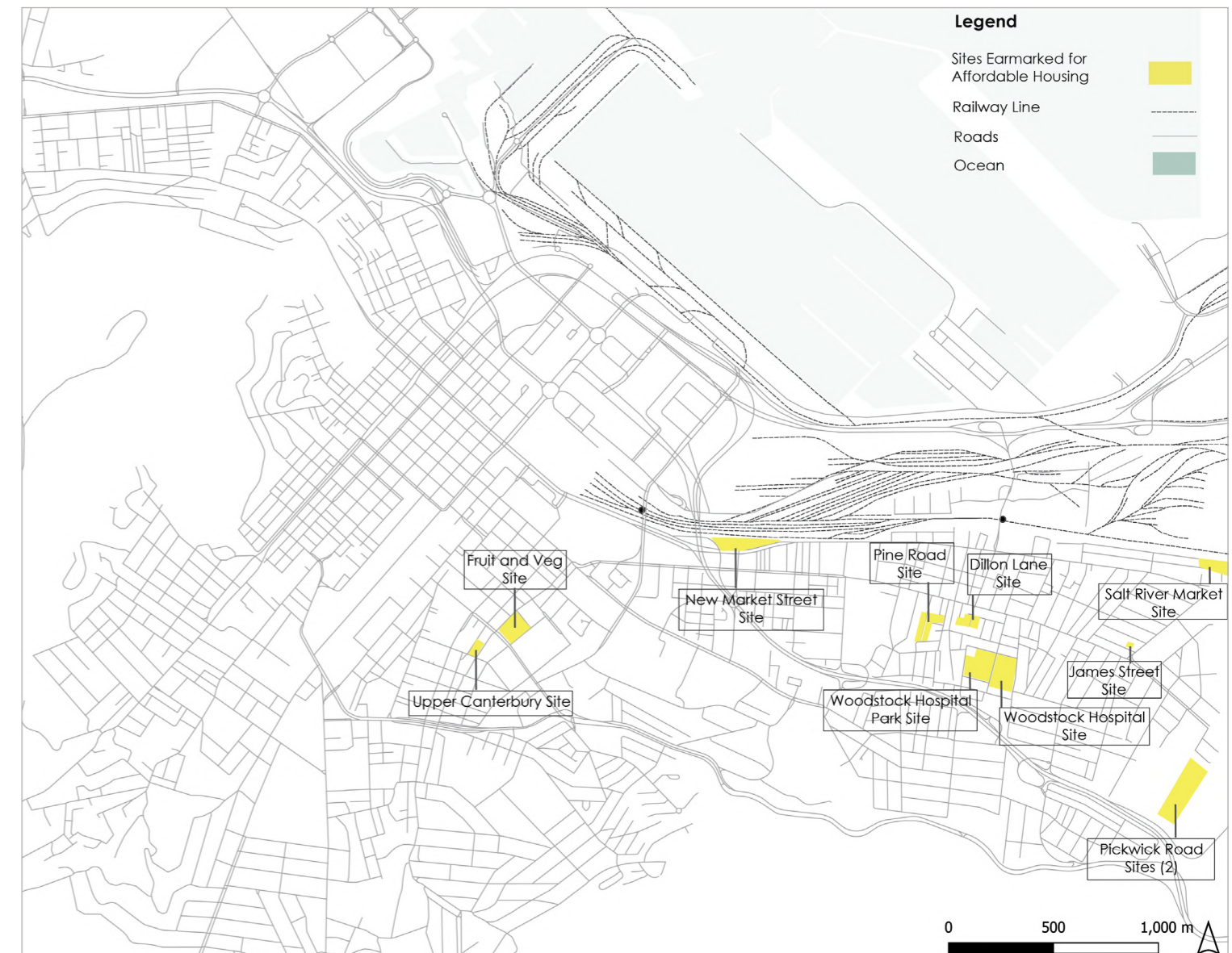
This research project argues the feasibility of these by-laws to people experiencing homelessness, in terms of how the City of Cape Town plans to shelter all those experiencing homelessness. This research project also argues that, shorter-term strategies need to be put into place, in order to better cater to the needs of people experiencing homelessness, to create a more inclusive and accessible city for people experiencing homelessness, while adequate, longer-term housing strategies get put into place. Tied to these short and long-term strategies, this research project puts emphasis on the fact that, as much as physical shelter and social support is important, economic support and livelihood creation is just as important and needs to be emphasized in order for a more holistic and sustainable approach to people experiencing homelessness, can be achieved.

b. Eleven Sites Earmarked for Affordable Housing in the Inner-City of Cape Town

In 2017, the City of Cape Town identified eleven sites earmarked for the development of affordable housing within and around the inner city of Cape Town. The City of Cape Town has been under immense pressure from many housing activist groups to provide affordable housing solutions in well located areas such as the city bowl, in order to promote social and spatial justice (Pather, 2017). Brett Herron, who was Mayoral Committee member for Transport and Urban Development at the time, stated that these sites were selected in order to make an initial effort to reverse the Apartheid spatial planning in Cape Town (Pather, 2021). He also stated that affordable housing opportunities need to be closer to where people work or close to public transport (Pather, 2021). This concept of bringing people closer to economic opportunities and spatial inclusion and justice were some of the main reasons for the eleven earmarked site locations within and around the inner city-bowl area of Cape Town.

However, the City of Cape Town has come under fire in more recent years as the process of implementation and development on these earmarked sites has been incredibly slow and painstaking. Since 2017, only the Pickwick Transitional Housing Development site has been completed, out of the eleven earmarked sites (Charles, 2020). This point further emphasizes the feasibility of the recent by-law approvals that make it illegal for people who are homeless to be on the street, and where they should go if the 'public realm' is not allowed.

Map showing the eleven sites earmarked for affordable housing



METHODOLOGY

2.1 Research Methodology

a. Action Research Approach

This research project adopts an action research approach as it allows for a more flexible and iterative design process. This approach allows the research and design to be cyclical in order to, as best as possible, emphasize the research informing the design as a process. This approach emphasizes the design process over product, where data is constantly informing the process. Additionally, with the Covid-19 pandemic still in our midst, this action research approach has been adapted in order to ensure that health and safety protocols were aptly met during data collection.

2.2 Research Methods

This research project follows a qualitative approach where data was collected in the form of site visits, interviews, third party data collection and mappings. An elaboration on these methods is described below:

b. Fieldwork

Site visits were performed at a wider scale within the city bowl area as well as at a more specific scale around the Zonnebloem area. The information gathered was in the form of images and street-section sketches to aid in a further understanding of the space that was

being analysed. Due to the Covid-19 pandemic, all protocols such as mask-wearing and social distancing were adhered to.

Many site drive-arounds were done in order to get more specific information, such as where spaces that people who are homeless are seen or occupy around the city bowl. This was done due to the limitation of the lack of availability of data around people who are homeless.

Both the site visit and site drive-around information was combined with Geographic Information Systems (GIS) Data, aerial images as well as Google Earth Street view perspectives.

c. Interviews

Primary interviews were conducted with Non-Profit Organisations (NPO) and Non-Governmental Organisations (NGO) in order to understand the complexities and nuances of organisations dealing with people experiencing homelessness. This was done to get their perspective on this pressing challenge, specifically in the context of Cape Town. These interviews allowed the beginnings of the conversation of how Cape

Town could become more inclusionary to people experiencing homelessness. These primary interviews were conducted online using either 'Zoom' or 'Microsoft Teams' due to the Covid-19 pandemic.

The specific people and organisations interviewed were as follows:

- Mr. Lozenzo Johnson from the Development Action Group (DAG)
- Mr. Derek Carelse, Managing Director of The Big Issue
- Mr. Hannes van der Merwe, from Straatwerk

These interviews were extremely valuable to this research project and provided much needed insight.

In addition to this, secondary interviews were conducted with two people who are currently or were homeless. The two interviewed were:

- Mr. Rhameez who was previously homeless for 9 years and currently works for the Streetscapes Food Garden NGO, and
- Mr. Lester Benjamin Maphike, who is currently homeless, residing in Wester Street in the city bowl

Contact with both Rhameez and Lester was obtained through gaining referrals from the primary interviews, as well as from visiting the Streetscapes NGO Initiative during site visits. These secondary interviews were extremely insightful and crucial to this research project. It was extremely important to gain the insight of two people who are or were homeless, and they add an invaluable aspect to this research project.

Throughout the whole interview process, all research protocols were strongly adhered to. These protocols include the interviewees signing consent forms prior to the start of the interviews and in this, specifying permission to use or not use any information obtained.

d. Mappings

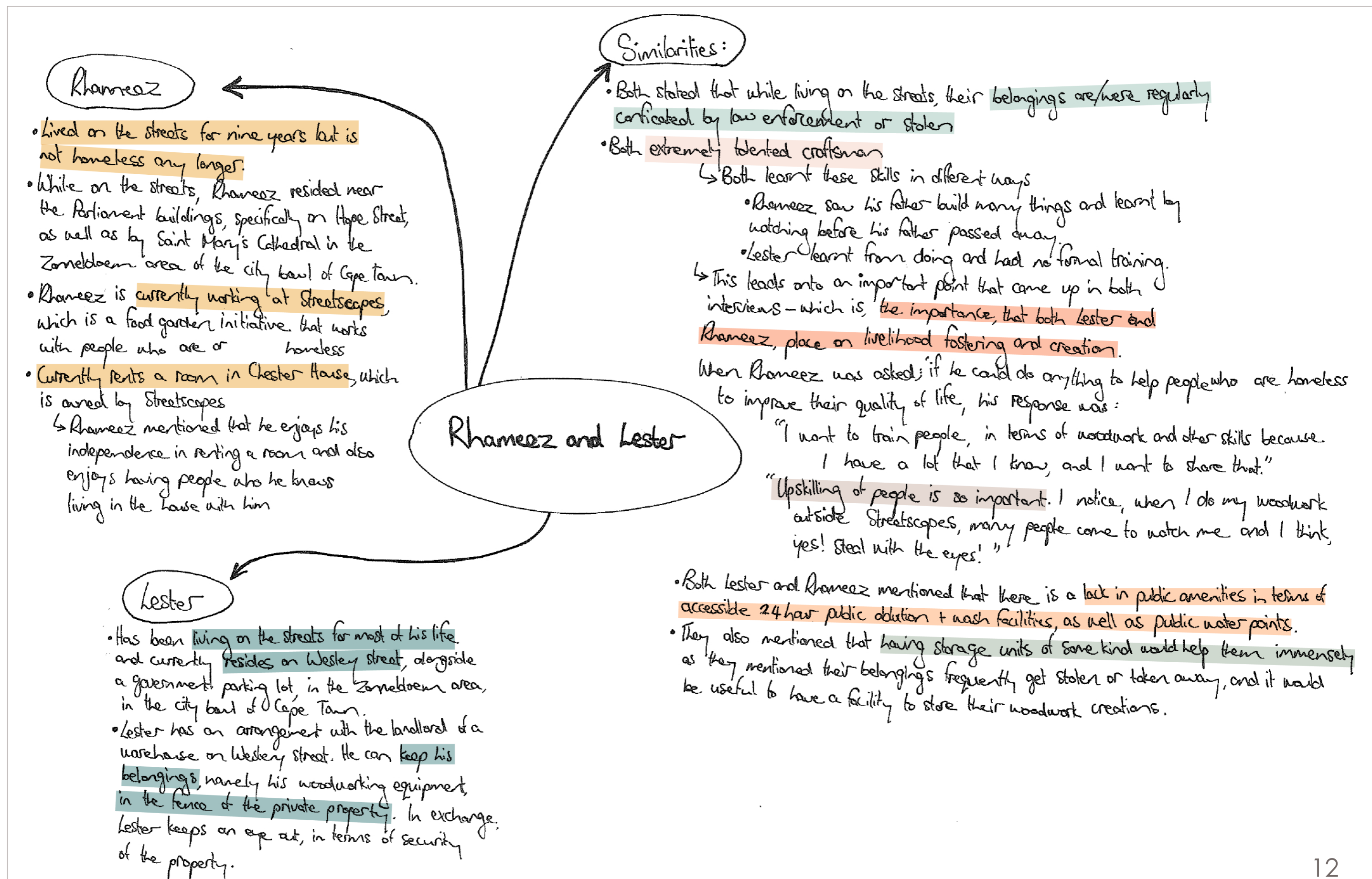
Visual representation played a key role in this research project and have been done using online GIS tools and open-source data platforms such as the City of Cape Town's (CoCT) data portal. Extensive illustrative mappings have also been done in order to visually represent information that has been gathered from the interviews and site visits.

e. Desk Research

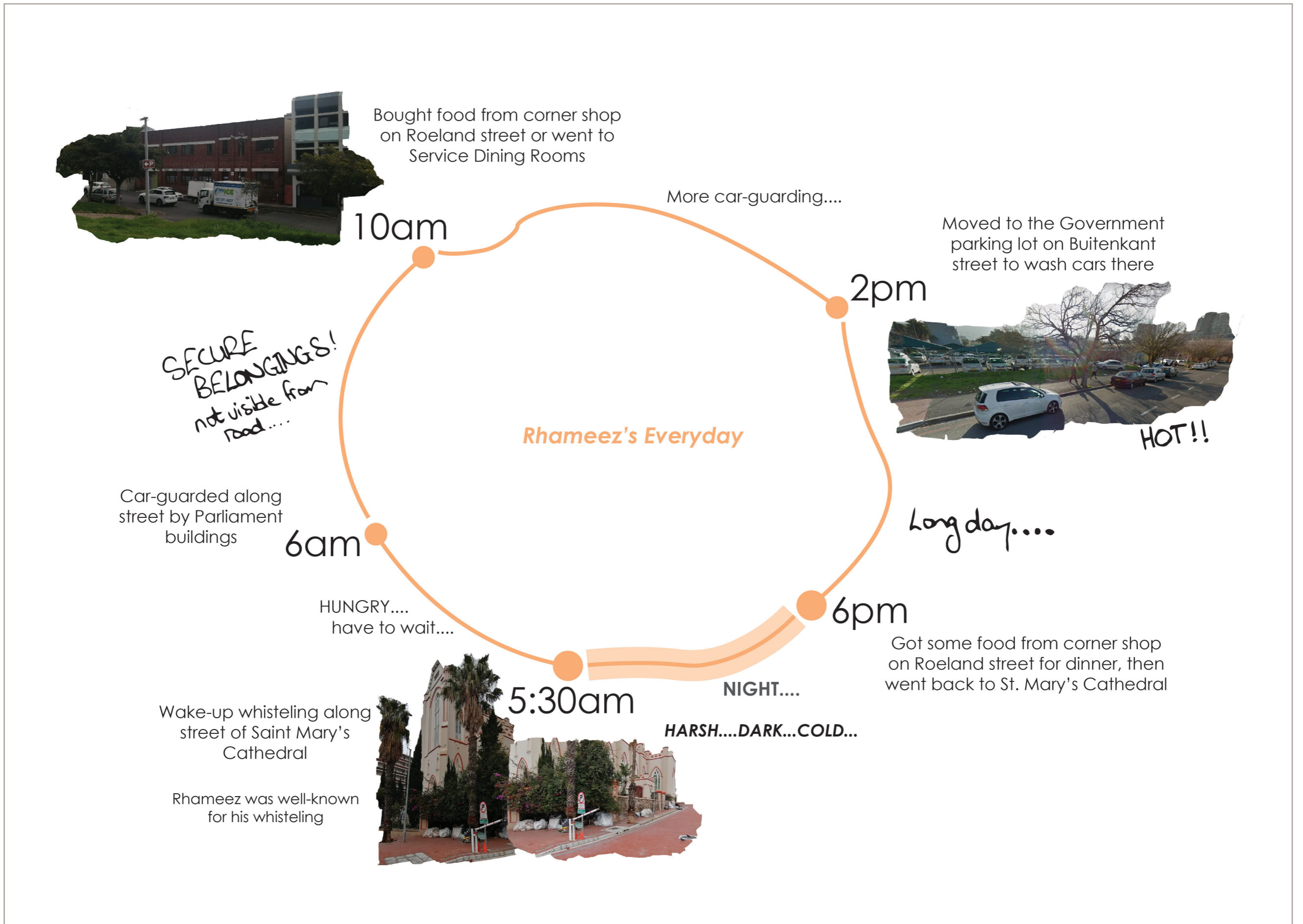
This research project also relied on various forms of secondary data, such as Internet articles, journal articles, press articles, governmental publications, legislation and policies.

2.3 Important Findings from Interviews Conducted

2.3.1 Mind-Map of important findings from interviews with Rhameez and Lester



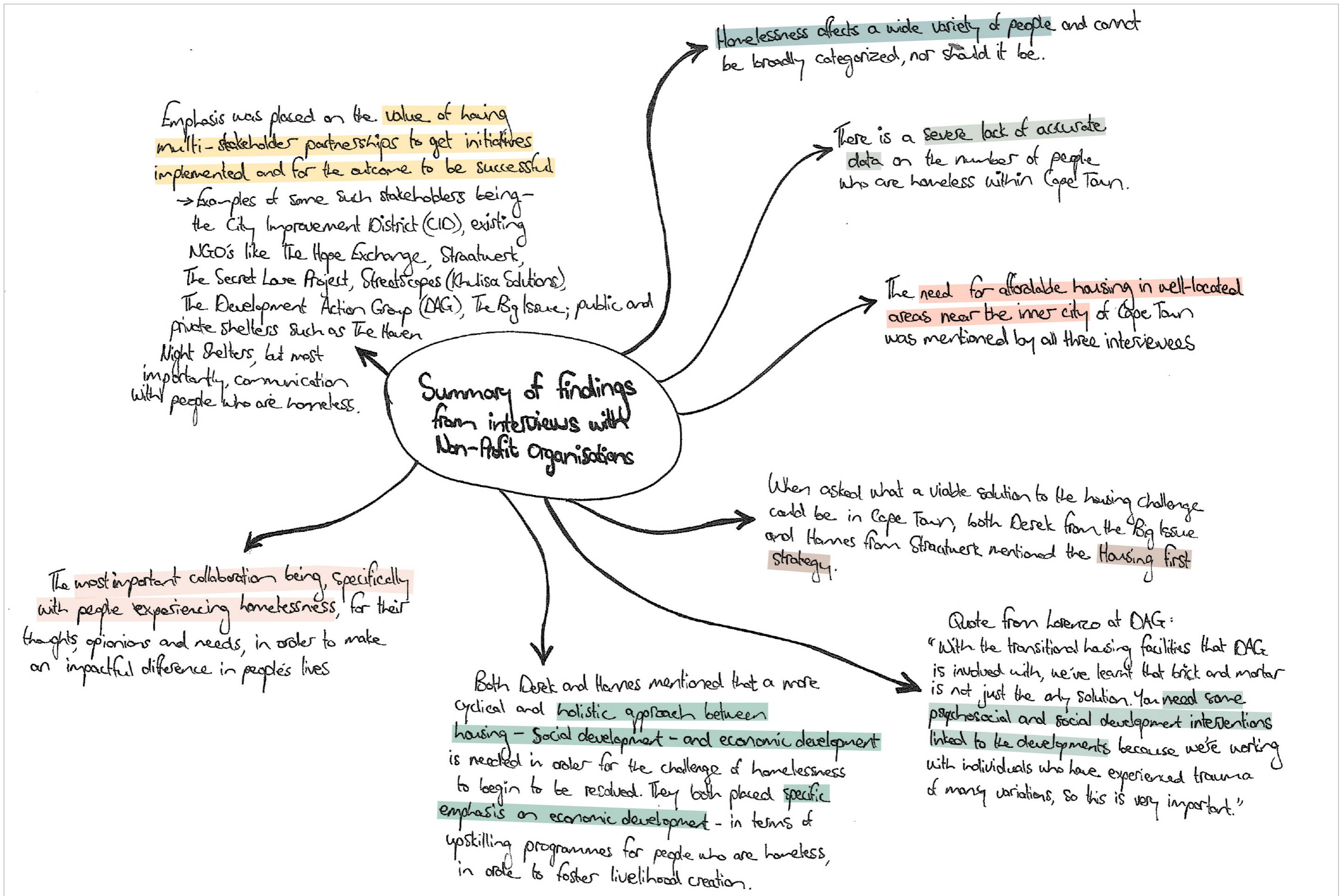
a. A Day in the Life of Rhameez when he was living rough on the streets



b. A day in the life of Lester



2.3.2 Mind-map summary of important findings from interviews with NGO's



2.4 Ethical Considerations

This research project is not unlike others in the sense that ethical considerations need to be strongly detailed and accounted for. Firstly, throughout the entire duration of this research project the acknowledgment of unethical behaviour such as, Scientific Misconduct – when data is distorted or plagiarised from others; Research Fraud – the falsifying of data that is not collected or obtained ethically; and Plagiarism – the claiming of others' work as my own, was not tolerated (Neuman, 2014).

Furthermore, it must be said that the GIS data that was used within this project was only obtained from sources that were publicly available. In saying this however, data on the whereabouts of where people who are homeless reside within the city bowl is vastly lacking, and so this data was obtained by myself from many hours of vehicle drives around the city bowl in order to map these whereabouts and gain this much needed information. This data may be extremely useful to non-profit organisations, however, is ever-changing, and so it is the intention of this research projects to add this data to the limited information available, within this realm of people experiencing homelessness in the city bowl of Cape Town.

Additionally, before the online interviews were initiated, ethical approval was obtained, and informed consent from participants was given. Participants' right to remain anonymous was additionally respected. The data gained from the participants of the online interviews was handled with the utmost respect and has accurately be acknowledged in the form of references and citations and has not been plagiarised.

2.5 Limitations

The Covid-19 pandemic has brought up many challenges in terms of conducting research. One limitation in this regard is the fact that the majority of interviews have been done through online platforms. Moreover, interviews (online or in person) are open to subjectivity and biases which can in some instances distort the data. Another limitation of interviews is the fact that a selective sample size has been used and so this may not represent the entire population accurately.

Lastly, the limitation of being limited in terms of walking around the study area at night was evident due to safety implications, and is acknowledged within this study. This implication impacts this study as the full extent of people experiencing homelessness is most likely to be seen during the night.

THEORETICAL FRAMEWORK

3.1 Introduction

This literature review chapter aims to dive deeper into the complexities of people experiencing homelessness in order to get a better understanding of the key concepts and themes. The first theme forms the main foundation of this theoretical framework and identifies what the 'right to the city' means as well as, who has the right to the city, its public spaces as well as publicly-owned land for well-located housing. Tied to this, are the sub-themes that outlines findings on the lack of public/spatial access and sense of belonging for those experiencing homelessness in Cape Town; the theme of the important role that public space plays, as well as the stigma attached to public space and people who are homeless, is unpacked and analysed. Lastly, the sub-theme of longer-term housing options is spoken about and analysed. These themes allow for a better understanding of people experiencing homelessness, both globally and locally within Cape Town. The importance of this theoretical framework is to help in forming a better understanding of the contextualities and dynamic complexities that exist in the topic of people experiencing homelessness; to gauge what knowledge already exists within this topic; as well as to identify how the right to the city is understood and can be improved for people who are homeless. This chapter ends by concluding with a summary of the key findings from the literature review and identifies areas for further study.

3.2 The Right to the City

“The homeless themselves do not disappear but are pushed further out into marginality – spatially, socially, and economically. The right to the city has not yet been defined for the homeless.”

-Skeletons at Feast

The world we live in today is one where the rights of private property and profit rates are seen more important than rights to dignity and adequate standards of living. A world where society relies on markets and markets rely on demands and surpluses. This has resulted in freer markets which has inevitably produced monopoly power, like the media and the private developer market (Harvey, 2003). Throughout history, it can be seen that freer markets have created greater inequalities and have increased monopoly power further. Even worse, is the fact that these markets rely on scarcity to function (Harvey, 2003). The devastating result is the deprivation, of unemployment and housing shortages, in and amongst plenty. Such can be seen by people experiencing homelessness and beggars on the street (Harvey, 2003). This has all led to a society that is defined by its inequalities and injustices. A powerful statement going hand-in-hand with this is stated in one of the pieces of literature and is as follows: “Everyone who comes into the city comes to survive and everyone has rights to

things in the city, however, some have greater access than others and are able to exercise these rights” (Kriel et al., 2017). This brings up the interesting point of how accessibility to rights is closely tied to the South African context of having to have a fixed residential address to access most services provided by cities, such as schools and bank accounts (Kriel et al., 2017). This point is fundamental and the distinction between those who can practice their rights and those who cannot is very important to note. The right to the city is therefore a vital aspect to look at when speaking on the topic of people experiencing homelessness.

Moreover, an additionally important aspect that has come up within the literature is how the movement to regulate public spaces, so as to remove people who are homeless from the public realm, has led to a highly constricted and narrow public sphere. This leads on to the point of anti-homeless laws within cities that directly undermine people’s right to the city (Mitchell, 1961). This is closely tied with social and political exclusion in countries across the world. Looking more closely into the South African context, more specifically within Cape Town, where, as stated previously, on the 29th of September 2021, the Cape Town City Council approved the ‘Unlawful Occupation’ by-law, as well as amended the ‘Streets, Public Places and Prevention of Noise Nuisances’ by-law (City of Cape Town, 2007; Ndifuna Ukwazi, 2021).

Moreover, these by-laws specifically criminalise people experiencing homelessness by making it illegal for people who are homeless to carry out daily functions like sleeping, bathing, erecting a shelter and keeping personal belongings (Ndifuna Ukwazi, 2021). These by-laws are carried out by law enforcement through physical threatening, punitive fining, arrests, as well as the confiscation of the little possessions that people who are homeless own. These by-laws speak directly to social and political exclusion of people who are homeless in society, and this trickles down into how society as a whole, view and react to people who are homeless.

Throughout the literature, the importance of public spaces, in relation to the right to the city was referred to. More specifically, great emphasis was placed on the lack of democratization within these public spaces, where there is a need for the promotion of active democratic participation (Harvey, 2003; Mitchell, 1961; Feinstein, 2012). Harvey (2003) further states that derivative rights (such as the right to be treated with dignity) must become fundamental and 'fundamental rights' (such as private property and the profit rate) must become derivative. It is undeniable that the right to the city is a very important aspect and one that is most definitely worth exploring further.

i. Lack of Access and Sense of Belonging

Throughout the literature, it was identified that there is a severe lack of spatial access and sense of belonging for people who are homeless, specifically within the South African context (Kriel et al,

2017; Daya et al, 2013 and Cross et al, 2010). In this context spatial access specifically refers to people who are homeless being able to use public amenities, like ablution and sanitation facilities, as well as recreational parks and sidewalks to sleep. This point of access is closely tied to the above mentioned South African punitive approach to people experiencing homelessness through its Municipal By-laws. Cross et al, (2010) reiterates that South African cities have tended to take strong and uncompromising positions on the view to suppress visible street homelessness. Moreover, looking even closer into the context of Cape Town, it is said that there are approximately 14 357 people living on the streets but only 2 473 beds within the City's homeless shelters (Ndifuna Ukwazi, 2021). However, it must also be said that these statistics have been estimated and so the accuracy of them is questioned. This strongly emphasizes the lack of data collection and accuracy of the number of people who are homeless in Cape Town.

Furthermore, this severe deficit of shelter further emphasizes the point that spatial access needs to be emphasized and not as restricted as it currently is. The punitive by-laws do nothing to address the root causes of people experiencing homelessness, such as unemployment, poverty, inadequate affordable housing, lack of state aid, mental illnesses and substance abuse (Ndifuna Ukwazi, 2021). Lastly, an additional point that stood out within the literature was the fact that there is the feeling of a lack of sense of belonging among the people who are

homeless (Daya et al., 2013). This lack thereof, encompasses the recognition of the people who are homeless's feelings of disorientation, homesickness, isolation as well as their longing for a sense of belonging, safety and security (Daya et al., 2013).

ii. The Importance of Public Space

The Bentway Organisation, 2020, argues the fundamental and crucial role that aligned and holistic policy plays in trying to resolve challenges around people experiencing homelessness, through the provision of safe, good quality and affordable housing. However, in saying this, the likelihood that holistic and comprehensive policy is not implemented, public space serves as a very important resource for people who are homeless, in terms of gaining access to meeting their functional daily needs ("Health, Housing, and the Supporting Role of Public Space — Safe in Public Space", 2020). Physical infrastructure plays an important role in doing this - through access to public washrooms, providing plug points, or merely having a space in which one can rest. However, just as important, are aspects where public space can include vital programmes and services - for example, affordable or free food and clothing drives, social facilities and health clinics ("Health, Housing, and the Supporting Role of Public Space — Safe in Public Space", 2020). Furthermore, through this creation of more inclusive public

spaces, a network of support can be developed that adds immense value to the equitability of cities as well as how people experience public space, and are towards people experiencing homelessness. These support networks cannot stand-alone and need the cooperation of many different stakeholders in order to be successful.

iii. Public Space and the Stigma of Homelessness

However important the role that public space may be, one cannot get away from the human stigma attached with public space and people experiencing homelessness. Haughton, 2020, states that, often, where the public realm does not cater toward the needs of people who are homeless, it effectively gets perceived as intruder, into space that is "ours." As stated previously, this research project argues the need for both short-and-long-term approaches to homelessness within the city bowl of Cape Town. In terms of the shorter-term approaches, smaller everyday utility and functional interventions such as temporary storage facilities for belongings, water points, and ablution and wash facilities can be vital in creating more inclusive public spaces that also includes much needed supporting services. However, research has shown that the placement of strategies such as these, is where the challenge lies due to stigma attached to people experiencing homelessness and public space. Strategies such as these, would have to be placed in 'public' spaces, where everyone would be able to access them.

iv. Longer-term housing options

Firstly, the concept of affordable housing is a very contentious topic in South Africa due to the past racial injustices that occurred under the Apartheid regime. Referring to affordable housing within the context of people experiencing homelessness, Cross et al. (2010) mentions that there is no definitive sign that the provision of free housing and infrastructure are in fact reducing the numbers of people who are homeless. It must also be said that there will always be people who are homeless, as it will never be eliminated completely and is unrealistic to think it will be. However, having said this, housing provision is still a very important aspect in terms of people experiencing homelessness, now more than ever before, due to the City of Cape Town's recent Unlawful Occupation by-law approval. Within Cape Town, as stated previously, there are approximately 14 357 people who are homeless, living on the streets of Cape Town, however, there are only 2 473 beds in shelters, and as the economic impact of Covid-19 drives more and more people into homelessness, these numbers are only expected to get worse (Ndifuna Ukwazi, 2021). These points emphasize the need for longer-term solutions to be developed and implemented, in order to deal with these rising figures and create a more equitable city for people experiencing homelessness.

3.3 Conclusion

This literature review concludes that homelessness is an extremely complex challenge that is characterized by many factors at a variety of influencing scales and will require a multi-faceted approach to develop potential working solutions. Several studies identified the restrictiveness of the current public realm due to City of Cape Town by-laws that criminalise people who are homeless. The literature also suggests that people who are homeless are extremely marginalized and barely have the right to the city. Tied to this, is the overwhelming idea for the need for the increased democratization within the public spaces that encourages active participation and is inclusive to the most vulnerable in society. The intention of this research project therefore seeks to explore how, through short-and-longer-term urban design interventions, the city bowl can become more inclusive, to give people who are homeless their right to the city.

04 PRECEDENT STUDIES

. Introduction

Case studies will be used to further enhance the design process as global knowledge plays a critical role in informing design ideas as well as forming a better idea of what can be done within the design process.



(Haughton, 2020)

Tokyo's Inclusive Public Amenities - Accessible Public Washrooms

Tokyo has introduced a city-wide programme in order to promote the implementation of inclusive public amenities across the city (Haughton, 2020). This is an example of an accessible public washroom that was implemented whereby public bathrooms are used to incorporate other public amenities as well, such as shower and hand-wash areas with attendants who provide hygiene products if needed (Haughton, 2020).



(Haughton, 2020)

Inclusive Design of Public Spaces - Toronto's Accessible Public Showers

This precedent was designed in Toronto by StudioAC, and has proposed the usage of disused public transport buses for the creation of public shower facilities, that could double as mobile service points providing wifi, as well as be a canvas for works from local artists (Haughton, 2020). This is however, a precedent from the global north, and so contexts vary greatly, however, this design could be adapted to be introduced into key public spaces identified further on in this research booklet, in order to promote the inclusion of accessible utilities to better aid people who are homeless.

Ground floor open to the public with active frontages



(Pownall, 2019)

Coliving in the sense that certain facilities are shared in amongst individuals, including dining, transport, workspaces and day-care facilities (Pownall, 2019).



Public spaces and communal garden facilities (Pownall, 2019).



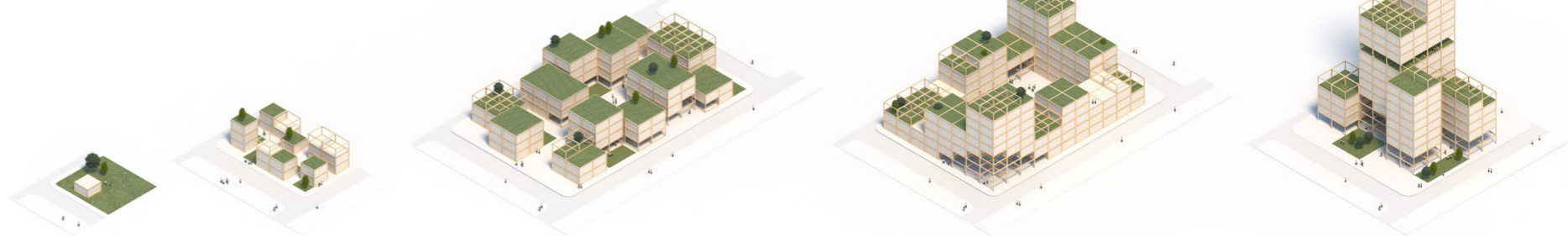
Urban Village Project

Developed in Copenhagen by Space10 and EEFECT
Fosters principle of Coliving
Sustainable and Affordable Coliving



A HOME FOR LIFE
108 M2

Subscription based housing model that promotes sharing facilities in a coliving approach (Pownall, 2019). Modular housing typology made out of pre-fabricated wood which fosters the principles of adaptability and incrementality (Pownall, 2019). It aims to emphasize the importance of social facilities, especially in terms of people coming into the housing from a multitude of backgrounds (Pownall, 2019). It is understood that this is more a global north example to more affordable housing and would have to be altered to a more South African context. However, the principle of shared facilities with the adaptable room layouts is very interesting.



Images showing the adaptability of this model in other countries

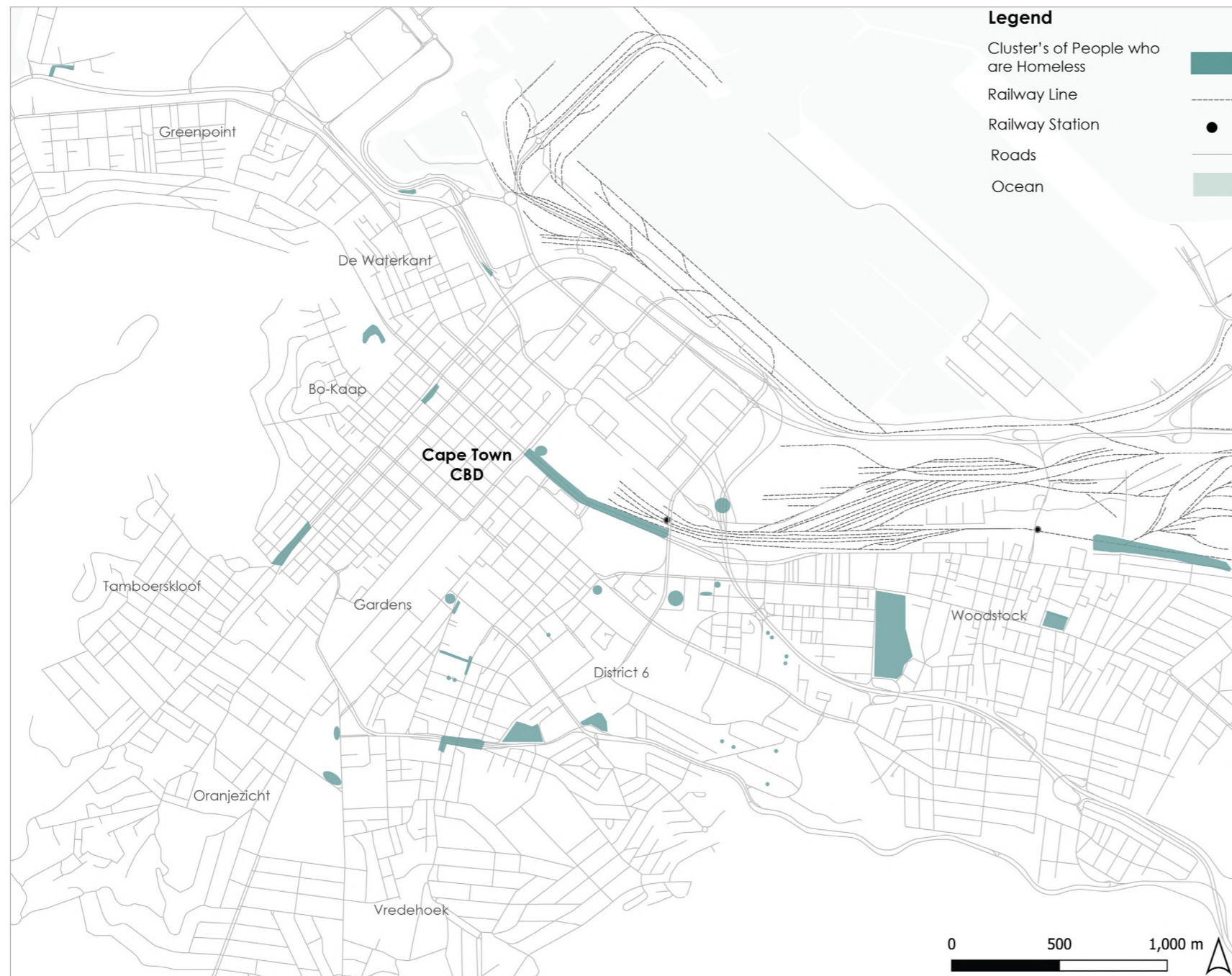


Image of this housing typology rendered in a favela in South America (Pownall, 2019).



Image of this housing typology rendered in a high density urban context in Asia (Pownall, 2019).

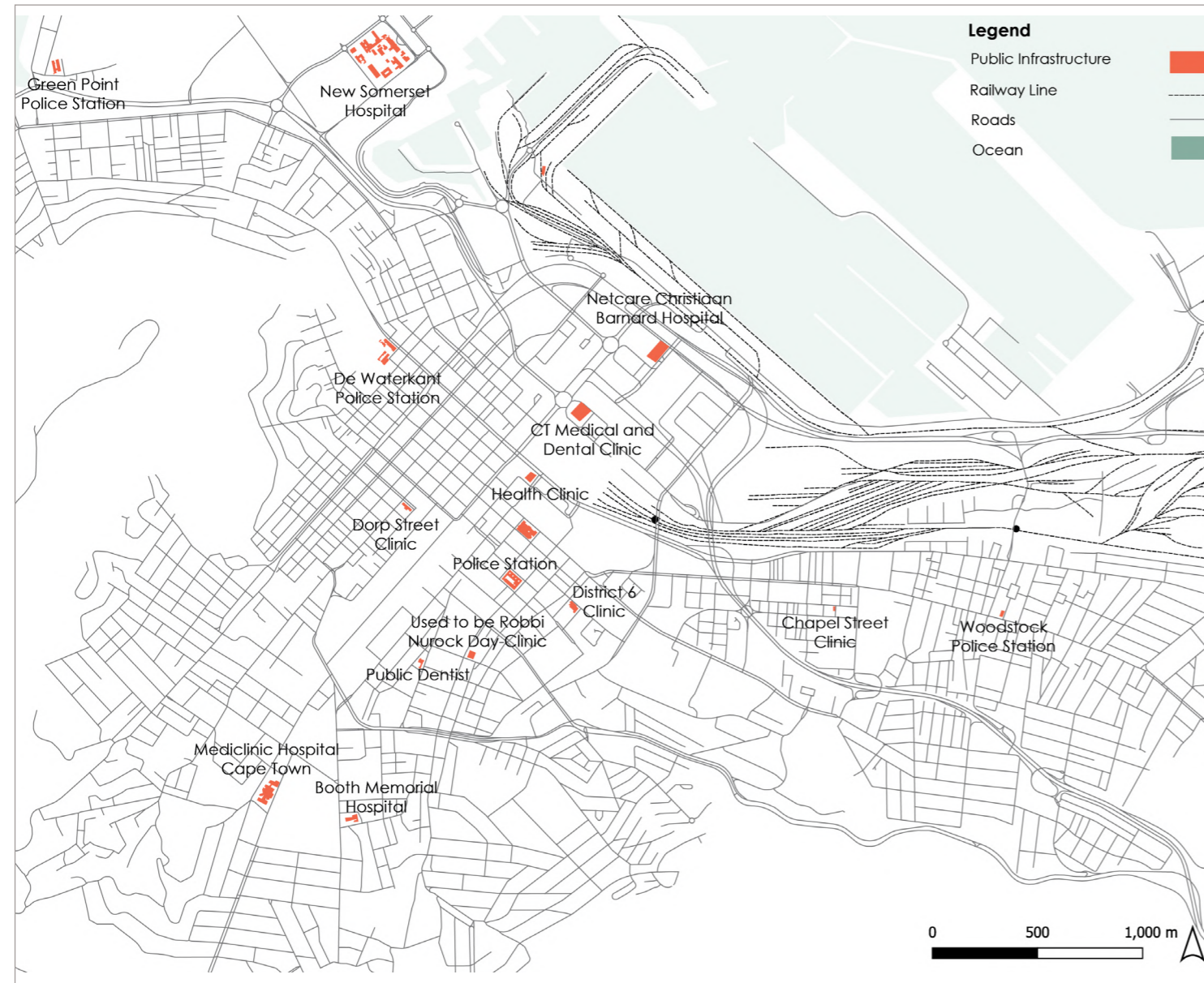
STUDY AREA AT CITY BOWL SCALE



Within a more local context, this research project lands itself in the City Bowl of Cape Town. The reason for this being that many people who are homeless can be found within this area, due to a wide variety of reasons. A few of these reasons being, economic drivers - where people come to the CBD economic hub in search of job opportunities; some people who have jobs however, due to spatial injustices, cannot afford to commute everyday; and as previously stated, there is also a lack of affordable housing within the city bowl area and so finding reasonably priced accommodation is a major challenge. There are a multitude of reasons why the city bowl is an area of attraction for people experiencing homelessness. Research has shown that people who are homeless within the city bowl area are heavily impacted by punitive measures, such as policing, fining, and arrests. This added to the reasoning behind this project landing within this study area.

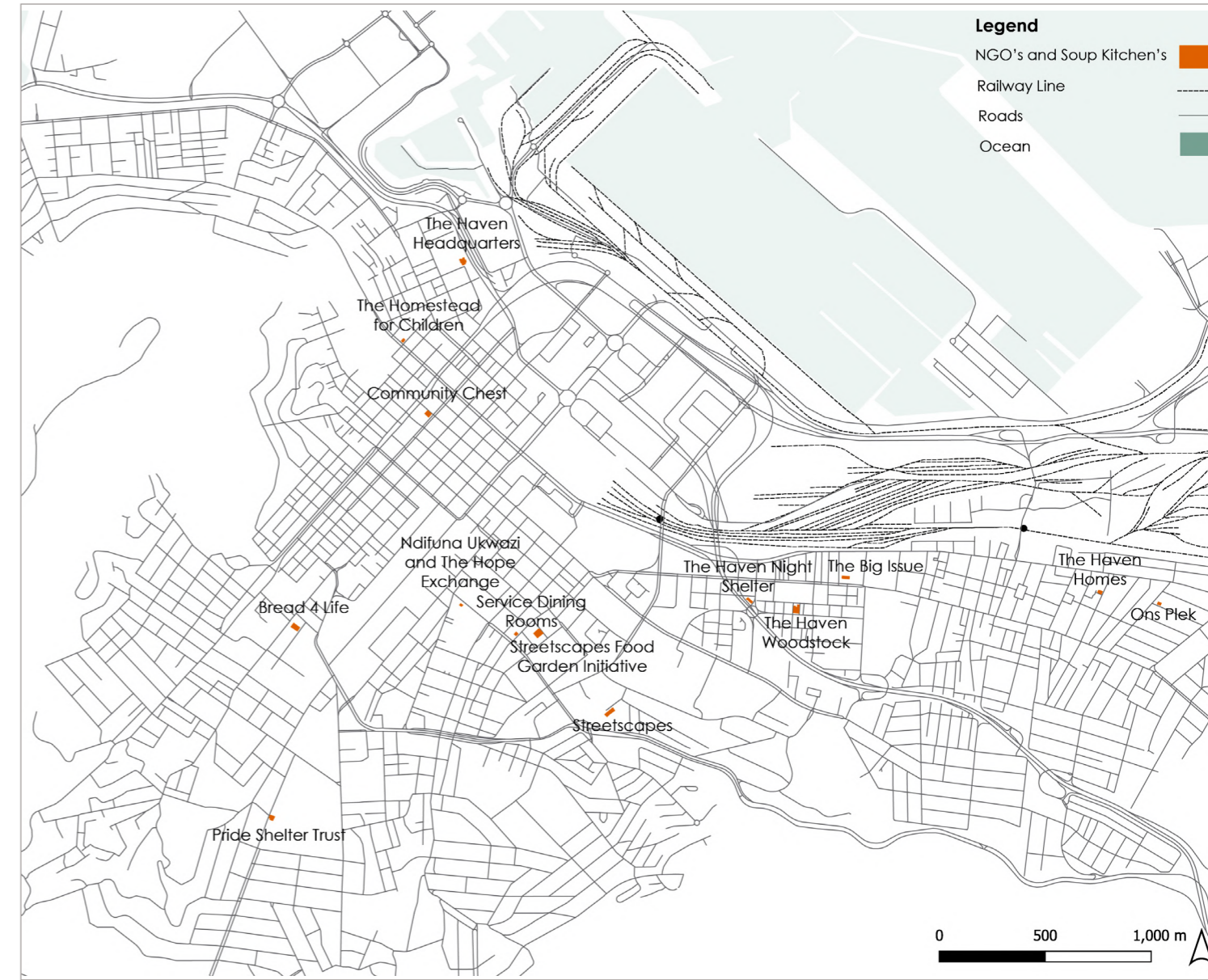
CONTEXTUAL ANALYSIS AT CITY BOWL SCALE

PUBLIC INFRASTRUCTURE



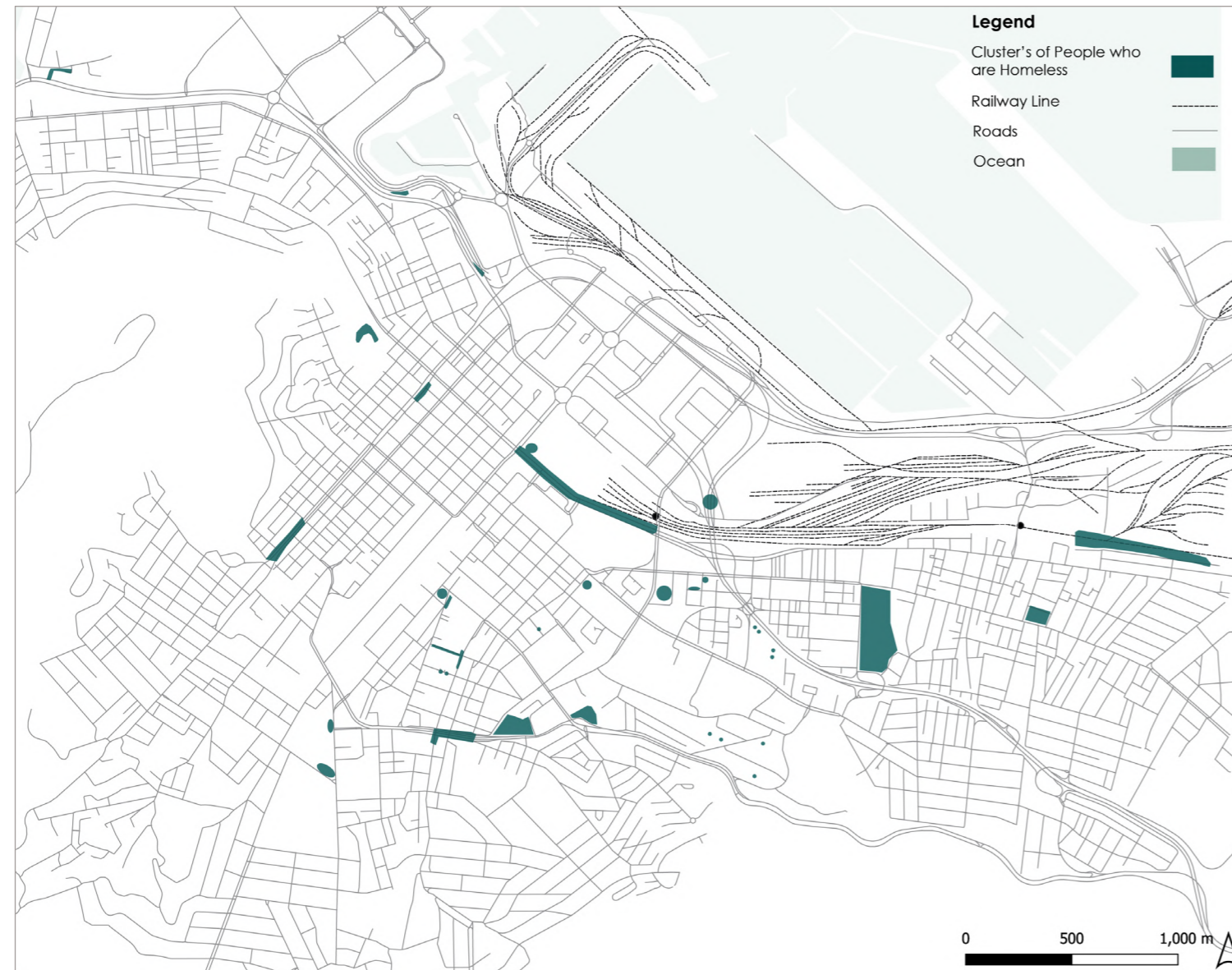
The map above shows the public infrastructure within the city bowl of Cape Town. The infrastructure mapped includes hospitals, clinics, and police stations.

NGO'S AND SOUP KITCHEN'S



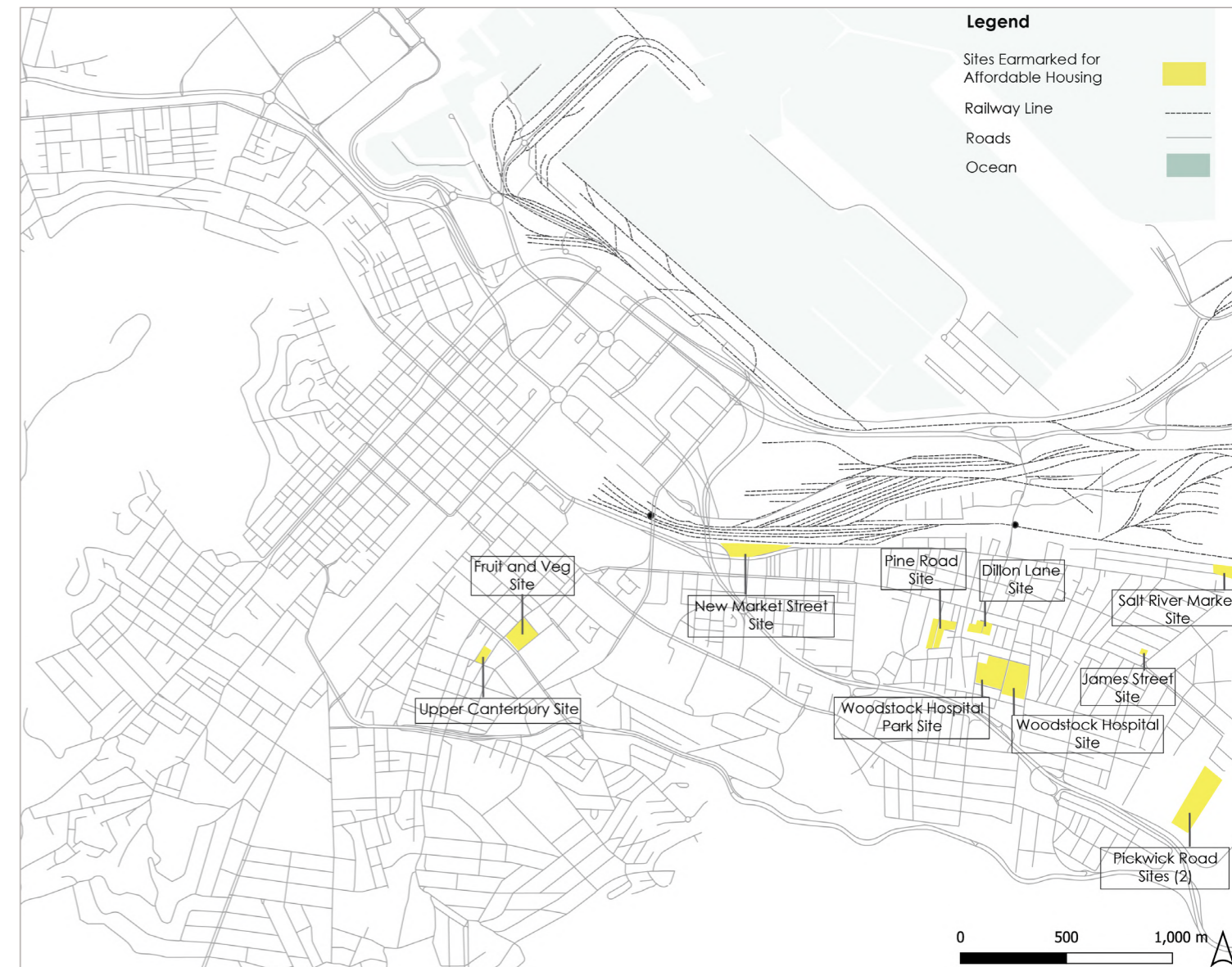
Non-governmental/non-profit organisations and soup kitchens are shown in the map above. These are important places for people who are homeless and service as important spaces for food provision and temporary shelter.

CLUSTERS OF PEOPLE WHO ARE HOMELESS



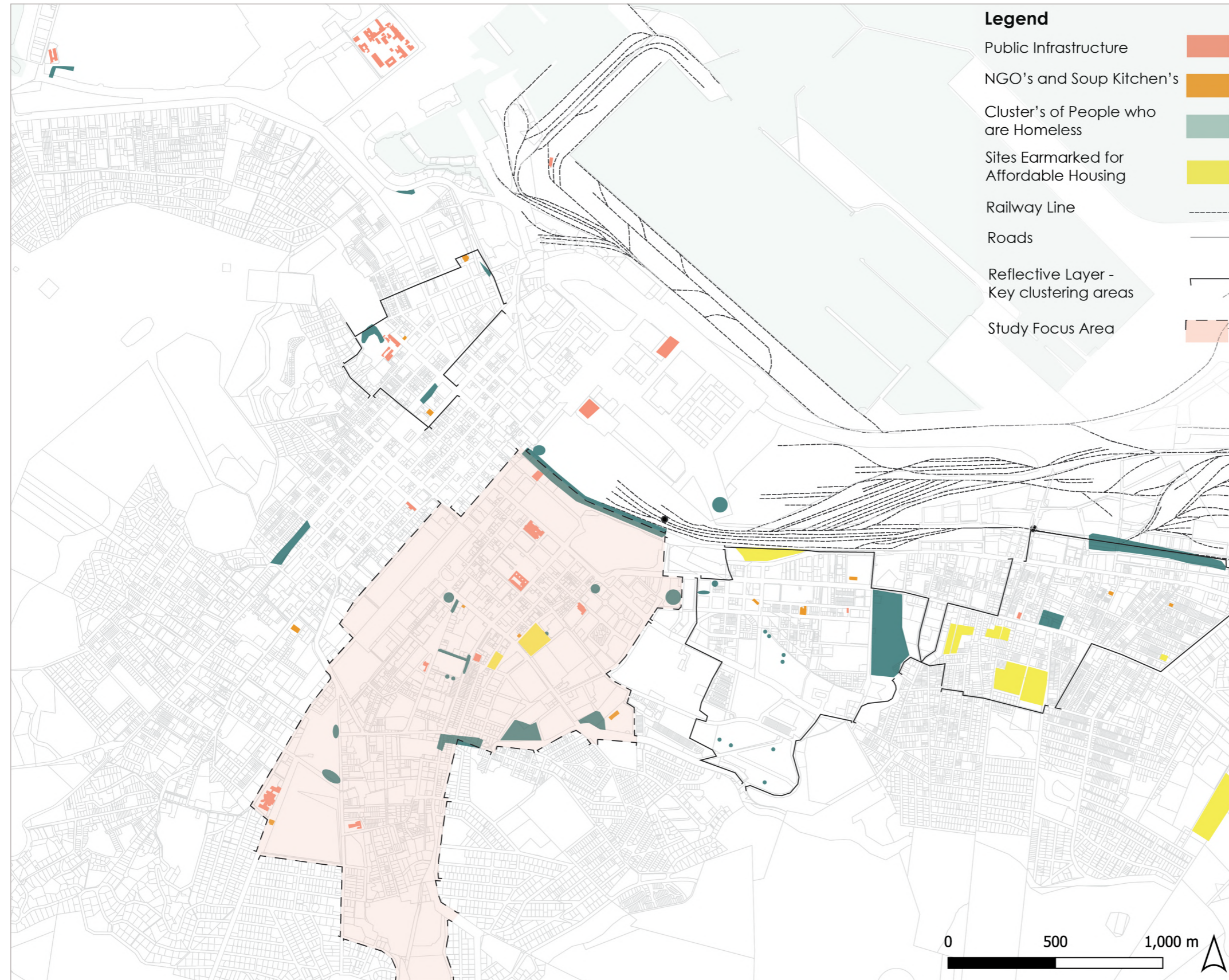
The map above shows where people who are homeless can be found within the city bowl of Cape Town. These locations are however, subject to change as homelessness is extremely dynamic and nuanced.

EARMARKED SITES FOR INCLUSIONARY HOUSING BY CITY OF CAPE TOWN



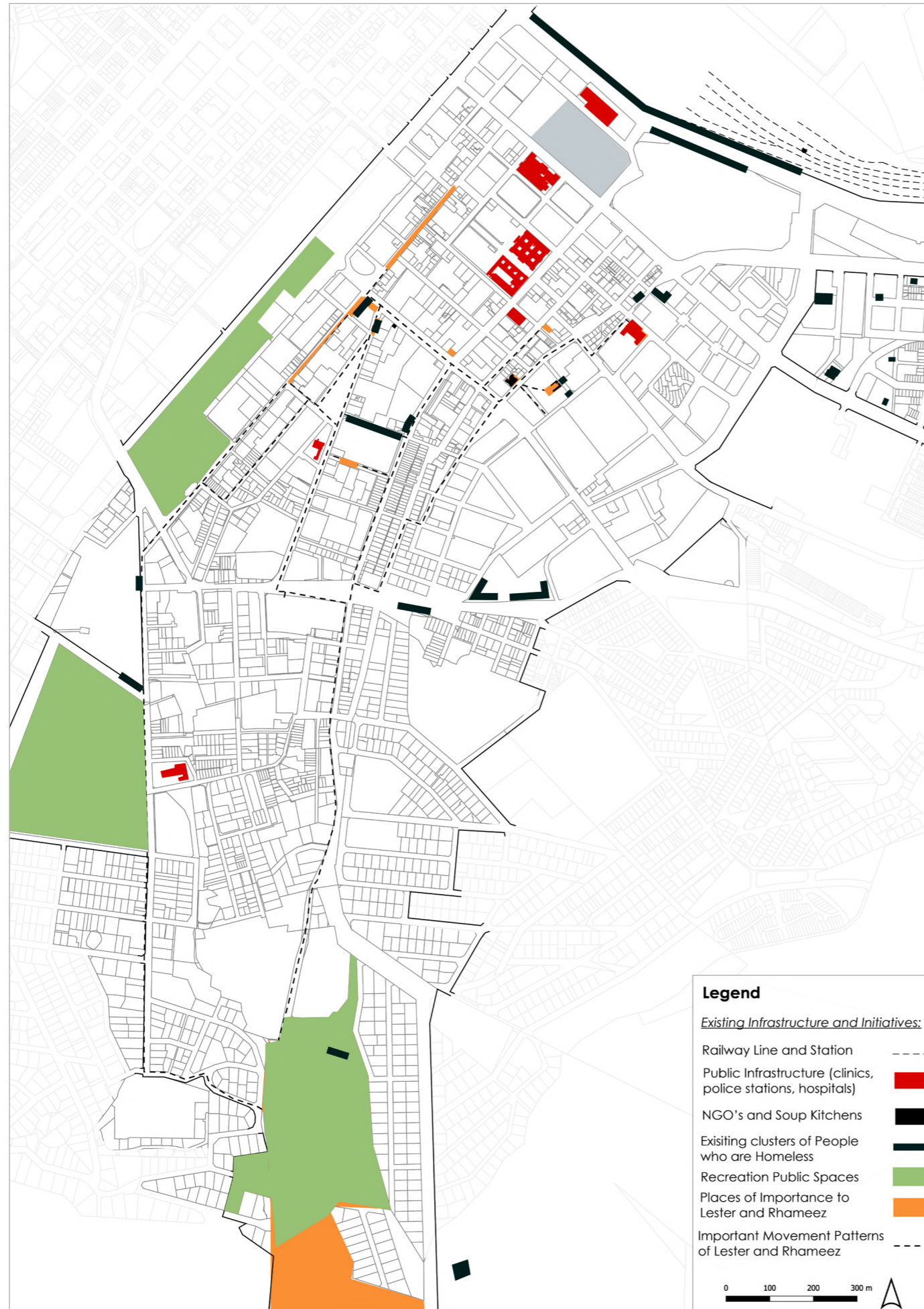
Above shows a map indicating the eleven sites earmarked by the city of Cape Town for the development of affordable (inclusionary) housing near the inner city. Of the eleven sites, only one, the Pickwick Transitional housing site, has been developed from the on-set of this project in 2017.

PRECINCT FINDINGS



An interesting relationship emerged when all these spatial layers came together. From this analysis, an important relationship emerged, which highlighted the spatial linkage of where people who are homeless tend to reside, in proximity to public infrastructure, as well as food and utility services from NGO's and soup kitchens. This relationship can be further detailed as a linkage between - where people who are homeless reside - a feeling of sense of safety (police stations) - health care - and food services

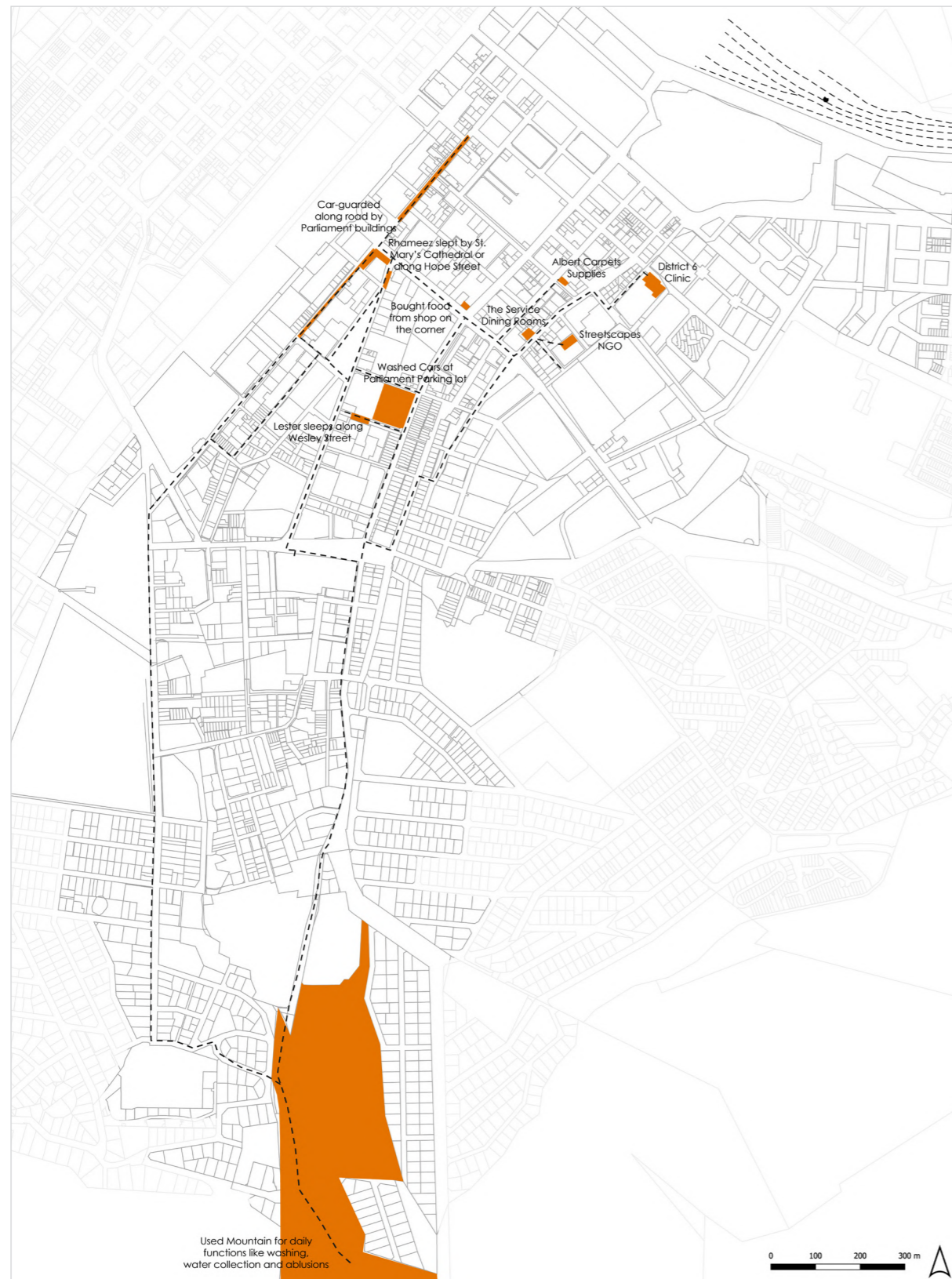
PRECINCT OF INTEREST



This precinct of interest was chosen due to its potential and opportunity that was emphasised in the contextual analysis. This precinct locates itself within the Zonnebloem area and is part of District 6. This precinct was chosen due to the central locality of it, in terms of where people who are homeless reside, as well as the potential that this precinct holds in order to be an important link of opportunity between the inner city and District 6. Because of these reasons, it holds great potential to be a catalyst of change in order to provide both short and long-term solutions to better support people who are homeless within the city bowl of Cape Town.

PRECINCT SCALE ANALYSIS

MOVEMENT PATTERNS OF RHAMEEZ AND LESTER



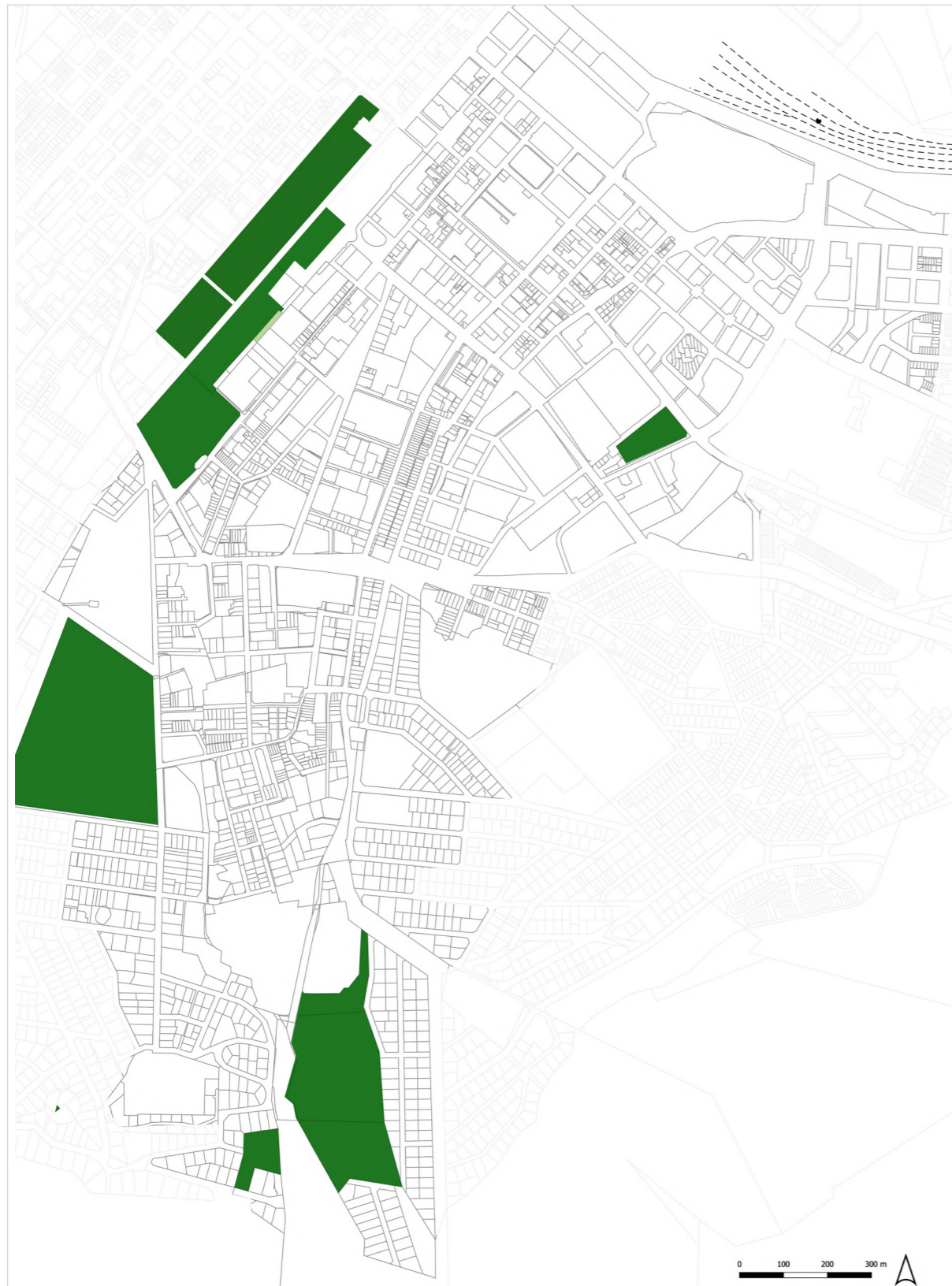
This map seeks to spatialise the 'everyday' movement patterns of Rhameez and Lester. It further highlights important destinations along these movement routes as well.

CLUSTERS OF PEOPLE WHO ARE HOMELESS



The precinct is shown to be an attractor of some sort to people experiencing homelessness as quite a few clusters of people are evident within this precinct.

PUBLIC OPEN SPACE



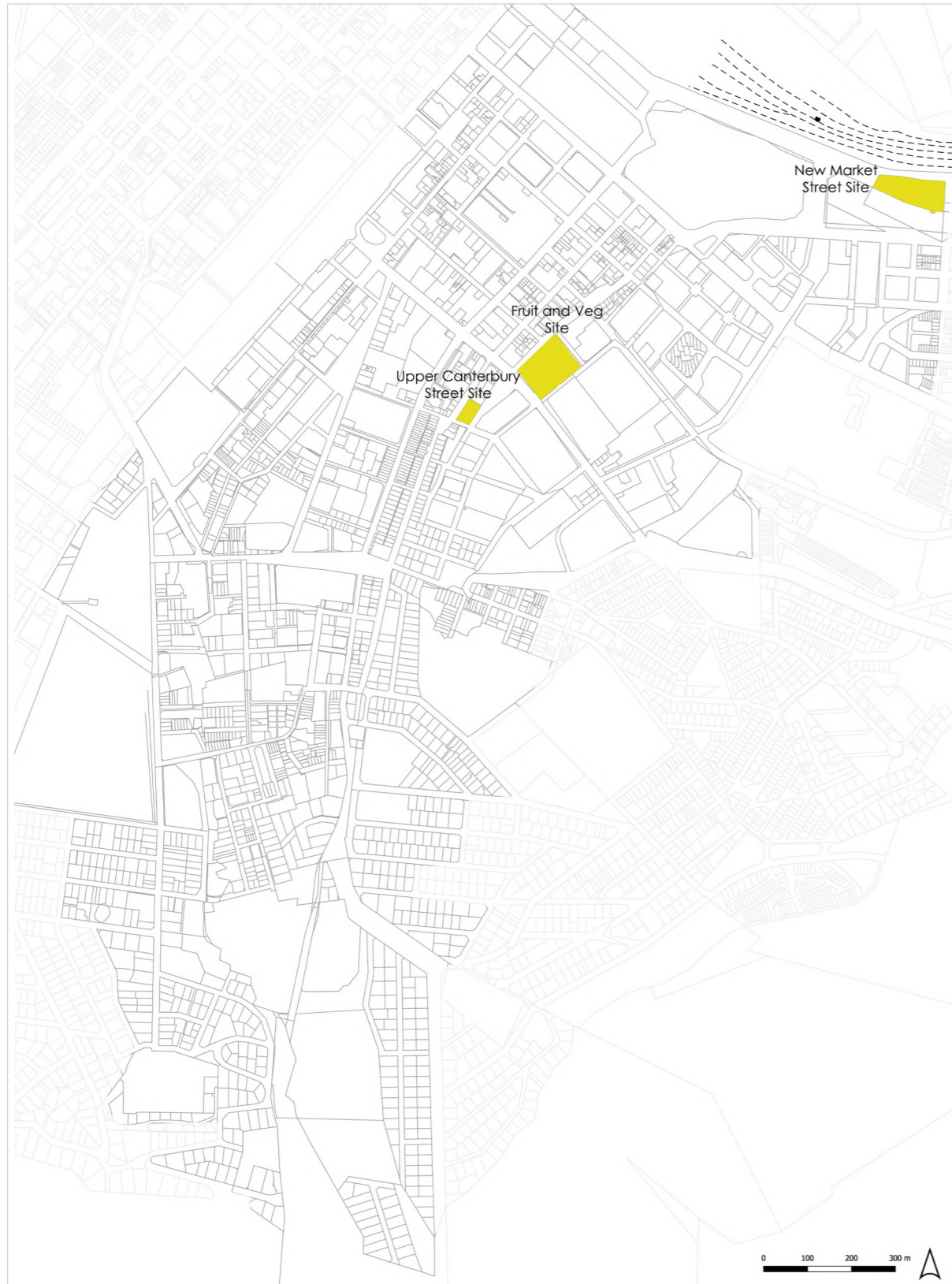
The map above shows the metropolitan open spaces within this precinct. These important public spaces include, Company Gardens, De Waal park, van Riebeeek park, as well as Deer park.

PUBLIC-OWNED, UNDERUTILISED LAND



This map indicates which land within the precinct is publicly-owned. Many of these sites are seen to be utilised for parliament buildings and other state-services such as police stations and health-care, as well as government parking lots. Many of sites are however underutilised and are not developed upon.

EARMARKED SITES FOR INCLUSIONARY HOUSING BY CITY OF CAPE TOWN



Above shows a map indicating that three of the eleven sites earmarked by the city of Cape Town for the development of affordable housing near the inner city are located within this precinct.

DESIGN DEVELOPMENT OF PRECINCT

9.1

INTRODUCTION

The design intervention of this research project argues that public assets, such as public spaces and strategically earmarked public-land, can be leveraged to provide adequate public amenities, good quality housing, as well as to provide greater support to people experiencing homelessness, making the city bowl more equitable and accessible to the most marginalised. Throughout the design development of this precinct, this design intervention is key and is constantly explored and analysed.

9.2 URBAN DESIGN STRATEGIES

1. THE TROLLEY WALK



Walking should be prioritised due to the fact that it is the only mode of transport in which most people, especially people who are homeless, are able to use

2. THE OUTDOOR LIVING ROOMS



The creation of 'smaller' nodes that provide much needed public facilities such as water points, storage facilities, shaded seating and wifi hotspots within park areas where people can come to for daily functions as well as to relax

3. INCLUSIONARY HOUSING



Creating space for the much needed development of high quality inclusionary housing on well-located sites within the precinct

4. THE ECONOMIC AND SERVICE HUB

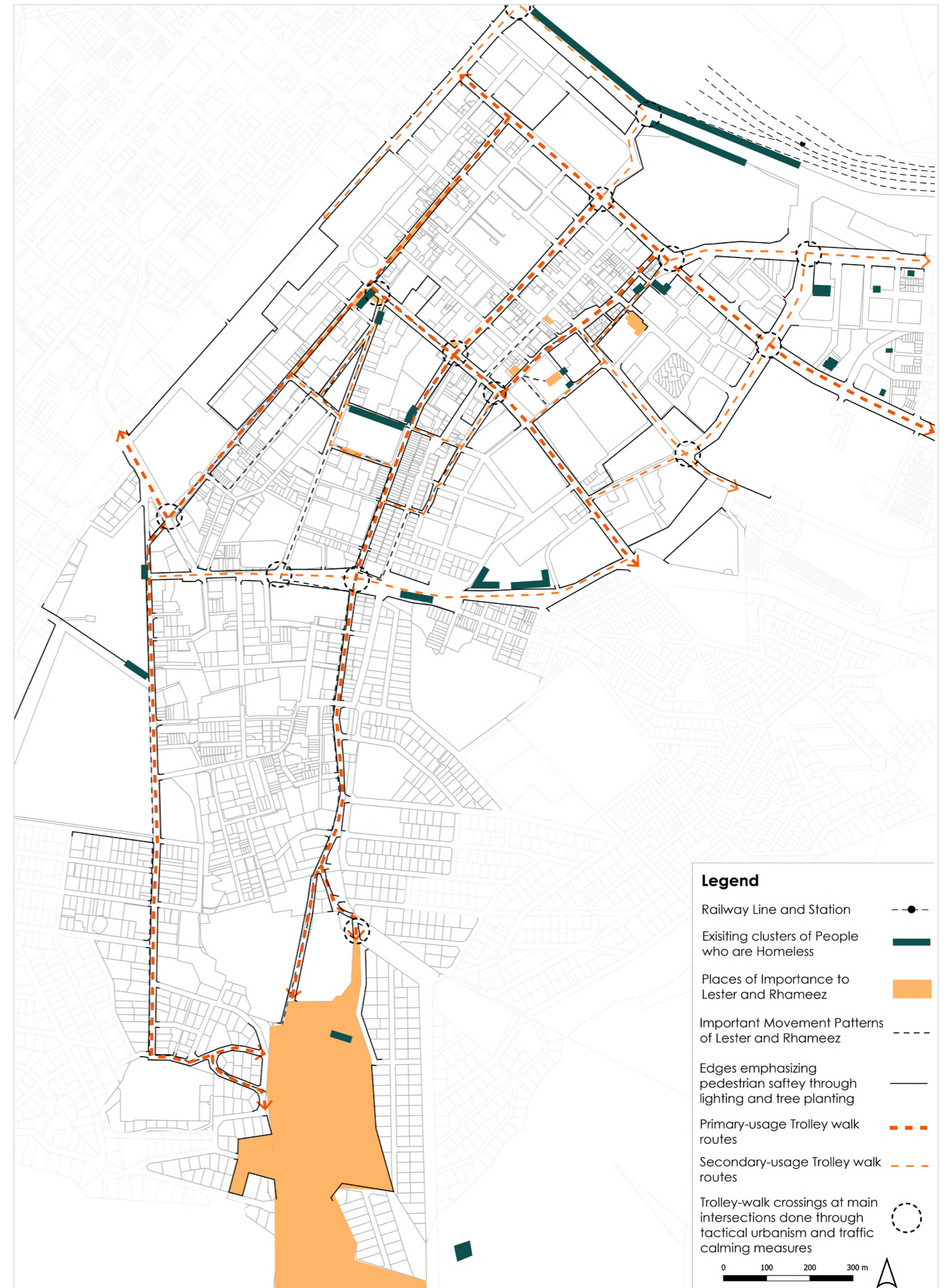


The creation of an anchor node that serves to promote livelihood fostering, inclusionary housing, social work services, as well as public amenities

STRATEGY 1 - THE TROLLEY WALK

This strategy comprises of the creation of key non-motorised transport routes that closely link to important movement pattern and places of importance to people who are homeless. Due to the fact that people who are homeless need to carry their belongings most places they go, these routes seek to aid in making their daily commute more accessible and inclusive. These routes are proposed to be sufficiently wide enough in order for large objects to be carried or rolled along the routes, with key trolley-walk crossings to be made at strategic intersections through traffic calming measures and tactical urbanism design. Additionally, sufficient lighting is proposed in order to improve safety along these routes, dropped/roll-over kerbs, as well as tree planting in order for there to be sufficient shading and shelter from environmental elements. Walking is a fundamental daily activity to those who are homeless and should therefore be prioritised in order to emphasize their right to the city.

This strategy seeks to emphasize walkability as a key mode of transport along these specifically-important routes in order to provide key short term solutions to creating a more accessibly public environment for people who are homeless.



STRATEGY 2 - THE OUTDOOR LIVING ROOMS

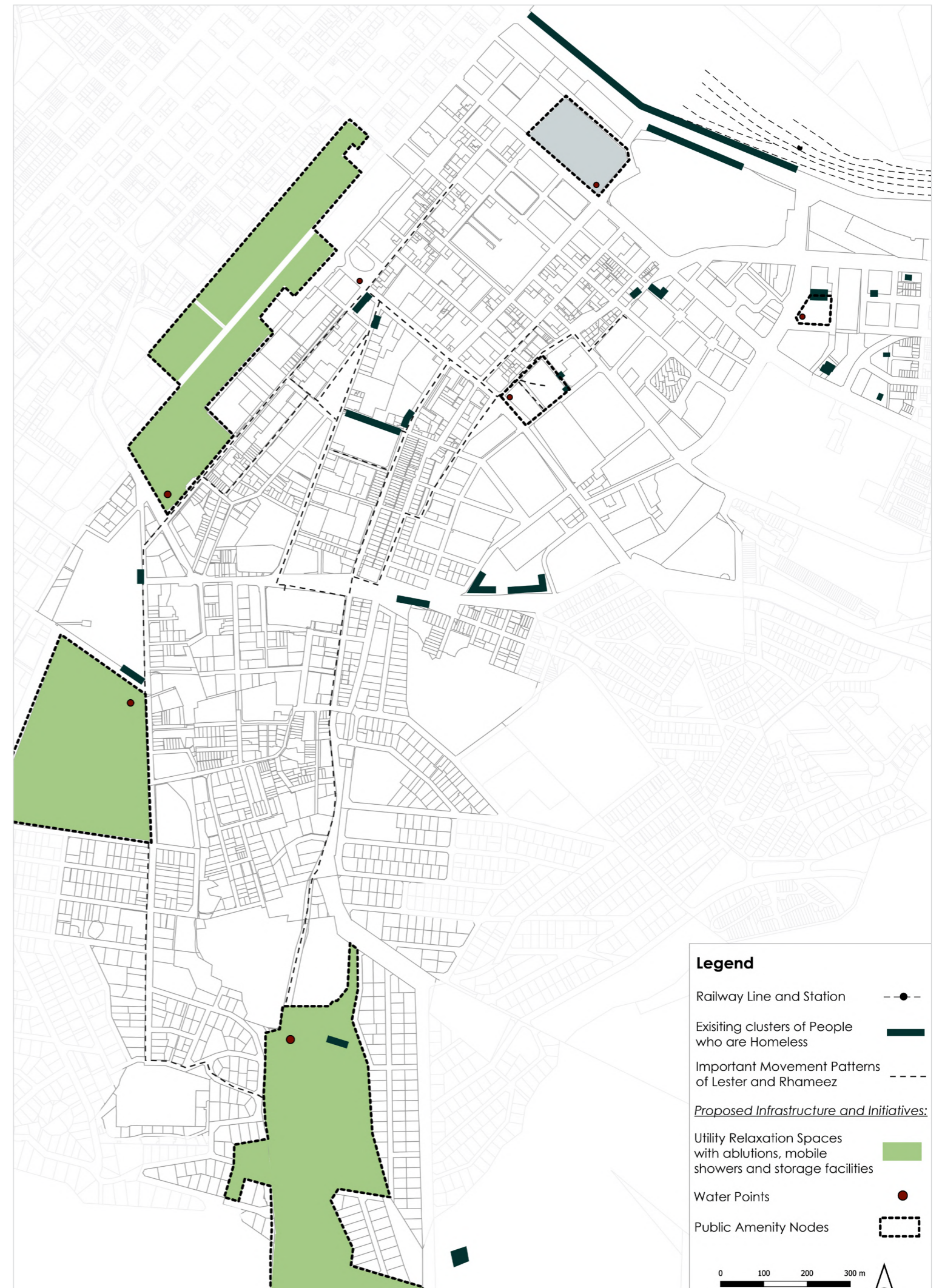
This strategy comprises of the creation of key nodes where important public amenities will be implemented. Such amenities will include, much needed water points, storage and ablution facilities, and accessible shower and hand wash facilities. These nodes will additionally include recycling machines, whereby recyclable waste can be exchanged for either money or vouchers for food at soup kitchens. This is proposed in order to aid in potential stepping-stones in livelihood fostering.

This strategy is specifically named 'Outdoor Living Rooms' as they need to be made to feel welcoming to those who are homeless. These spaces need to emphasise the provision of much needed daily 'functional' activities and should be open for everyone to use.

These 'Living Rooms' must also serve to function as key public outdoor spaces whereby people can come to relax and enjoy. Shaded seating and wifi hot-spot areas will be provided for in order to emphasize comfortable public spaces mixed with important and helpful amenities.

The location of these important living rooms was placed in key existing public parks, such as Company Gardens, De Waal park, van Riebeek park and Deer park due to these spaces being existing spaces where people who are homeless tend to frequent. Additional nodes where also place in underutilised public-owned land where their locations are in close proximity to where clusters of people who are homeless are.

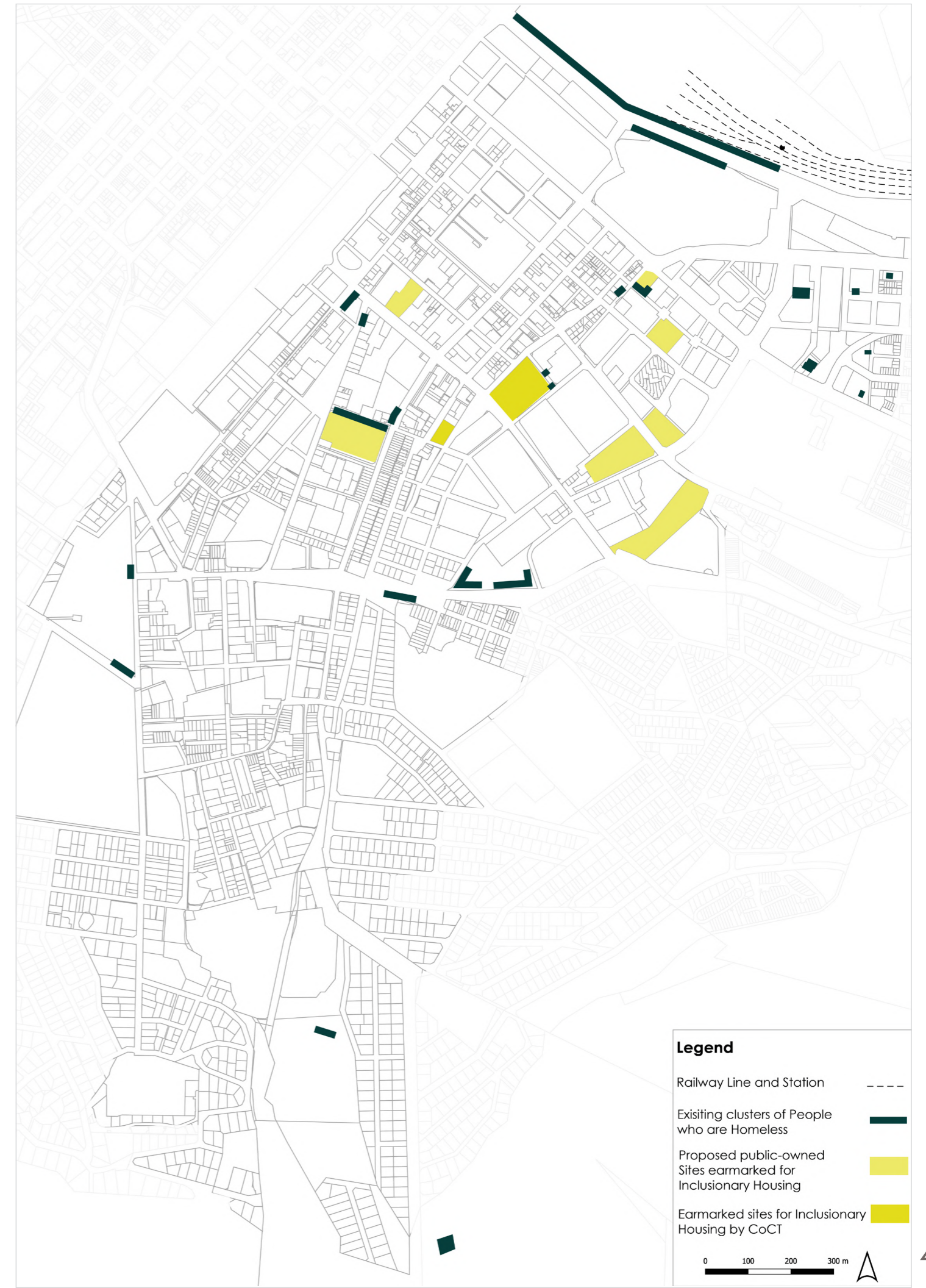
This strategy seeks to provide short-term solutions to create a more inclusive and accessible public environment for people who are homeless before they are able to gain access to longer-term housing solutions.



STRATEGY 3 - INCLUSIONARY HOUSING

This strategy comprises of the development of much needed good quality inclusionary housing on well-located sites identified in the precinct. This strategy seeks to promote longer-term housing solutions for people who are homeless, due to the fact that, as the City of Cape Town by-laws state, people experiencing homelessness cannot legally reside within the public realm.

The identification of these publicly-owned sites, indicated on the map, were strategically chosen due to the fact two of these sites are the sites earmarked by the City of Cape Town for affordable housing. The rest of the sites were selected due to them being underutilised and publicly-owned, as well as the fact that there are currently no buildings developments existing of them, apart from the few that are paved parking lots. The location of these sites were all identified due to their location in relation to where people who are homeless currently reside.



STRATEGY 4 - THE ECONOMIC AND SERVICE HUB

This strategy comprises of the creation of an anchor node, that specifically encompasses economic, social and housing services. This strategy seeks to meet the needs of a wide variety of individuals, specifically emphasising the needs to those who are most marginalised such as people experiencing homelessness.

This anchor node includes services to improve livelihoods, such as a job-help center, skills development (workshop) facilities, as well as market and trade areas. Other important services include social work facilities, public amenities such as water points, ablutions, storage facilities.

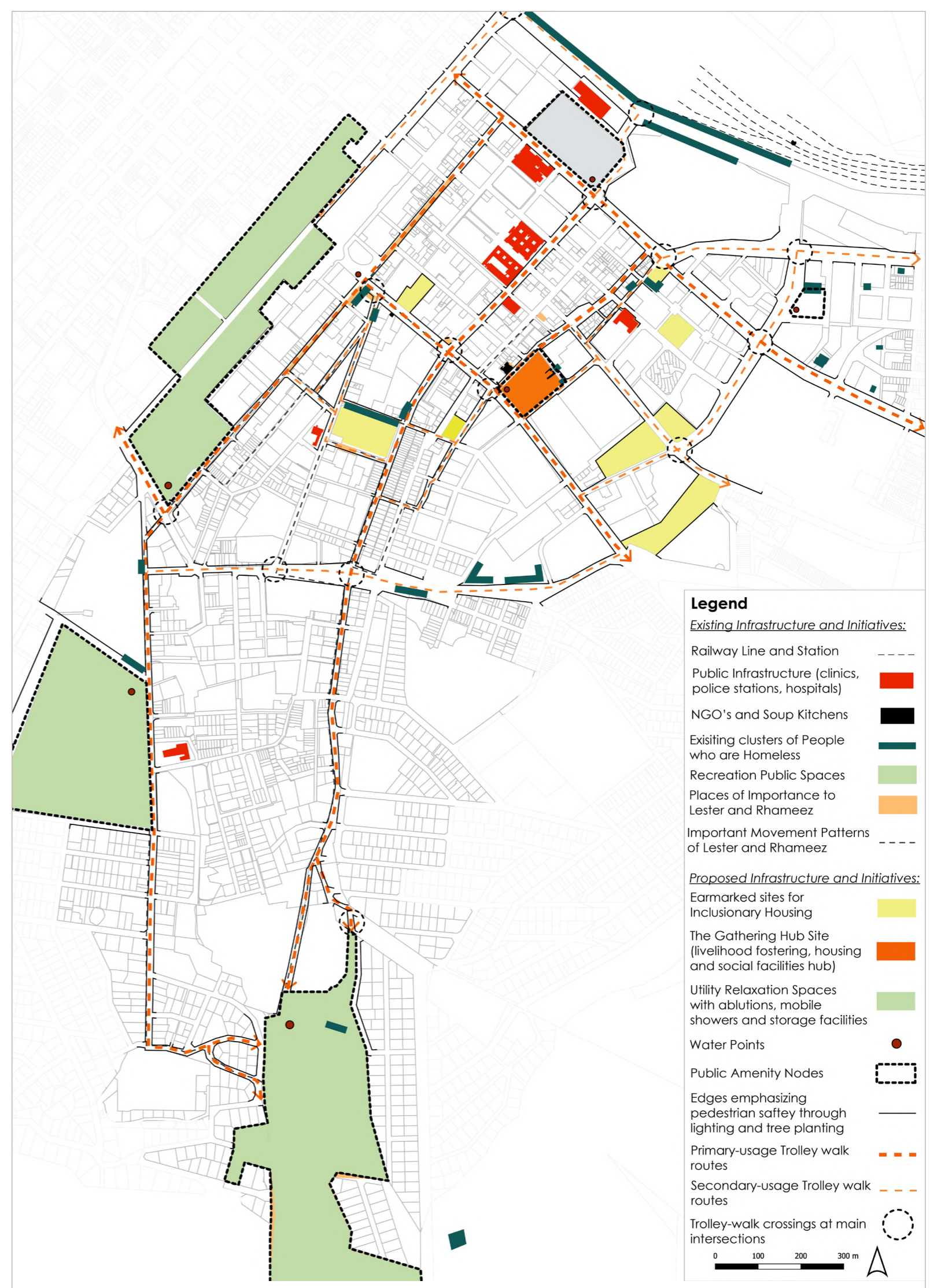
This strategy seeks to provide an anchor point for people who are homeless within this precinct, to be able to access much needed, short and long-term economic, social and housing services.



9.3

URBAN DESIGN FRAMEWORK

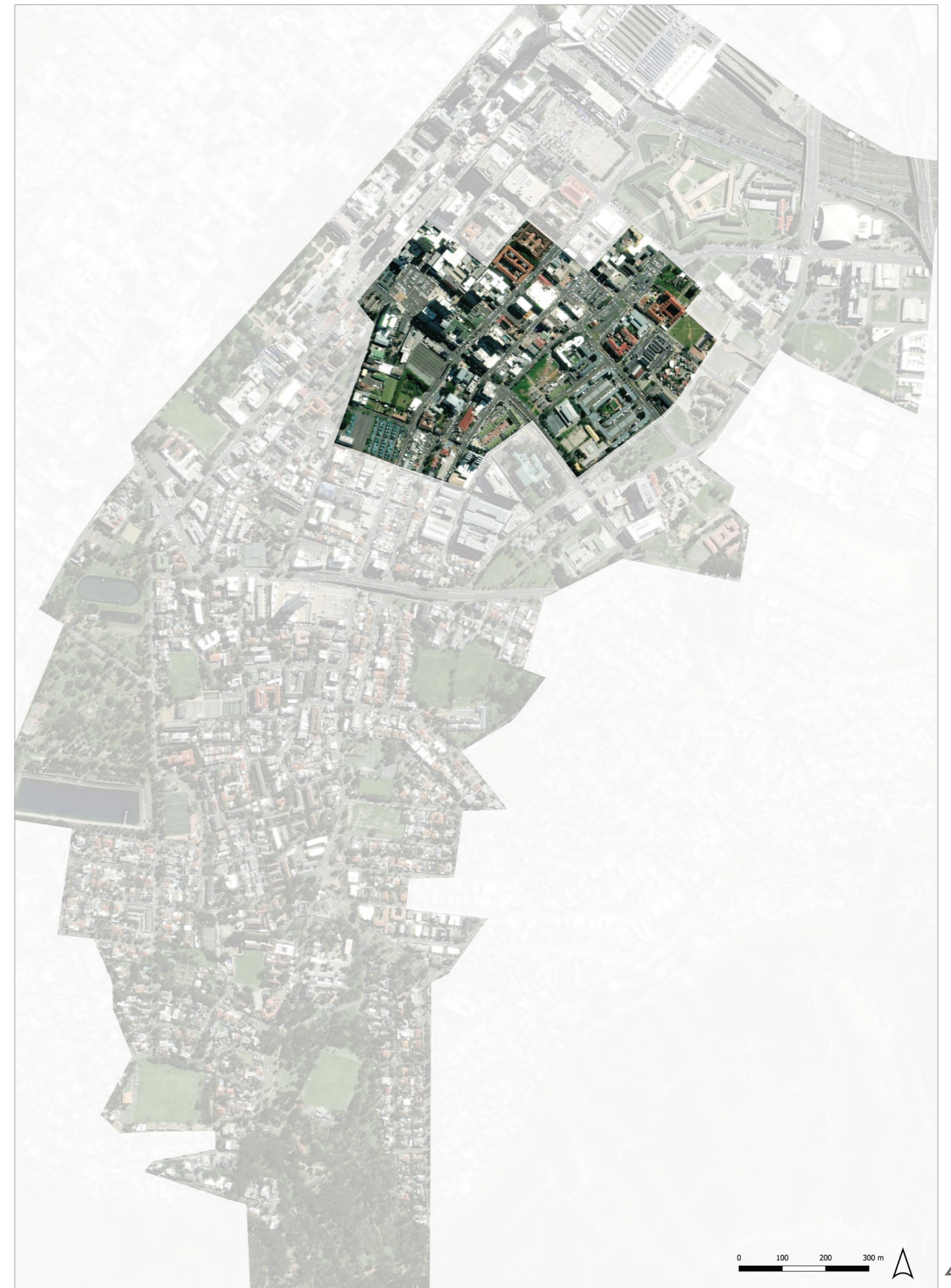
This Urban Design Framework seeks to visually spatialise all four strategies, together with additional places of importance within this precinct. This framework seeks to inform and guide development through short and long-term strategies, to create a more inclusive city bowl that promotes people who are homeless's right to the city.



9.4

FOCUS AREA FOR FURTHER DESIGN DEVELOPMENT AT A NEIGHBOURHOOD SCALE

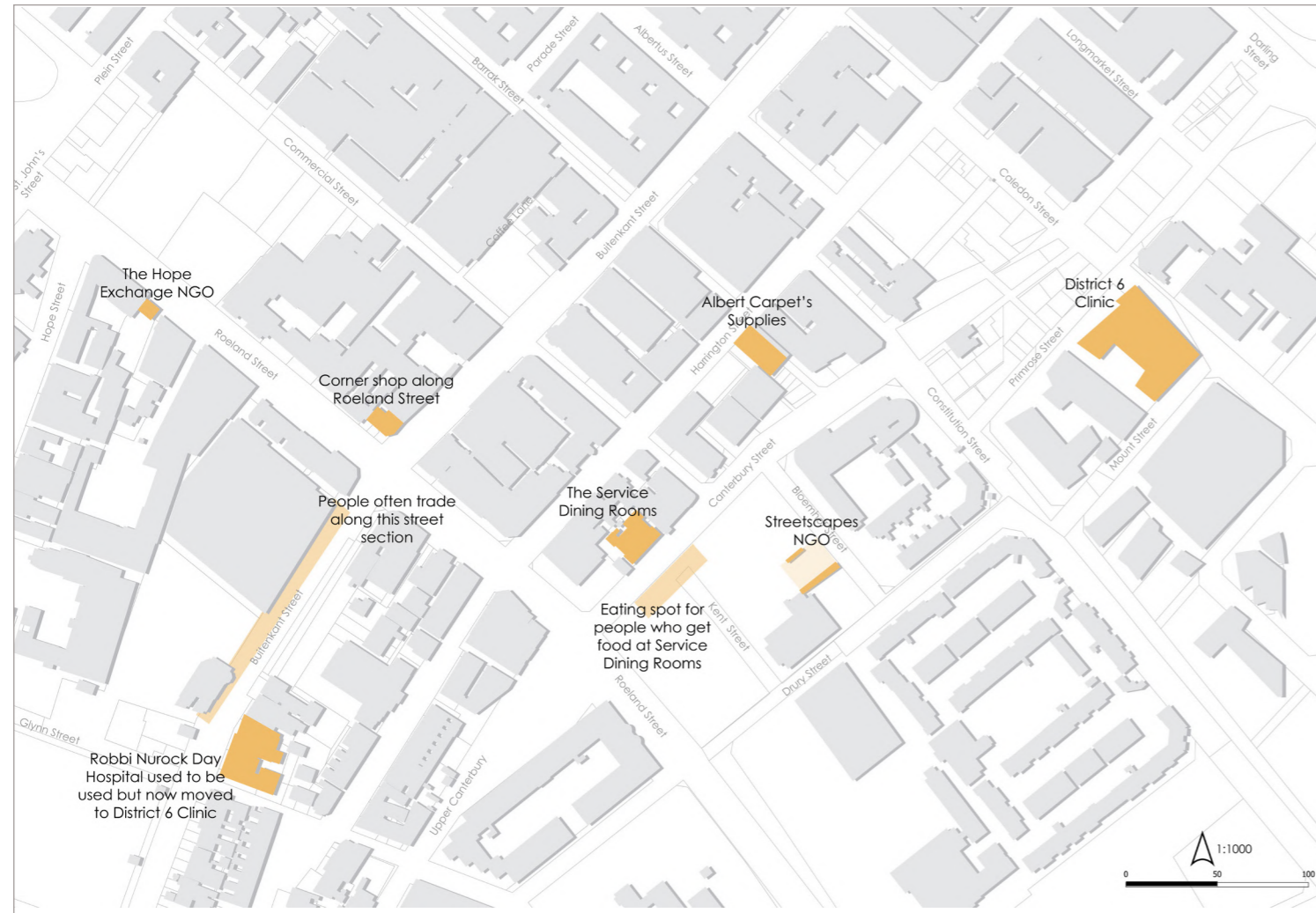
At a more detailed scale, the developed urban design strategies will be applied to the focus area neighbourhood, which lies in the Zonnebloem area, of the precinct. This neighbourhood was identified due to numerous cluster's of people who are homeless residing within this area, as well as the prevalence of spaces of importance to people who are homeless, such as public infrastructure, as well as key NGO's and soup kitchens.



9.5

CONTEXTUAL ANALYSIS AT FOCUS AREA SCALE

IMPORTANT SPACES FOR PEOPLE WHO ARE HOMELESS



EXISTING LAND PARCELS, BUILDING FOOTPRINTS AND VEGETATION



The map above highlights the key spaces of importance within the neighbourhood, to Rhameez and Lester, as well as other people who are homeless, where a clear clustering of opportunity was seen in this area.

Map showing the existing land parcels, building footprints and vegetation within the neighbourhood. These were analysed to see what is existing within the area.

UNDERUTILISED PUBLIC LAND



Map showing the sites which are public-owned and underutilised. A number of these sites are currently being used as parking lots and majority of these sites do not have buildings on them.

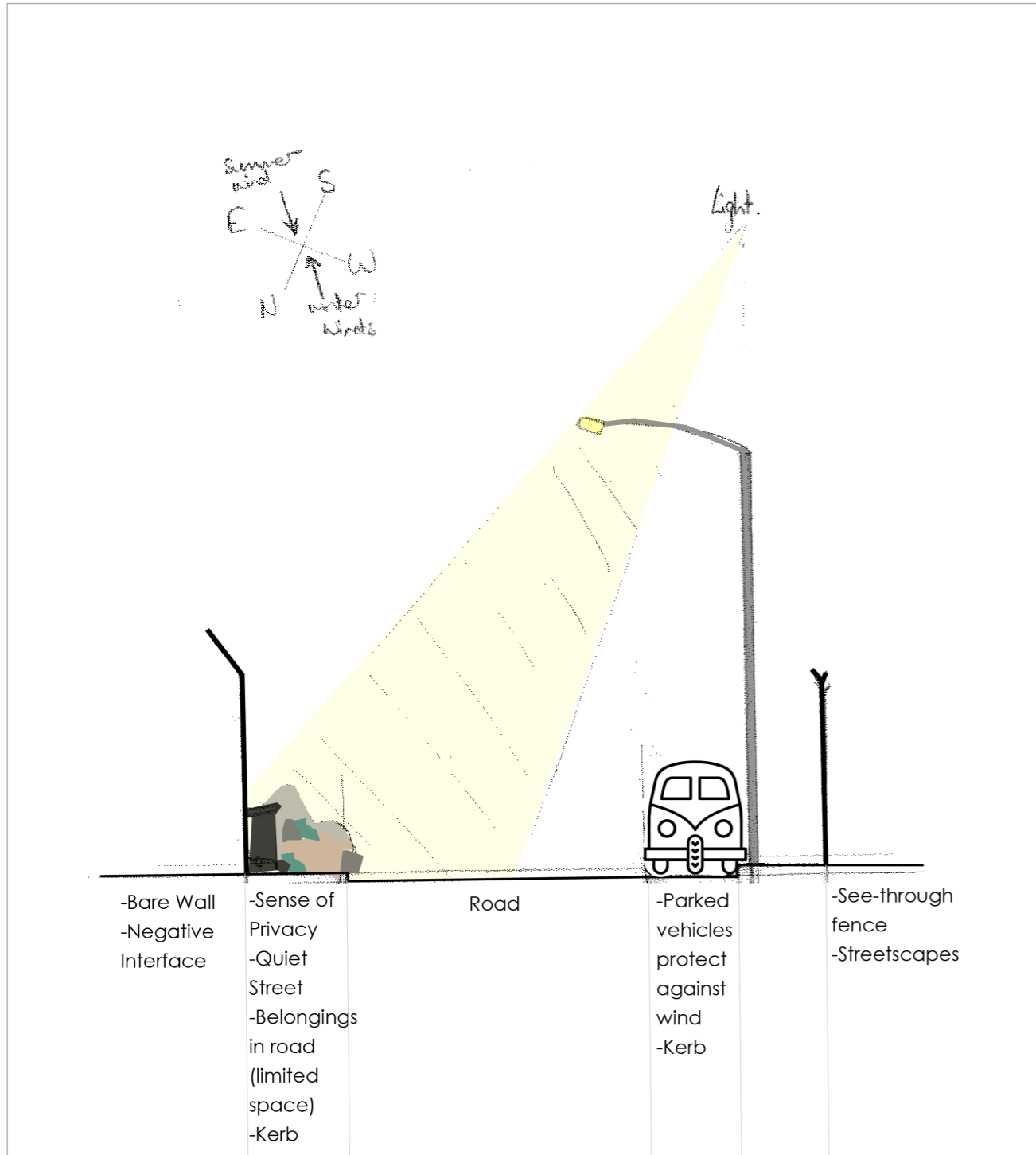
SITES EAMARKED BY CITY OF CAPE TOWN FOR INCLUSIONARY HOUSING



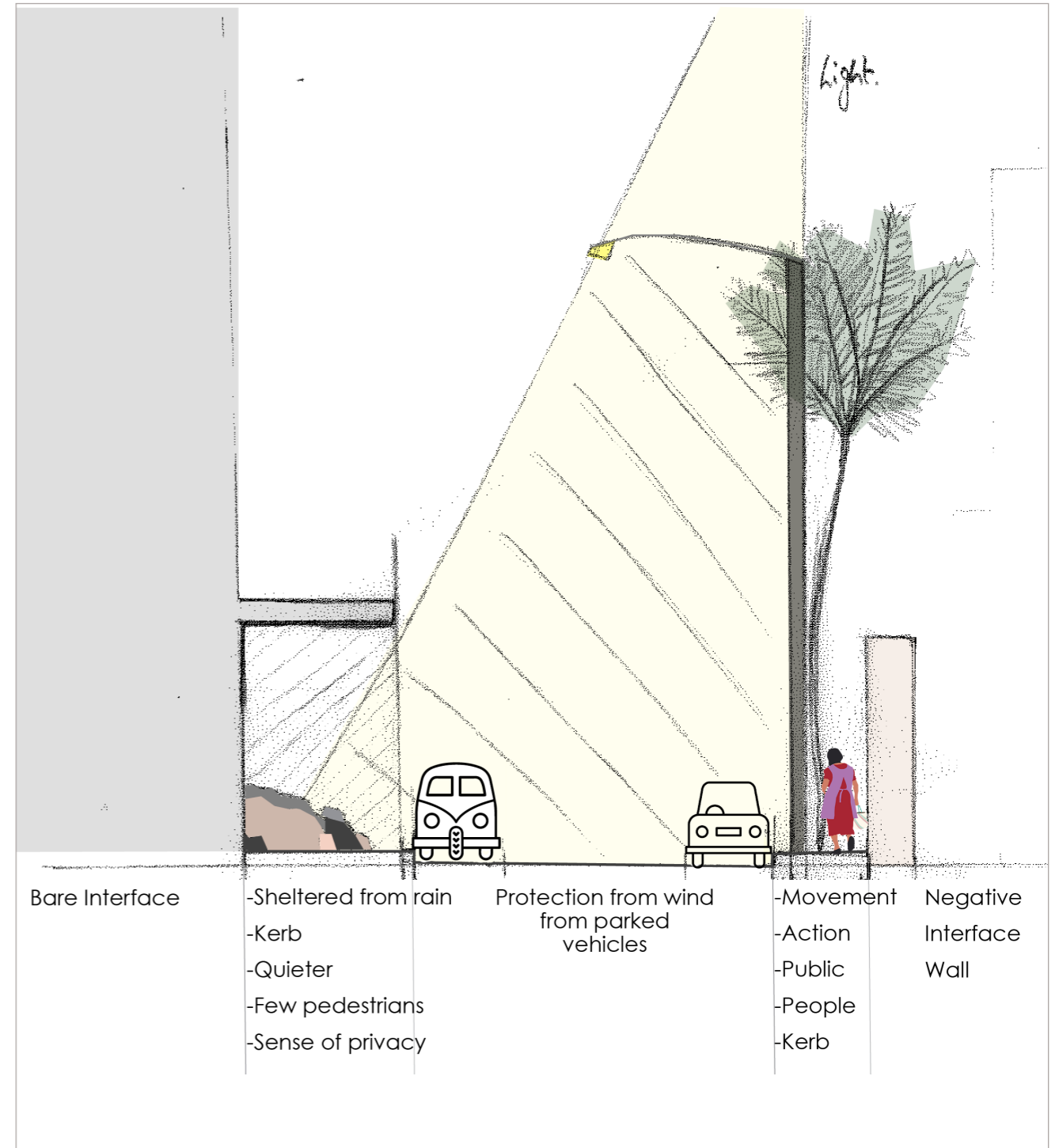
Two or the eleven earmarked sites by the City of Cape Town, for the development of inclusionary housing are located within the focus area. These sites are namely, the Upper Canterbury site and the Fruit and Veg site.

SECTION ANALYSIS OF WHERE PEOPLE WHO ARE HOMELESS OCCUPY SPACE WITHIN THE FOCUS AREA

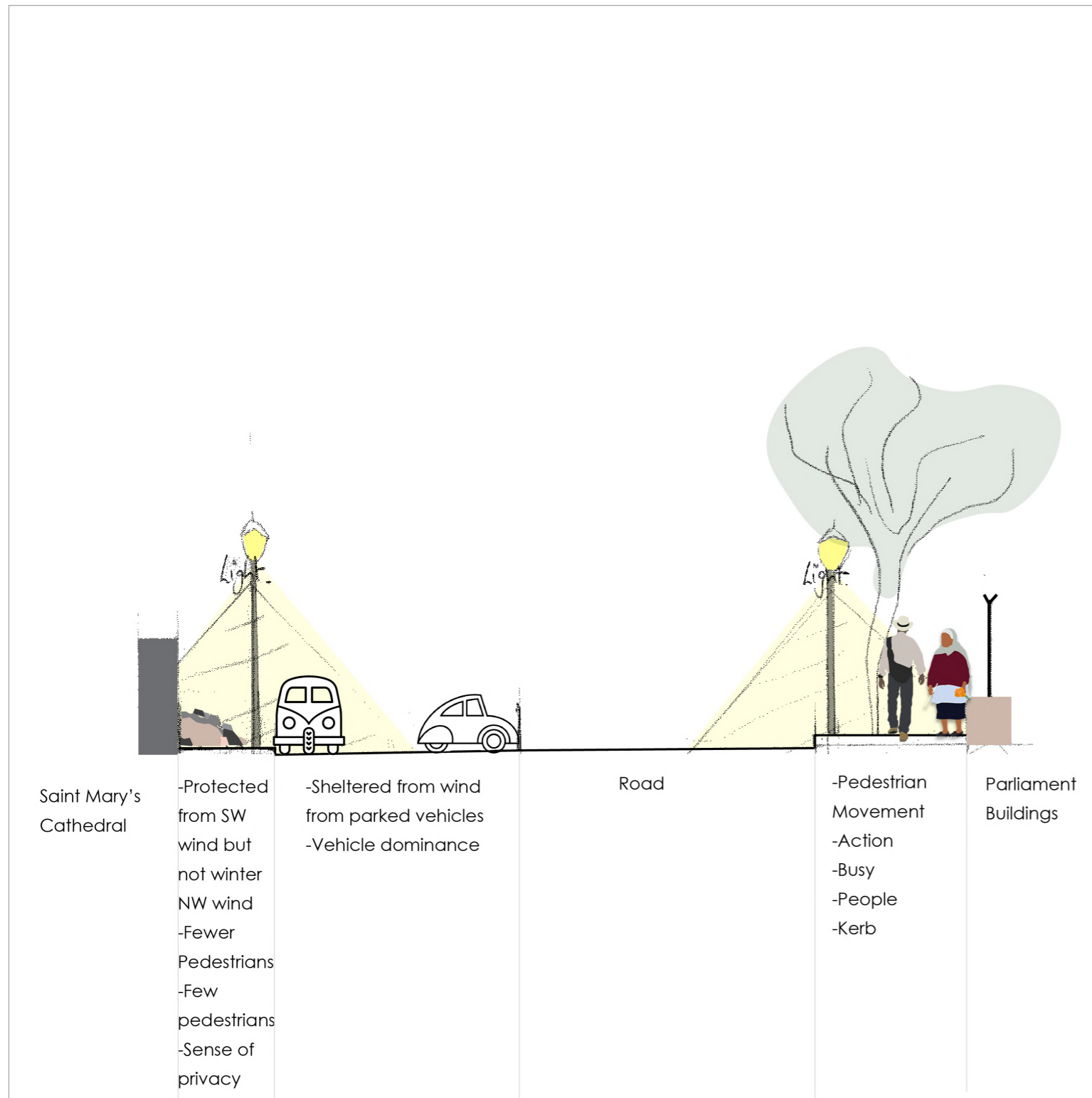
BLOEMHOF STREET



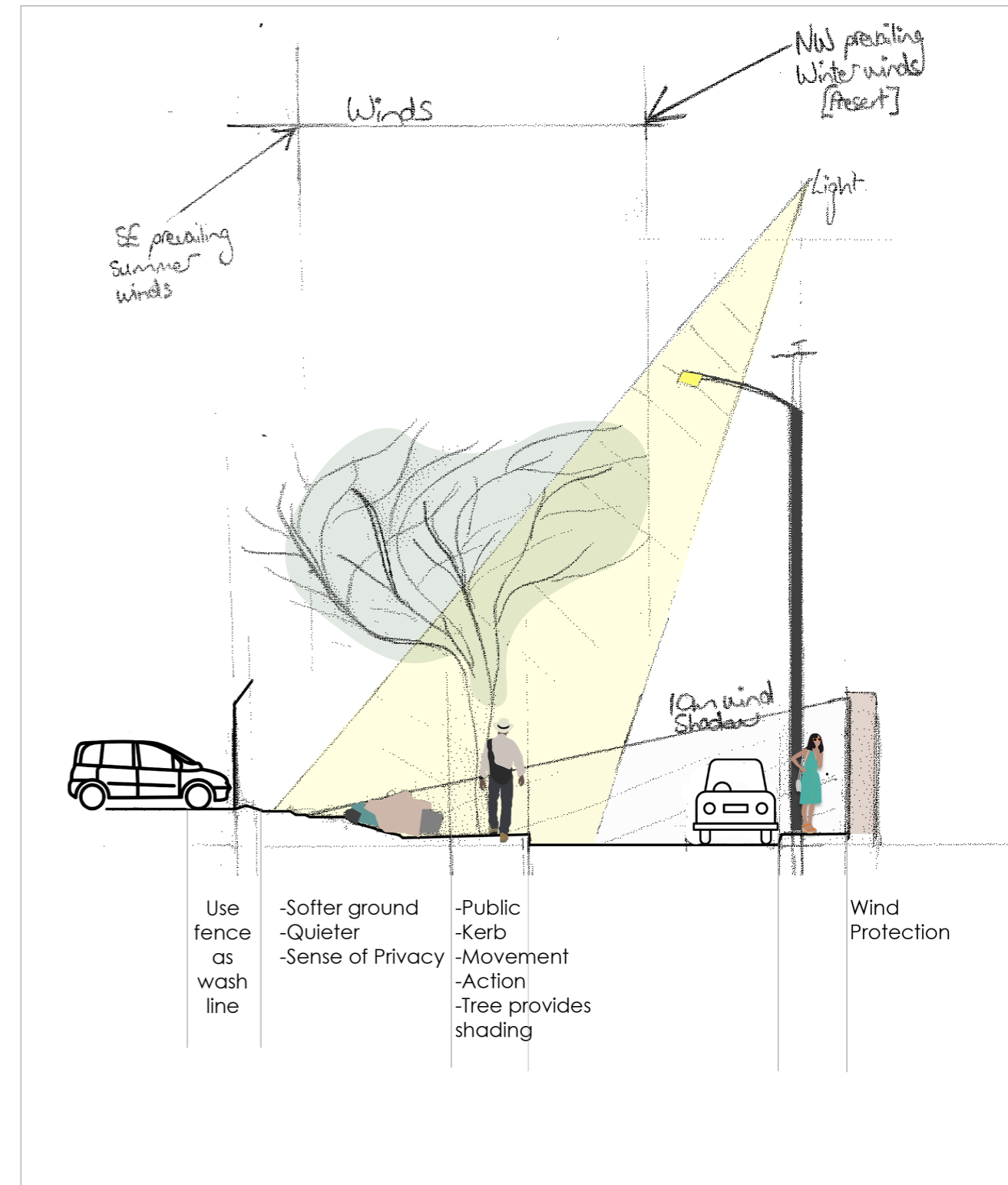
HOPE STREET



ST. JOHN'S STREET [SAINT MARY'S CATHEDRAL]



GLYNN STREET



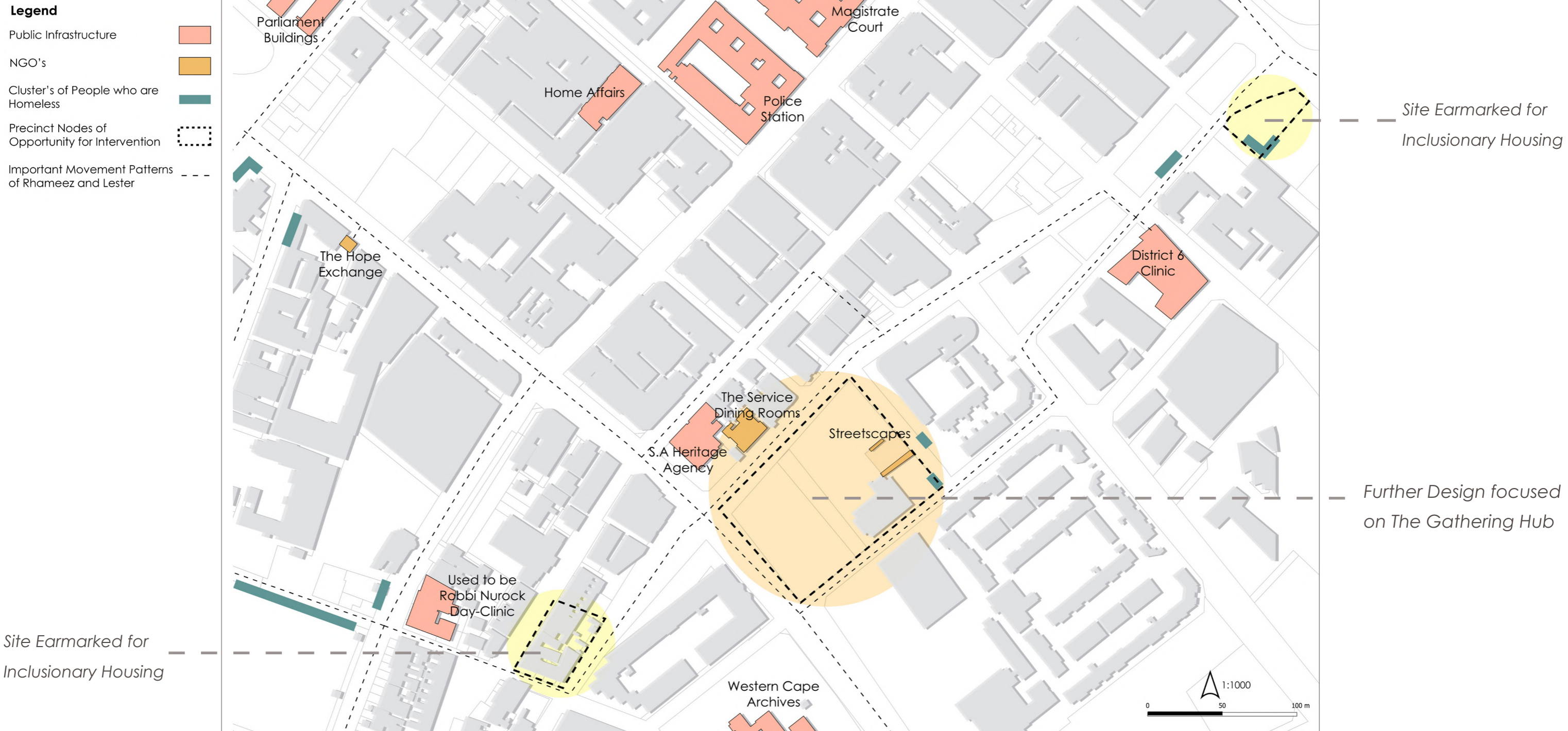
9.7

KEY THEMES AND PRINCIPLES THAT EMERGED FROM THE SECTION-ANALYSIS

Important principles emerged from the section analysis of where people who are homeless occupy space, and are as follows: the importance of having a sense of privacy, the need for public amenities, the importance of accessibility, as well as the importance of environmental shelter from wind, rain and sun.

9.8

OPPORTUNITIES MAP IN THE PRECINCT FOCUS AREA



DETAILED ANALYSIS OF THE GATHERING HUB

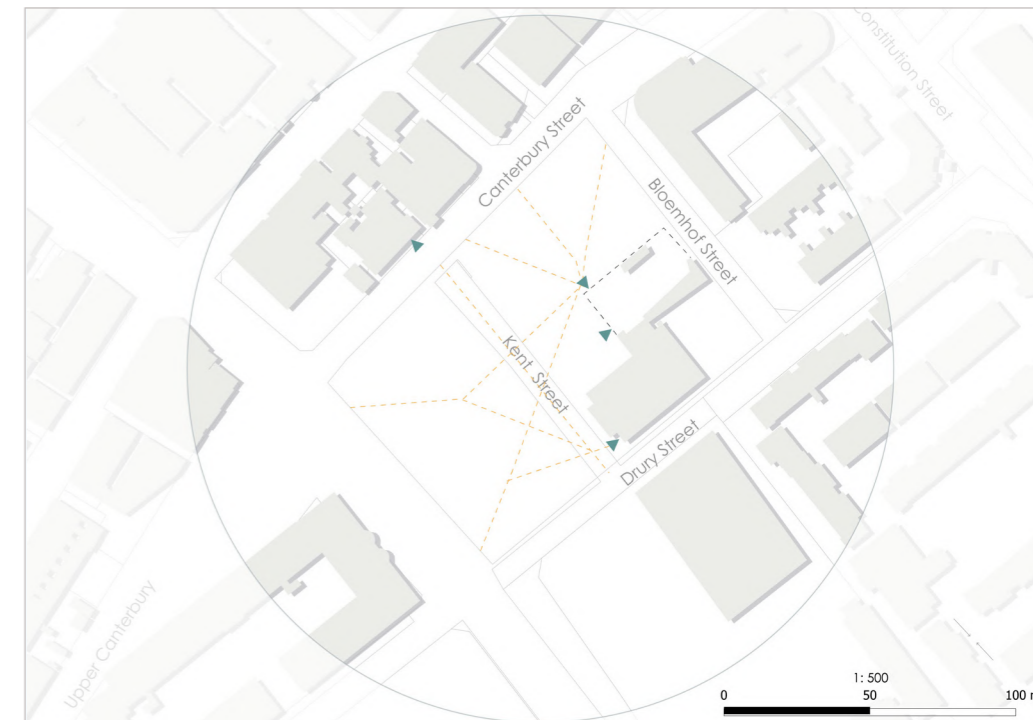
EDGES, LAND PARCELS AND VEGETATION



EXISTING ACTIVITIES



DESIRE LINES AND EXISTING ENTRANCES



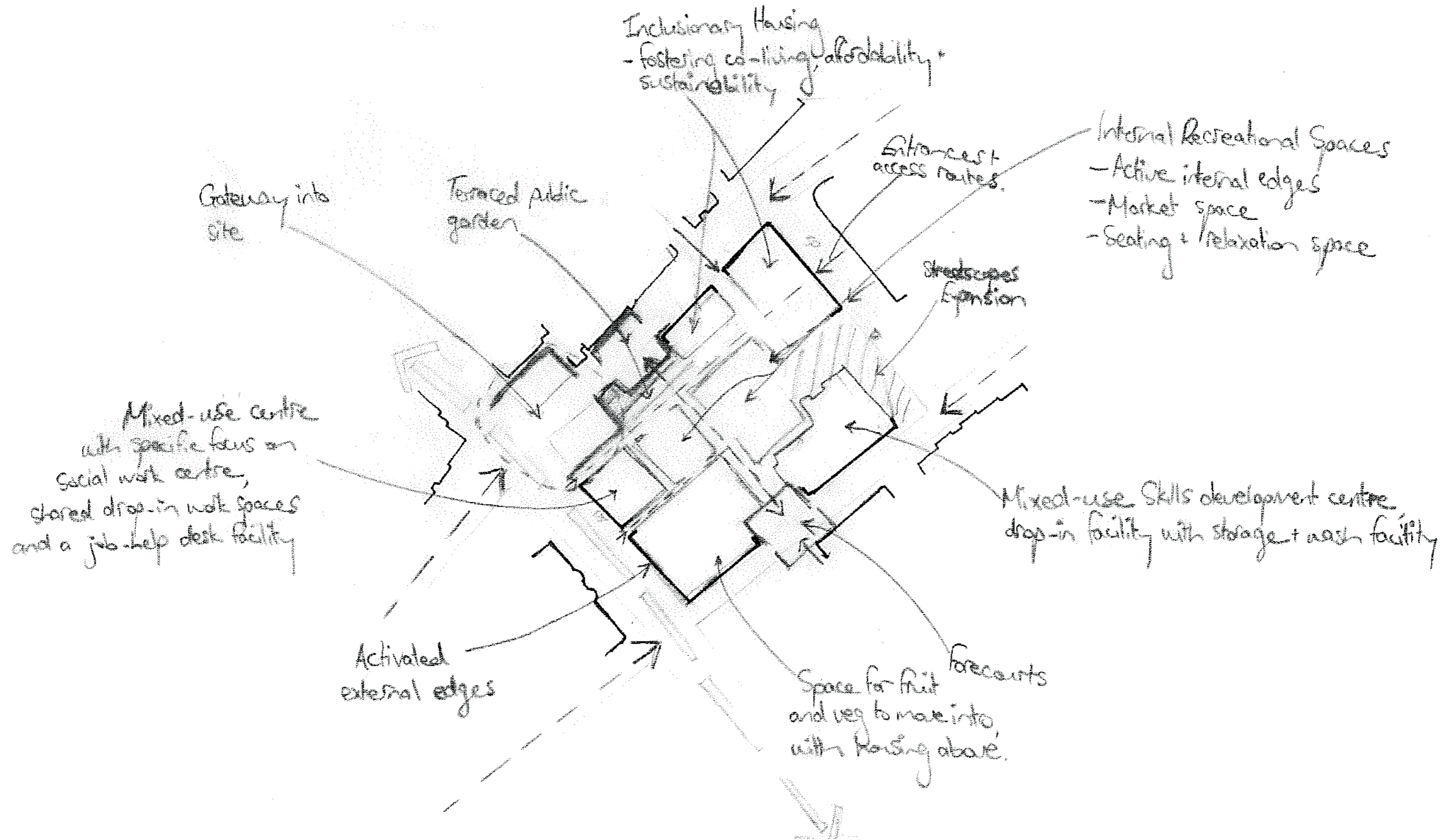
CONTOURS



VIEWS AND PREVAILING WIND DIRECTION



ROUGH CONCEPT DESIGN FOR THE GATHERING HUB



DESIGN PLAN FOR THE GATHERING HUB



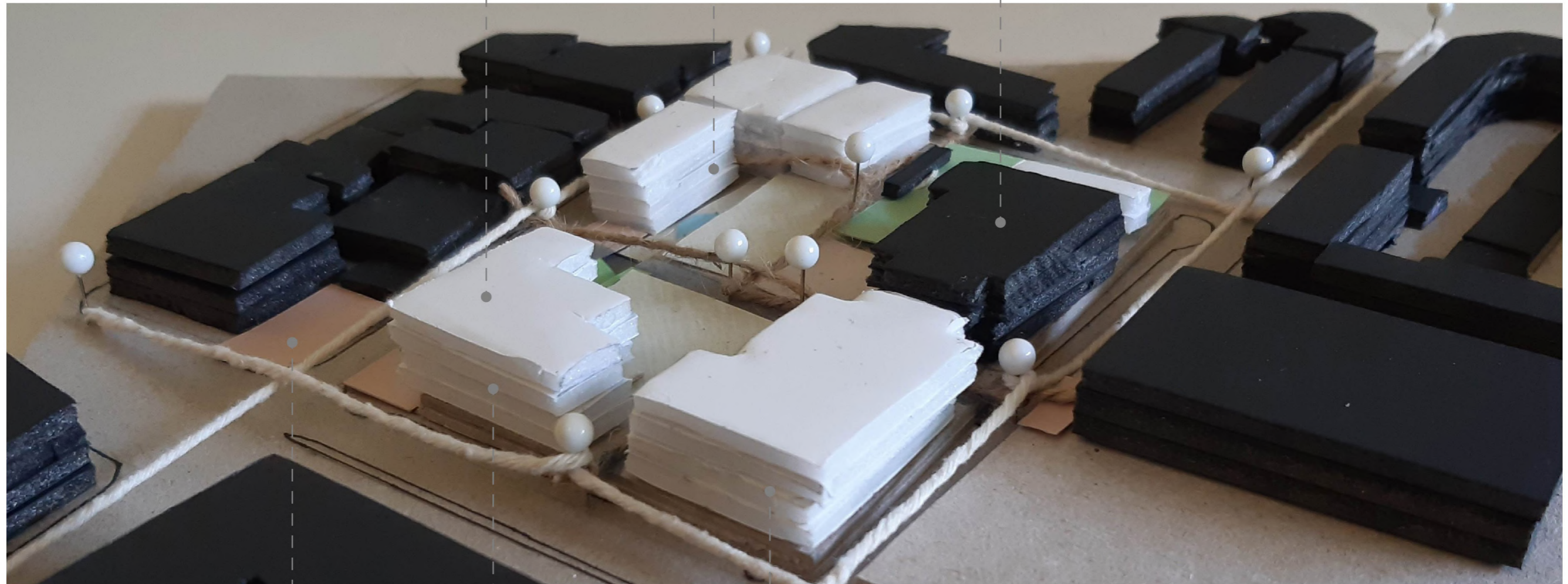
BUILDING MODEL OF THE GATHERING HUB

Understanding what buildings heights could work best in the site

Keeping in mind thresholds for space creation for people who are homeless

Internal edges needing to be emphasize more intimate public space and edge activation

Better feel for scale of site



Understanding the scale of gateway into the site

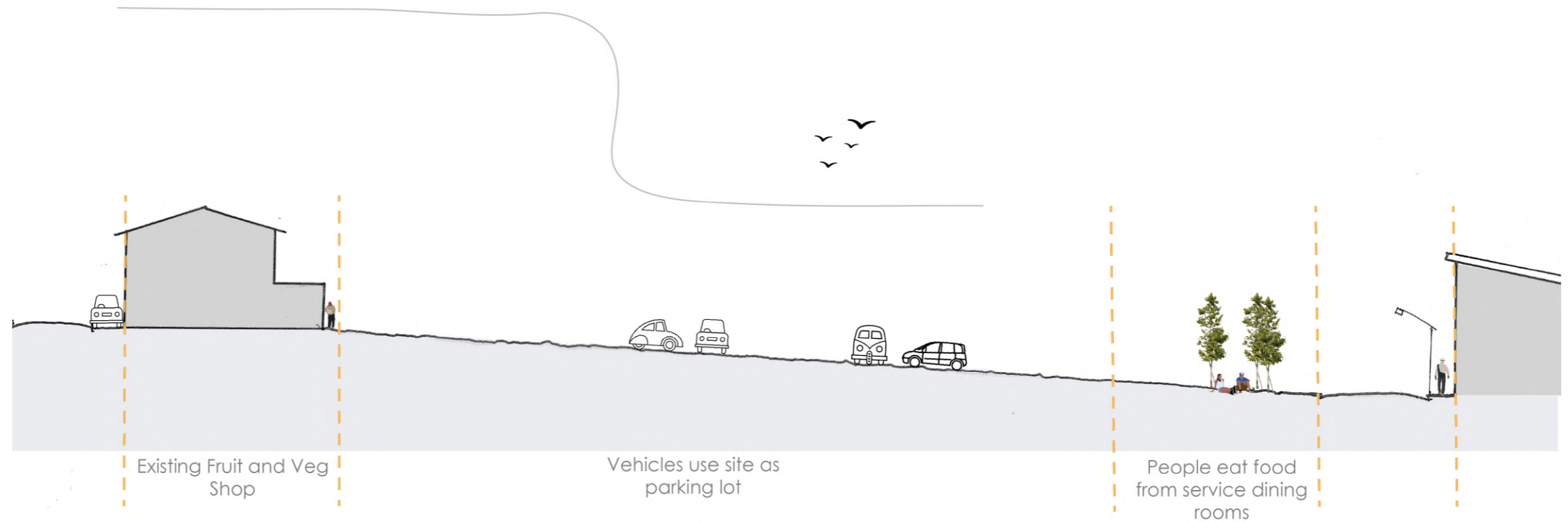
Understanding the cost implications of building above four storey's

External edges needing to be as welcoming to pedestrians as possible

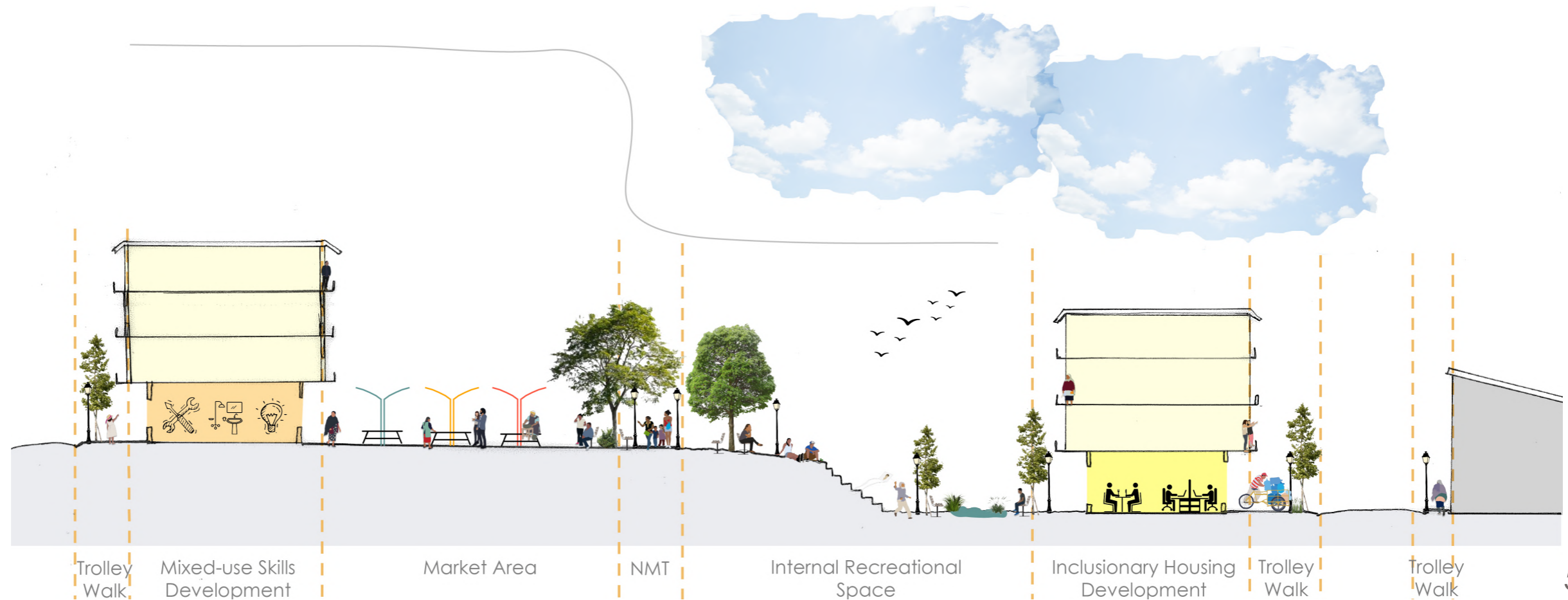
9.13

SECTION FROM SKILLS DEVELOPMENT CENTRE TO INCLUSIONARY COLIVING HOUSING

EXISTING
CONDITIONS:



PROPOSED
CONDITIONS:



9.14

SECTION THROUGH EXISTING ROELAND SQUARE INTO NEW FRUIT AND VEG BUILDING

EXISTING
CONDITIONS:

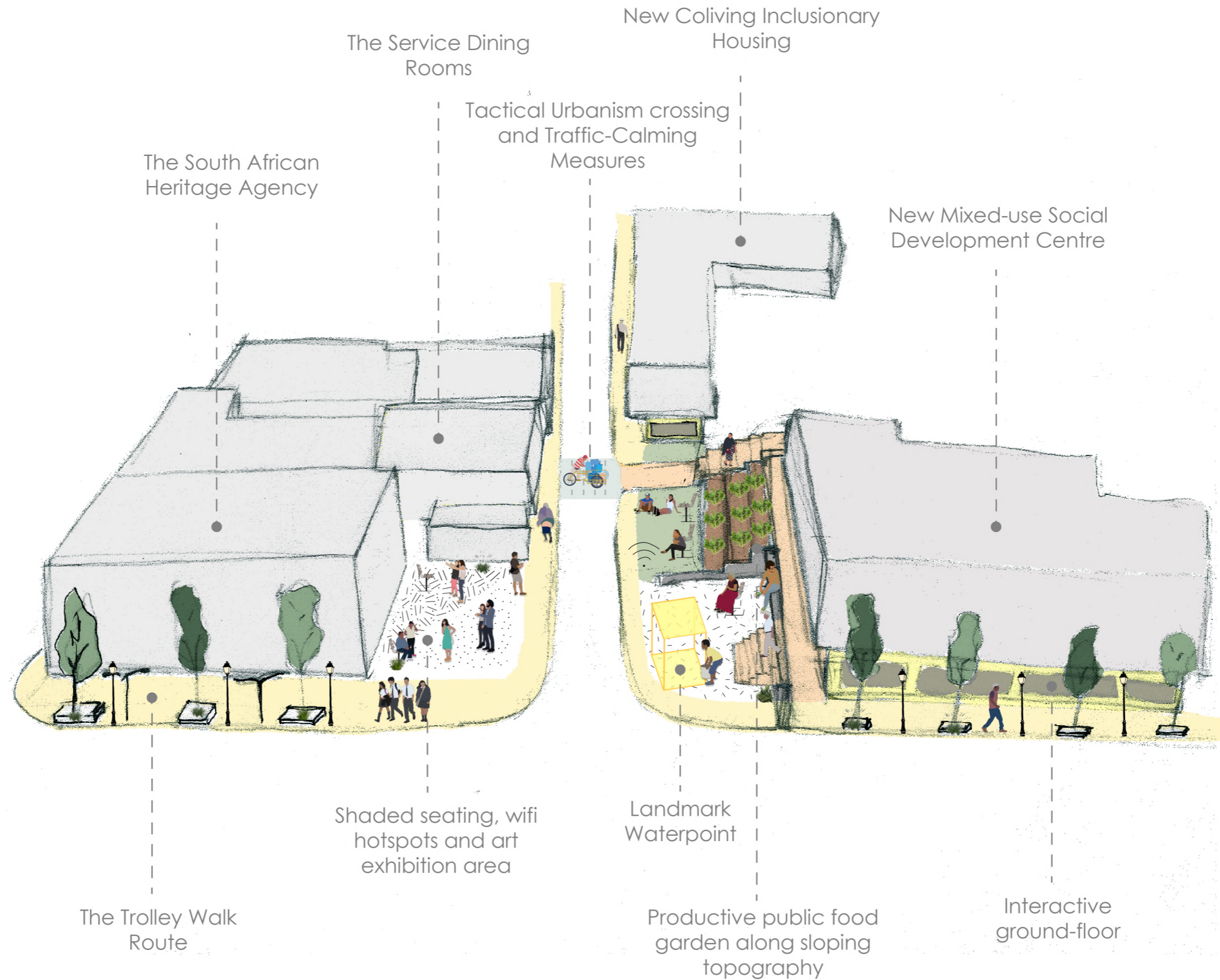


PROPOSED
CONDITIONS:

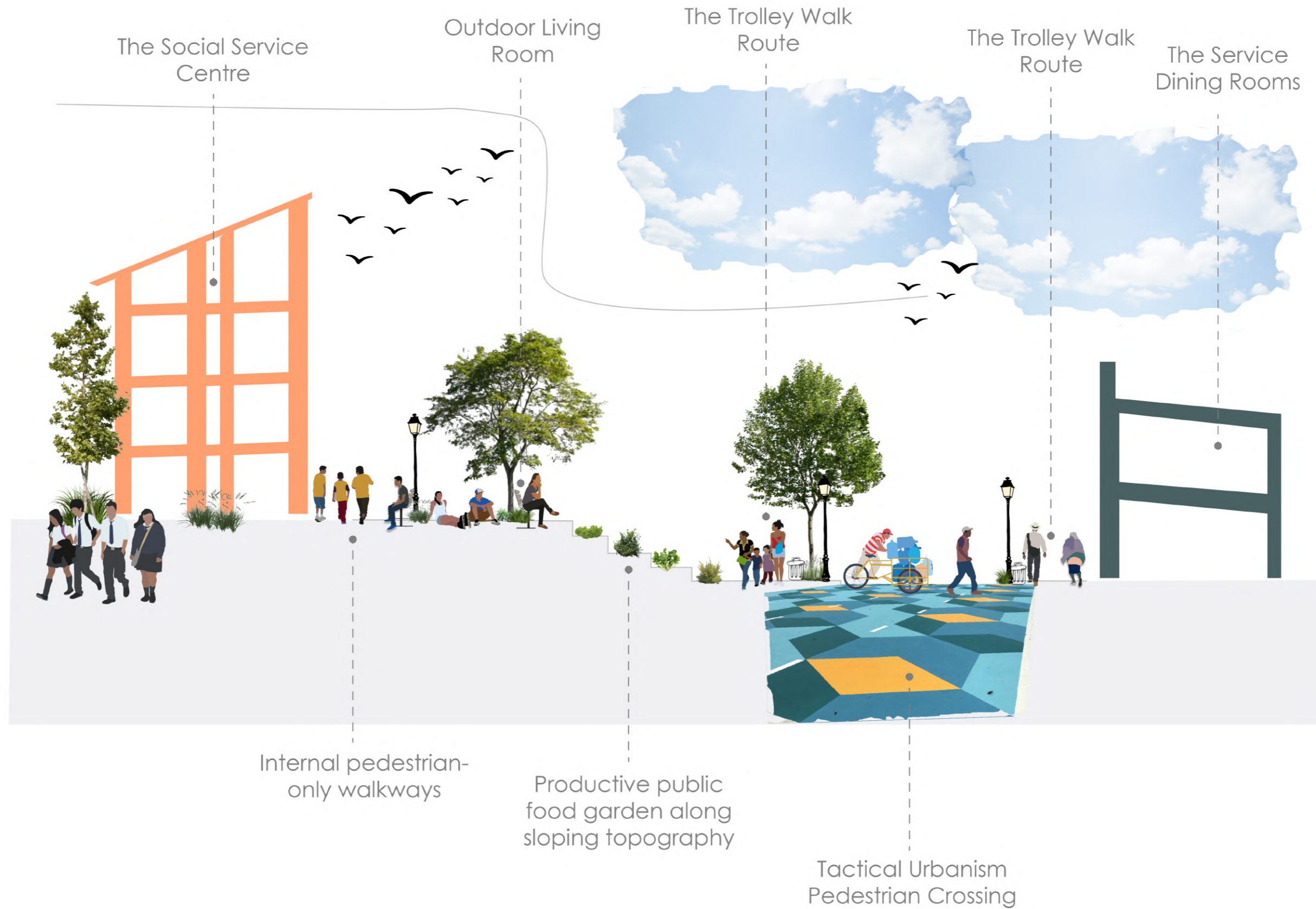


9.15

THREE-DIMENSIONAL DRAWING OF THE GATEWAY INTO THE GATHERING HUB

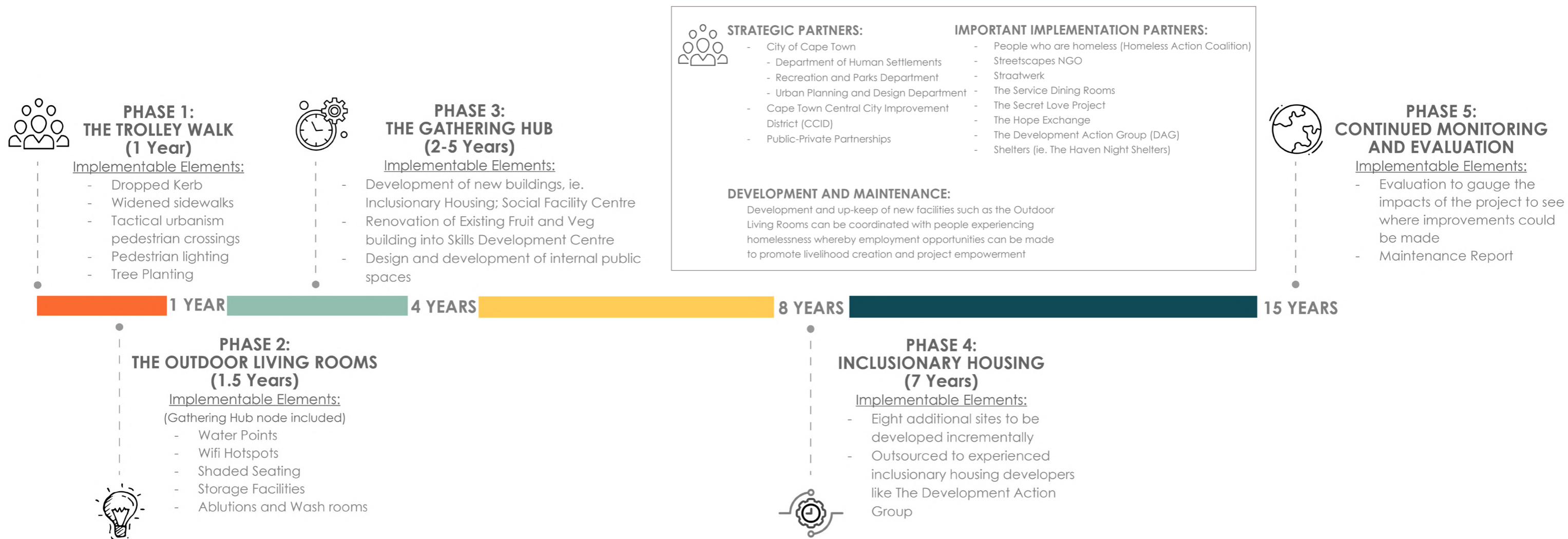


THREE-DIMENSIONAL PERSPECTIVE COLLAGE OF THE GATHERING HUB



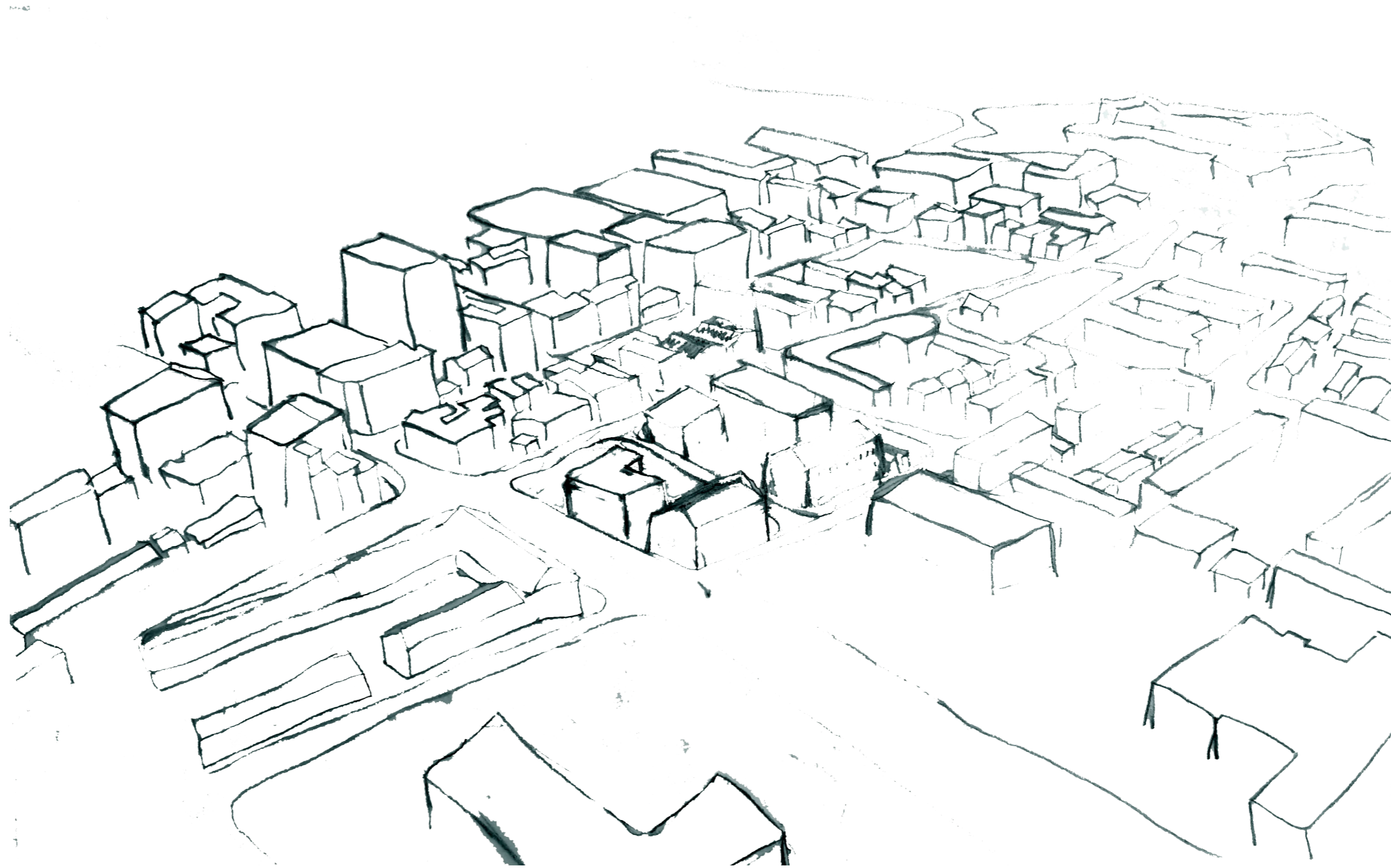
IMPLEMENTATION FRAMEWORK

PHASED AND INCREMENTAL APPROACH



9.19

BIRDS-EYE VIEW OF PRECINCT



10

CONCLUSION

The topic of homelessness is one that is extremely complex and highly nuanced. In order to better understand these dynamics, key interviews with NGO's and two people who are/were homeless were conducted. Through this research the need for more accurate data on people experiencing homelessness was identified and would be worthwhile for future studies. Moreover, these interviews gave great insight into this research project, and formed the basis from which key short and long-term solutions were developed which seek to transform the city bowl of Cape Town into a space that gives people who are homeless their right to the city.

Key strategies as to how public assets can be leveraged in order to provide long and short-term spatial design interventions were developed in order to create a more equitable city bowl, that gives people who are homeless' their right to the city. Key to this was the identification of strategically earmarked areas in order to provide adequate sustainable and affordable long-term inclusionary housing solutions that will be holistic to the needs to people experiencing homelessness. Secondly, key public amenity nodes were identified in order to provide better short-term support for those experiencing homelessness through more accessible utility amenities, that includes, storage facilities, accessible ablutions and washrooms, wifi hot-spots, and water points.

In addition to this, was the findings of the importance of livelihood fostering, and so a large emphasis was placed on promoting skills development through the creation of workshop and skills development spaces, market and trade space, wifi points, shared workspaces, as well as job-help desks.

Linked very closely to these interventions, was the importance of social facilities to help people who are homeless, from a multitude of backgrounds, with mental and physical health in the form of social-work facilities and centers. And lastly, the importance of movement was identified through the information gained from Rhameez and Lester, and the Trolley Walk strategy was developed. This strategy is vital as it aims to promote accessibility in the city bowl to those who are homeless through the promotion of walkability with wide-enough sidewalks, inclusive lighting, tree planting and accessible kerbs to aid in the transportation of belongings that people who are homeless might have. Furthermore, the design development of this research project focused on the Gathering Hub site, and concentrated on holistically applying these strategies to it, as best as possible.

To conclude, the spatial design strategies and interventions put forward in this research project, seek to give people experiencing homelessness their right to the city bowl of Cape Town. This can be done by leveraging public assets in order to provide long and short-term support to those experiencing homelessness, in order to make the city bowl more equitable to the most marginalised.

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ETHICS APPLICATION FORM

Application for Approval of Ethics in Research (EIR) Projects
Faculty of Engineering and the Built Environment, University of Cape Town

ETHICS APPLICATION FORM


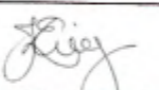

Please Note:

Any person planning to undertake research in the Faculty of Engineering and the Built Environment (EBE) at the University of Cape Town is required to complete this form before collecting or analysing data. The objective of submitting this application prior to embarking on research is to ensure that the highest ethical standards in research, conducted under the auspices of the EBE Faculty, are met. Please ensure that you have read, and understood the EBE Ethics in Research Handbook (available from the UCT EBE, Research Ethics website) prior to completing this application form: <http://www.ebe.uct.ac.za/ebe/research/ethics1>

APPLICANT'S DETAILS	
Name of principal researcher, student or external applicant	Kirsty Anne Westcott
Department	Architecture, Planning and Geomatics
Preferred email address of applicant:	WSTK1R002@myuct.ac.za
If Student	Your Degree: e.g., MSc, PhD, etc.
	Credit Value of Research: e.g., 60/120/180/360 etc.
	Name of Supervisor (if supervised):
If this is a research contract, indicate the source of funding/sponsorship	N/A
Project Title	The Democratisation of People Experiencing Homelessness within the Public Realm of Cape Town

I hereby undertake to carry out my research in such a way that:

- there is no apparent legal objection to the nature or the method of research; and
- the research will not compromise staff or students or the other responsibilities of the University;
- the stated objective will be achieved, and the findings will have a high degree of validity;
- limitations and alternative interpretations will be considered;
- the findings could be subject to peer review and publicly available; and
- I will comply with the conventions of copyright and avoid any practice that would constitute plagiarism.

APPLICATION BY	Full name	Signature	Date
Principal Researcher/ Student/External applicant	Kirsty Anne Westcott		09/06/2021
SUPPORTED BY	Full name	Signature	Date
Supervisor (where applicable)	Kathryn Ewing		11/06/2021
APPROVED BY	Full name	Signature	Date
HOD (or delegated nominee) Final authority for all applicants who have answered NO to all questions in Section 1; and for all Undergraduate research (including Honours).	p.tumubweinee		2021 06 24
Chair: Faculty EIR Committee For applicants other than undergraduate students who have answered YES to any of the questions in Section 1.			

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Research Project submitted in Partial Fulfillment of the degree of
Master of Urban Design
(60 credits)

In the School of Architecture, Planning and Geomatics

Student: Kirsty Anne Westcott

Student Number: WSTKIR002

Supervisor: Dr. Kathryn Ewing

University of Cape Town, 2021

December 2021

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