

Development Action Group (DAG)



SUBMISSION TO THE CITY OF CAPE TOWN RE THE LEASE RENEWAL OF CITY LAND – ERVEN 29453, 29449, 29455 AND 32716 CAPE TOWN, RAAPENBERG ROAD, MOWBRAY – TO KING DAVID MOWBRAY GOLF CLUB AND THEIR SUCCESSORS-IN-TITLE FOR SPORTING PURPOSES.

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101 Lower Main Road
OBSERVATORY 7925
South Africa
Tel: +27 (0)21 448-7886
E-mail: dag@dag.org.za
Website: www.dag.org.za

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THE DEVELOPMENT ACTION GROUP

Established in 1986, the Development Action Group (DAG) is a leading non-profit, nongovernmental organisation working throughout South Africa to fight poverty and inequality, and promote integrated urban environments.

DAG supports communities in need of adequate housing to lead, and engage with, their own development by enhancing their capacity and resourcefulness. DAG's strategies support pro-poor urban development practice using community-based development to foster social cohesion and strengthen citizenship and democracy.

DAG influences state policy and practice through four functional areas: research, advocacy and lobbying, partnerships and demonstration (projects). Critical partnerships with government, through a combination of policy advocacy and demonstration projects are central to DAG's strategies.

OUR VISION

The creation of human settlements through development processes which enable human rights, dignity and equity.

OUR MISSION

To create, implement and support opportunities for community-centred settlement development and to advocate for and foster a pro-poor policy environment which addresses economic, social and spatial imbalances.

OUR STRATEGIC OBJECTIVE

To demonstrate how working in partnership with citizens and other groups who share a pro-poor agenda can lead to creative and sustainable solutions that redress social, economic and spatial inequalities.

INTRODUCTION

The City of Cape Town (CoCT/City) recently notified the public that it is currently considering the lease renewal of City-owned land, Erven 29453, 29449, 29455 and 32716 Cape Town, Raapenberg Road, Mowbray – to King David Mowbray Golf Club and their successors-in-title for sporting purposes. The City called on interested parties to submit comments/objectives or offer alternative proposals – as part of the public participation process – in relation to the matter. The proposed lease renewal concerns approximately 49.50 hectares of public land at the CoCT’s rental tariff of R11 500 per annum, including VAT and subject to Council ordered rental increments. The City intends on leasing this crucial tract of well-located public land for a ten-year period, albeit subject to termination at any point bar two years’ notice of same. The Development Action Group (DAG) herewith presents its submission to the CoCT on its proposed renewal of the long-term lease for the King David Mowbray Golf Club.

DAG’S HISTORICAL WORK ON THE MOWBRAY GOLF COURSE

In 2012, DAG along with 22 community partners (see below for a list of organisations) identified the Mowbray Golf Club (its name prior to the merger with King David Golf Club) as an extremely strategic land parcel that could be instrumental in setting off Cape Town’s spatial transformation – away from the apartheid spatial geography. At this time and up until very recently, the Mowbray Golf Club was struggling to remain viable, having faced with declining membership, playing rounds and income alongside rising costs, etc. This tract of public land was and still is today, exceptionally well-located, with easy access to public transport and essential amenities. In accordance with these sentiments, DAG’s 2012 submission outlines a number of key opportunities and constraints on this site. These are outlined in DAG and its coalition partners’ 2012 proposal to redevelop the Mowbray Golf Course (*1st Draft Pro-Poor Proposal for The Mowbray Golf Course*) attached as “Appendix A” to the submission. DAG also released a [video](#) detailing its work on the Golf Course.

The premise of this submission is that the King David Mowbray Golf Club is but one of many tracts of well-located public land owned by the CoCT, including parking lots, vacant buildings, bowling grounds and golf courses, which the City has a Constitutional responsibility to strategically utilise to meet the housing needs of its most vulnerable, thus for the purposes of affordable housing development. See “Endorsements” for a list of selected community partners who noted their support of this submission.

OBJECTIVE

The purpose of this submission is to explicate DAG’s stance on the proposed renewal of the lease agreement for the King David Mowbray Golf Club. As an organisation dedicated to the pursuit of integrated, inclusive and socially just urban spaces and human settlements, we oppose the renewal of the long-term lease agreement of this significant piece of public land to a private entity. We advance the following arguments in respect of our opposition.

1. The CoCT has failed to illustrate how the King David Mowbray Golf Course forms part of a long term strategic land use (including land banking) strategy. It is unclear how the decision to lock this parcel through a long term lease – in the face of a desperate need for well-located land for affordable housing – is rational and justifiable.
2. How well-located public land, especially in urban centres, are used is paramount. The CoCT has not demonstrated that the use of the land in question is indeed its best and most productive use vis-à-vis other uses. There are several other options (i.e. mixed-market model) available, which the CoCT has yet to explore and seriously consider.

In the section below, we discuss in detail key concerns to advance our opposition to the proposed lease renewal.

AN INTEGRATED LAND STRATEGY ESSENTIAL FOR INCLUSIVE DEVELOPMENT

The failure to transform urban spaces into more just and equitable localities has much to do with the inability of government to effectively manage urban land. In an effort to reform a fragmented spatial and land management (legal) framework, and ultimately address spatial disparity, the government enacted

the Spatial Planning and Land Use Management Act (SPLUMA) 16 of 2013. SPLUMA places an obligation on local municipalities to apply the principles of spatial justice in their spatial development frameworks, land use schemes and in decision-making on development applications. Effective management of urban land requires that different levels of government – but given its centrality to delivery at the local level and its role in developing local planning documents (Integrated Development Plan's (IDP), Built Environment Performance Plan's (BEPP's) and SDF's) – local government in particular have a clear, detailed, **long term strategy** that reflects the CoCT's plans not only in relation to the King David Mowbray Golf Course – but in relation to every other piece of city-owned land.

In 2016, the CoCT reported that it is in the process of consolidating golf courses located on public land, across the City. At the time, Deputy Mayor Ian Neilson stated that some rationalisation in terms of golf courses are needed and that the CoCT must consider its options with a longer term perspective in mind. In accordance with our sentiments, Neilson further stated that all these golf courses are not needed, and that “[t]he issue is not one of focusing only on golf courses. It is essential that more intensive land use takes place within the urban core area, rather than ongoing expansion of the city footprint due to expansion at the edges of the city... Thus we [the CoCT] are looking with greater focus at all of the City-owned land within the core area as to its potential for redevelopment.” The CoCT's efforts to reconsider land usage across the city, reinforces the importance of proper long term planning, fortified by meaningful public engagement, around the use, strategic and socio-economic value of the King David Mowbray Gold Club. Moreover, broad meaningful public dialogue requires consideration of other options in terms of well-located land that can be made available for use of affordable housing development, among other options, if the lease agreement is to be renewed.

It is still unclear whether this site is part of the CoCT's long term land banking strategy. However, if the CoCT indeed has a long term land strategy and is keeping strategic well-located land parcels such as golf courses on public land in a land bank, the logic, rationale and future plans in relation to the land must be made public. In the absence of same, the CoCT must develop a strategic plan that clearly details its land banking, acquisition and disposal, pipeline and release strategy, and how the plan will be implemented over the short, medium and long term, taking cognizance of the growing urbanisation patterns and population growth. This level of transparency would inspire confidence in the CoCT – that it is indeed a caring city and importantly, it would provide the public with the critical information required to hold the local government accountable.

Given the context of COVID -19, both international and national data has demonstrated that shelter and well located land is a critical component in defense from the pandemic. Any decisions that locks in such a well-located piece of land into a lease, is not justified. Instead a more proactive approach to utilize this land for further protection of households living in precarious informal settlements and backyards is needed.

Finally, in accordance with the spatial justice imperatives included in SPLUMA, an efficient and effective land use management system must enable the CoCT to redress the consequences of historical unjust and unequal land and housing policies, and to fundamentally transform the unequal spatial structure of South Africa's urban milieu. The CoCT's lack of transparency around the use of well-located public land and its failure to utilise this land to benefit the most vulnerable sectors of society translates into a distinct dereliction of its Constitutional responsibilities towards citizens.

USING WELL-LOCATED LAND IN THE PUBLIC INTEREST

How well-located public land, especially in urban centres, are used is paramount. The CoCT has not demonstrated that the use of the land in question is indeed its best and most productive use vis-à-vis other uses. There are several other options (i.e. mixed-market model) available, which the CoCT has yet to explore and seriously consider.

The CoCT previously indicated that the Voortrekker Road and the N2 precincts were ideal development corridors, having earmarked the Voortrekker Road corridor and the N2 corridor for densification purposes. The fact that the King David Mowbray Golf Course is located within these corridors indicates an awareness within the CoCT that this land, if rationalised, could be used much more strategically, and that it has great potential under alternative uses to maximise public benefit.

Shockingly, the CoCT bases its consideration of the lease renewal on the notion that “the property is not required for the provision of a minimum level of basic municipal service”. Moreover, the benefit of

renewing the lease lies in the City's understanding that the land that is underutilised, surplus to Council's requirements, no demand for it exists, and if leased, it would relieve council of a maintenance burden and generate funds. However, the significant housing backlog across the city, the proliferation of informal settlements and steep increase in the number of land occupations in recent months tell a story that is contrary to these justifications. The low intensity use of this site – 49.5 hectares of public land – as a golf course vis-à-vis any other uses thereof, i.e. affordable housing, is indeed contrary to the notion that every public asset must be put to its best and most productive use, and primarily in the public interest.

This point is especially relevant given declining income and rising costs, challenging the sustainability of public golf courses. Former public golf club members, the evidence shows, have instead been opting to purchase homes in luxury (golf estates) where having access to a course on a private golf estate is a benefit of the purchase. In addition, considering that the rates and taxes for those living on luxury (golf) estates tend to be significantly higher, one could argue that even financially, it would serve the CoCT and consequently, its citizens better if they were to follow the trend towards estate living rather than subsidising flailing golf clubs to continue to exist.

Furthermore, the funds generated from leasing this land to a private entity simply does not off-set the significant and strategic benefits that could be derived from the land if instead it becomes a mixed-market development – meaning in addition to affordable housing, also several other public uses. With the proposed lease renewal, the CoCT will continue to use public land to benefit a few who are already significantly better off at the expense of a large majority. The fact that the golf club pays only a nominal tariff of around R950 per month or R19 per hectare) for the use of the land to the benefit an elite few underscores this point.

The CoCT as the custodian of public land, has a responsibility to ensure that the “public interest” is paramount in decision-making around land use. Critical questions the CoCT must therefore be able to answer include,

1. What are more socially just and efficient, yet economically viable alternative uses of the land vis-à-vis its current use?
2. Could the CoCT for instance consider leasing/selling the land, or parts thereof, to a Social Housing Institution (SHI) or a private developer who can use the land more productively and simultaneously assist the CoCT to address its housing backlog?

The analysis above indicates that government intervention – in the public interest – in the property market will be key to ensure more just spatial outcomes and to eradicate persistent unequal spatial distribution. The basis of decisive and bold state intervention in land markets must be unlocking access to publicly-owned land, with the aim of availing such land for the purposes of affordable housing development, among other options, in the urban core.

2012 COALITION OF 22 ORGANISATIONS

1. Lavender Hill Backyarders	12. Langaletu Ministries
2. Siyaya Housing Project	13. Mandela Park Backyarders
3. Phoenix Foundation	14. Sibanye Housing Project
4. Egoli Informal Settlements	15. Informal Camp Wynburg
5. Parkwood Backyarders	16. HIDA
6. Grassroots Backyarders	17. Zilleraine Heights
7. Khayelitsha Human Settlements	18. Masincedane
8. Cape Metro Backyarders	19. Peoples Association Integrated
9. Greater Cape Town Civic Association	20. Dunoon Development Forum
10. Overcome Heights	21. Joe Slovo Development Forum
11. Hanover Park Housing Saving Scheme	22. Ocean View Backyard Dwellers

ENDORSEMENTS

Below is a list of selected civic organisations / community partners who noted their endorsement for this submission.

- ❖ Kraaifontein Economic Drivers
- ❖ Bishop Lavis Backyarders Forum
- ❖ Bishop Lavis Development Forum
- ❖ Bishop Lavis Outreach Forum
- ❖ SANCO Peninsula Region
- ❖ Maitland Garden Village Housing Forum (MGV)
- ❖ Khayelitsha Peacebuilding Team
- ❖ Mitchell's Plain United Residents Association (MURA)
- ❖ Mandela Park Backyarders

APPENDIX A

DEVELOPMENT ACTION GROUP (DAG)

1ST DRAFT PRO-POOR PROPOSAL FOR THE MOWBRAY GOLF COURSE

PURPOSE OF THIS PROPOSAL

The purpose of presenting this proposal is to provide an opportunity for a range of expertise in housing and urban development to provide us with a critique of our thinking, share information that could add value to our thinking and declare a commitment to partner DAG and the 25 plus community based organization to fine tune the pro-poor proposals, to support us in lobbying for the implementation of the proposals and to ensure that the implementation of the pro-poor, integrated, mixed income and mixed land-use development goes according to plan. Your partnership will also contribute to ensuring that these strategic parcels of land is not lost to private sector interests to the exclusion of the urban poor, that it does not succumb to party political pressures and that vested and narrow interests does not scupper our plans.

ABOUT THE MOWBRAY GOLF COURSE

To quote from the Mowbray Golf Club website:

“[The club] was established in 1910. The club is recognized as being one of the best in the country with all major amateur championships having been played there...Set at the foot of Table Mountain, Mowbray Golf Club is renowned for its breath-taking views, lush fairways and immaculate greens...Set in a very central area - about 15 minutes from the Waterfront and Cape Town's International Airport - Mowbray is a parkland course, which provides an excellent test of golf. The terrain is flat, but plenty of trees and water features make for an interesting experience, with the beauty of the mountain and abundant wild life dominating the scenery...A significant feature of any coastal course is, of course, the wind. This is where Mowbray is unique, in that the holes have been so laid out that you will seldom find yourself with the wind directly in your face or right at your back. Also, believe it or not, the wind in Pinelands is seldom as severe as in other parts of the peninsula.”

SITE DESCRIPTION AND ANALYSIS

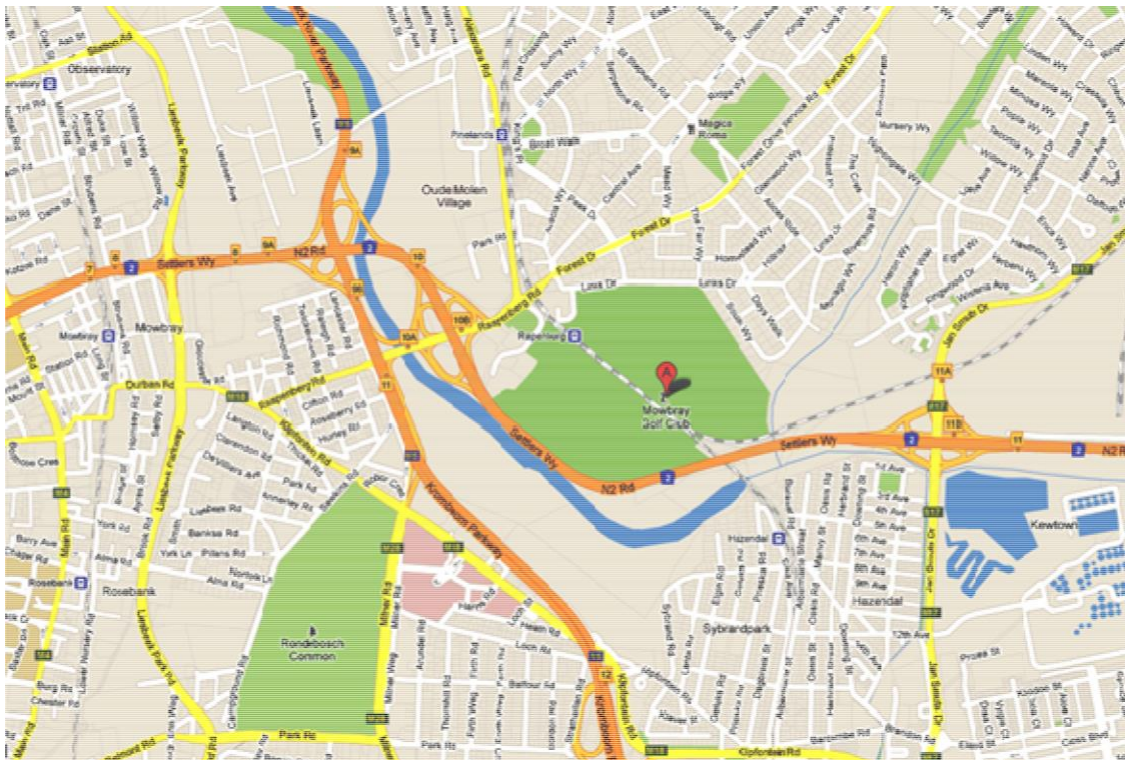
The land is owned by Municipality of Cape Town and extends to approximately 41 hectares. A key feature adjacent to the site is the major river which lies to the south western side of the site. It comprises 2 distinct sections. The larger area lies to the north east side of the rail line where the majority of private housing is located. It borders the settlement along links drive whilst the southern section adjoins N2 road. The site is itself subdivided by a railway line which runs towards the west roughly subdividing the site into two halves.

Abutting the site to the south west is a river and national road called settlers way. The boundary to the north west of the site is formed by a continuation of

Raapenberg road leading northwards into links drive. As well as access through Raapenberg Road, the northern section of the site can be accessed through links Drive and access of the other side can be via Raapenberg train station.

There are several private housing developed in the northern suburbs such as Pinelands, the eastern suburb as well as the southern suburb and Athlone is among the examples. There are no known public housing in nearly all the suburbs adjacent to the site, the closest being the “township of Langa”. Therefore, proposed public residential development at the site would ensure a balanced community providing a range of house types and tenures.

The site benefits from a number of services and facilities including the Vincent Pallotti hospital adjacent to Raapenberg Road. There is also Pinelands high school which is approximately 15 to 20 minutes’ walk from the site. There are no primary and preparatory schools within walking distance from the site. There are several public amenities such as church hall, post office, and shops in surrounding suburbs such as Maitland and Pinelands at the north of the site. The other suburbs with basic facilities include Bridgetown and Langa towards the east as well as Observatory and Salt River at the western side of the site. Access to these suburbs will have to be carefully considered through the use of carefully planned road networks. The site is also close to a great public open space called Rondebosch Common at the south.



WHY DID WE CHOOSE THE MOWBRAY GOLF COURSE AS OUR PILOT SITE?

Some would argue that this is perhaps one of the more difficult sites that we chose to test our ideas and thinking. Our response to that is that accessing any piece of land, well-located or not is fraught with difficulties because land being a finite resource is not only scarce in our cities, but also very expensive and therefore also highly contested.

The other reason Mowbray golf course was chosen is that it is located in the heart of the Cape Metropolitan Area, so to speak. Moreover, the Cape Metropolitan area is also littered with over 10 golf courses, e.g. Atlantic Beach Golf Course, Bellville Golf Club, Clovelly Country Club, Durbanville Golf Course, Erinvale Golf Course, King David Golf Course, Metropolitan Golf Course, Milnerton Golf Course, Mowbray Golf Course, Rondebosch Golf Club, Royal Cape Golf Club, Steenberg Golf Estate, and the Westlake Golf Club. What this therefore implies is that in our commitment to address inequality and therefore poverty, we have to relook at the use of these strategic parcels of land, all of which are very well-located and come up with alternative land-uses that will benefit the greater good of society.

VISION FOR THE DEVELOPMENT OF THE SITE

About 25 Community Based Organisation across the metro developed and vision statement for this piece of land.

The Integrated Human Settlement Forum intends to submit a development proposal for low cost and 'GAP' market housing (segment of the market that falls outside the capital subsidy bracket and not earning enough to access mortgage finance through the banks) that will incorporate both medium and high density housing developments. The site is currently used as a golf course and it has been a golf course for more than 100 years. The title deed of this particular piece of land shows that there are conditions imposed that governs the current and future ownership and land use of the site. There is an injunction on portions of the land in relation to multiple ownership and multiple properties. The specific nature of this injunction is unclear at this stage. Suffice to say that the development of this land would require the removal of these title deed restrictions.

Other land-uses to be considered relate to opportunities to cross-subsidised the development of affordable housing as well as the creation of employment opportunities. This requires a further detail analysis of LED opportunities.

To improve accessibility, included in the vision is the development of a train station. These will greatly enhance accessibility of the site to the rest of the Metro via the metropolitan rail system.

The members of the forum wish provide low-income earners access to well-located housing opportunities and at the same time encouraging private developers that they can play a part in the process and make profit in order to gain their support.

The development proposals have evolved following a detailed analysis of the land and the capacity of the local district itself to accommodate further development. A mixed use development is proposed to promote a sustainable community and to provide services and facilities, not only for the beneficiary of the proposed development, but also for the benefit of the existing community. An Indicative Master plan is still at development stage. Moreover, extensive participation by various community leaders has been on-going with view to refine the proposals and addressing problems currently faced by the beneficiaries of public housing schemes.

Proposed densities and tenure

The technical task team provisionally agreed to the following density and tenure options:

- A mixture of high, medium and low density type of developments with a range of different housing typologies ranging from high rise developments of 2 to 3 storey walk-ups, row and semi-detached housing and some free standing housing.
- The proposal for types of tenure also ranges from rent to rent to buy, ownership and subsidised public rental for the lower end of the subsidy market.

POLICY & LEGISLATION THAT SUPPORT THIS INITIATIVES

The provision of mixed income housing especially within uptown areas closer to the central business district is routinely enabled by regulations and incentives that require property developers to include a proportion of housing units for low and middle income households. The initiative to stimulate inclusion of housing delivery for low income families in uptown areas of South Africa is being pursued at national, provincial and local municipal levels, and it is to these that we now focus on.

Firstly, the South Africa's Inclusionary Housing Policy (IHP) released in September 2008 is one example of a national level policy designed to stimulate inclusionary housing¹. In addition, the national government introduced the

¹ Department of Housing (NDoH) Framework for an Inclusionary Housing Policy (IHP) in South Africa. Pretoria: NDoH (2007a)

Enhanced People's Housing Process (EHP) policy. EHP reinforces the principal norm of people being at the centre of development: The EHP provides for a process in which beneficiaries actively participate in decision-making over the housing delivery process and housing product². The EHP is applicable in two different scenarios:

1. An organised community that wants to participate in the housing process approaches the municipality.
2. A municipality prioritises and allocates land to the EHP programme in its Integrated Development Plan (IDP) and a given community opts to participate actively in the housing process.

The fundamental goal of the policy is to create sustainable and inclusive human settlements which are more responsive to the needs of the beneficiaries.

Secondly, the Western Cape Provincial Spatial Development Framework (WCPSDF) reveals the extent to which the provincial government intends to stimulate inclusionary housing. The (WCPSDF) was endorsed by the provincial cabinet in December 2005. One of the principal initiatives of the (WCPSDF) is redressing the apartheid legacy of the distorted structure and dysfunctional nature of human settlements in the province. A range of policies was introduced under the (WCPSDF) and these include the requirement that all development applications take account of social and subsidy housing component to facilitate integration of communities and redress the imbalances in spatial, economic and social structures prevailing in Western Cape. Moreover, the PSDF primary aim is to end the apartheid structure of urban settlements through use of several strategies³:

- Prohibit development of urban settlements that entrenches the current spatial apartheid pattern and results in urban sprawl
- Ensure public funds are not spent in perpetuating segregated and unsustainable settlement patterns;
- Use socio-economic gradients based on walking distance to create a far higher level of integration than currently exists while remaining sensitive to community social norms and levels of living
- Use publicly owned land and properties to spatially integrate urban areas and to give access for second economy operators into first economy spaces.

Finally, local Municipal authorities have made initiatives to introduce their own inclusionary housing policies based on the guiding principle outlined by both National and provincial policy Documents. In the city of Cape Town for example,

²Department of Human Settlement (DoHS) Incremental Intervention: Enhanced peoples Housing process (Part 3 of the National Housing Code) Pretoria DoHS (2009)

³Department of Environmental Affairs and Development Planning; Western Cape Provincial Spatial Development Framework (2009)

the local authority introduced the spatial development framework called Cape Town Spatial Development Framework.

CONSTRAINTS AND OPPORTUNITIES

There are a number of physical and technical constraints that require detailed consideration and it is to these that we now focus on. The primary physical constraint on development is likely to be the topography of the land, particularly that to the south west of the site. Whilst the gradients of the south facing slopes are not an impediment to built development, there are environmental issues that would definitely require some serious considerations. These may include flood risks, loss of wildlife habitat and loss of scenic views around the River.

The provision of water services and drainage will of course require to be addressed and the scale of development would be sufficient to enable an expansion and upgrade of the nearby treatment works. Therefore, it is possible that there will be costs incurred for major improvements on sewage and water supply system to accommodate the scale of development proposed. Moreover, there are no primary and preparatory schools that will be able to accommodate the demand of the services provided given the density and extent of the proposal.

OPPORTUNITIES

On the other hand, the scale of development being proposed at Mowbray golf course creates a number of opportunities of benefit to the wider society especially those under low income bracket. In the past, as with many settlements close to places of economic activities, housing development has occurred but only for the benefit of affluent members of the society. Therefore, medium to high density development on Mowbray golf course would be appropriate to provide housing units for low and middle income households.

Given the density of the proposed development, provision of a new Primary School and preparatory school is inevitable and such facilities would be beneficial to existing community. Above all, a significant opportunity is probably the long term social benefit of ensuring low income and poor members of the society get the opportunity to live close to places of economic activities.

PLANNING CONSIDERATIONS

The aim of the planning system is to ensure that development and changes in land use occur in suitable locations and are sustainable. Cape Town spatial development framework laid emphasis on the significance of sustainable development through promoting the full and appropriate use of land, buildings and infrastructure. Precisely, it highlights the need to promote development that safeguards and enhances the long term needs of the economy, society and environment. A suite of policy documents published by the National Government,

Provincial Government and Local Authorities seeks to provide guidance and advice to achieving these aims. These seek to ensure an adequate supply of housing and employment land whilst focusing on the need to reduce travel and encourage energy efficient design and appropriate choice of materials⁴. The final intention is to create properly planned, sustainable mixed use communities providing a range of homes for people under the low income and gap market income bracket. These policies have been developed having regard to the views of stakeholders, communities, and those involved in the development process. The views expressed in respect of integrated housing have indicated the significance of remedying old apartheid system supporting developments close to areas of economic activities. As a consequence, the Western Cape Provincial Spatial development framework requires development for integration settlements to be in well located locations⁵.

The requirement for affordable housing is an important consideration and the Western Cape Provincial Spatial Development Framework suggests that all new development should provide around 20% affordable homes within the housing mix⁶.

The Cape Town Spatial Development Framework is policy document designed to guide decision making on development at metropolitan level. The policy document intends to promote more diverse, attractive and mixed use residential communities, in terms of tenure, demographics and income. It also acknowledges that a range of housing types is needed to support the creation of mixed communities which provide housing for the whole community and segments of the market, from affordable rental housing and starter homes to executive housing⁷.

Public transport is a key component in creating sustainable development. The policies that in essence, support this ideology are provided by both the Western Cape Provincial Spatial Development Framework and the local Authority development framework. These policy documents acknowledge that new settlements should be in close to public transport routes and local facilities should be accessible by walking and cycling.

Mowbray golf course is one of the sites that have been identified as significant land parcel that can provide the opportunity to facilitate integration of low income societies closer to places of economic activities and employment opportunities. The site is located on a main public transport route and in close proximity to the

⁴ Department of Environmental Affairs and Development Planning; Western Cape Provincial Spatial Development Framework (2009)

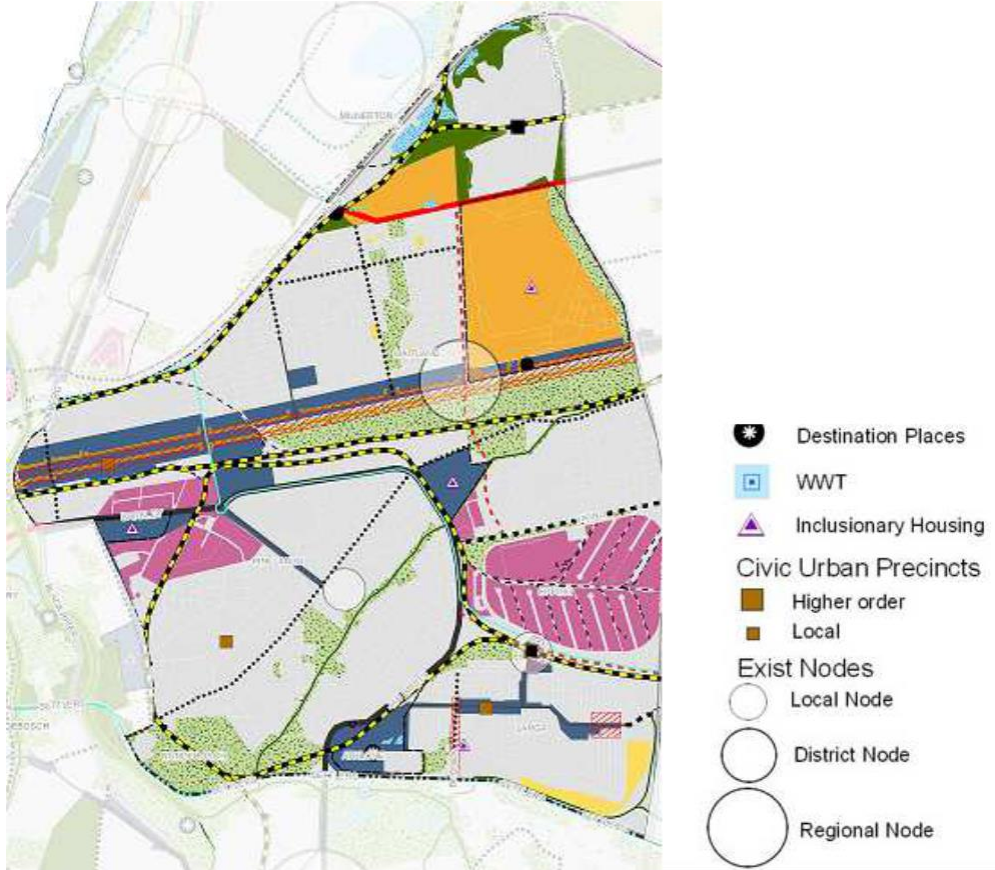
⁵ Department of Environmental Affairs and Development Planning; Inclusionary Housing Discussion Document (2009)

⁶ Department of Environmental Affairs and Development Planning; Inclusionary Housing Discussion Document (2009)

⁷ City of Cape Town; Evaluation of developable land within the Urban Edge (2010)

CBD. The district development framework has identified a number of sites for inclusionary housing development highlighted in figure 1 below. Some of these sites have now been built on and the other sites are not easily accessible to areas of economic activities compared to Mowbray golf course.

Figure 1



The diagram was extracted from Table Bay composite Spatial Development plan

In terms of broad provincial spatial planning categories highlighted by composite spatial development plan, the site is classified as an open space.

Among other policy documents considered in assessing the opportunities for development at Mowbray golf course are Environmental management framework and Development guidelines.

FUNDING AND FINANCIAL CONSIDERATIONS

There are a number of possible opportunities to finance the pro-poor development of this land, i.e. Government Housing Subsidies, top-ups to cover variances (e.g. densities, foundation conditions), other grant funding, own contributions / savings, third party donations (e.g. employer contributions, donor

funding, private loans through credible institutions e.g. Development Bank of Southern Africa or credible micro-finance institutions like The Kuyasa Fund.

Key to the success of pulling off this project hinges on the development of a finance model that will address both the funding of the capital costs as well as the operating costs. Public Private Partnerships as well as the innovative use of value capture instruments, both fiscal and regulatory instruments are critical.

One of the catalytic projects to unlock the development potential of this land is the construction of the train station that will create a new public transport node and associated land uses. Again, securing the necessary funding from the appropriate government departments and agencies as well as other sources of private funding is critical.

DIFFERENT ROLE-PLAYERS AND STAKEHOLDERS

The technical task team identified a number of different role-players and stakeholders that could be considered allies and partners as well as representing a possible opposition to the proposal.

Careful consideration will have to be given to how we lobby the different stakeholders and mapping out a clearly defined role for each stakeholder. One of the biggest challenges is that of the beneficiaries. The City and Province are currently using a mixture of the housing waiting lists as well as other criteria like people living adjacent to the site being developed as way to define the beneficiaries. This of course is always contested for many different reasons, one of which relates to the legitimacy of the waiting lists.

Identification of beneficiaries

The technical task team identified a list of possible criteria to be used to identify and select beneficiaries. Suffice to say, this is work in progress and much debate and thought is required to resolve this matter. Also these criteria will have to be juxtaposed with the City of Cape Town's criteria for allocation of housing. The criteria are:

- People on the waiting list for approximately 10 years or more
- Disabled people
- Social or 'Gap' market housing
- Combination of beneficiaries coming from back-yarders, living in and around the area and those living in overcrowded houses and informal settlements

Private sector and developers

The particular expertise and resources available from these stakeholder groups are also key to the successful implementation of the pro-poor proposals. How

and when we bring on board this expertise, defining their particular role and contribution and how they benefit from the development are aspects of the proposal that requires further thought and research. The summit is an opportunity to explore this further.

Political role-players

Of the biggest hurdles that we will have to overcome is the political obstacles, whether it is party-political agendas, vested private sector interests, NIMBY-ism, conflict within and between beneficiary communities and so forth. How we navigate this tricky terrain of inclusivity and political buy-in will require lots of careful planning, lobbying and partnership building. Again the summit provides an opportunity to give this some consideration as well as to build partnerships.