

## **A Review of Literature Emanating from and Related to the City Of Cape Town's Urban Renewal Programme**



**Commissioned by:**  
**City Of Cape Town Information and Knowledge Management Department**  
**City Of Cape Town Urban Renewal Programme**

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## 1. Introduction

### The URP

The URP is a presidential programme in its pilot phase, with the primary focus being on urban regeneration. The URP has a 10-year life span, and dates back to February 2001, when President Thabo Mbeki announced, in his State of the Nation Address, that the aim of the URP and the Integrated Sustainable Rural Development Programme (ISRDP) was “To conduct a sustained campaign against rural and urban poverty and underdevelopment, bringing in the resources of all three spheres of government in a coordinated manner”.

Eight urban nodes were pronounced, representing the largest concentrations of poverty in South Africa. It is estimated that these nodes (urban and rural) are home to more than 10 million people. The common features of these nodes are that they are areas of severe neglect, where poverty is at its most endemic.

The programme has a ten-year life span and has the following objectives:

- To address poverty alleviation and underdevelopment;
- To achieve increased equity;
- To attain social cohesion;
- To enhance local government capacity to deliver; and
- To promote innovation in approaches to planning, design, implementation and financing.

The nodes identified for the Western Cape are Khayelitsha and Mitchell’s Plain.

### THE 2 NODES<sup>1</sup>

#### *Khayelitsha*

Khayelitsha is part of the City of Cape Town's Metro South East Region; commonly known as Cape Town's poverty trap. It is located approximately 35 kilometres from the centre of Cape Town and far from other centres of economic opportunities such as Bellville and Somerset West.

Key challenges facing Khayelitsha:

- Overcrowded living conditions and a lack of land for formal housing
- High level of HIV/Aids/ TB linked to the deterioration of the physical living conditions that need to be addressed by a HIV/Aids/TB and other health related programme as well as a housing programme.
- A great need for a safe and secure environment.

In terms of the 1999 South African Police Service (SAPS) research, it showed a murder rate of 12/10 000 people, reported violent crime of 154/10 000 people, reported property crime cases of 99/10 000 and reported cases of residential burglary of 32/10 000. With 22.3% of premature death due to homicide in terms of a recent report “Causes of Death and Premature Mortality: City of Cape Town, (November 2003). Despite the drastic decrease of criminal activities in the past year, Khayelitsha still remains the most dangerous area in South Africa.

- A need to improve the levels of education and skills assist in entry into the employment market.
- Access to safe public transport

<sup>1</sup> Sources for background on the nodes:

Khayelitsha & Mitchell’s Plain Progress Report, June 2005

<http://www.dplg.gov.za>: Khayelitsha Profile

### ***Mitchell's Plain:***

Mitchell's Plain is an existing, substantially developed, urban area that was conceived in the early 1970's. It is a product of the apartheid era and was developed as a dormitory residential suburb for the coloured community and specifically excluded industry to promote the development of Atlantis as a coloured "decentralization" point.

Mitchell's Plain was originally designed to accommodate a population of 250 000 people and according to the 2001 census the current population is approximately 300 000 people.

Key challenges facing Mitchell's Plain:

- Economic development
- Social welfare
- Safety and security

## **Project Background**

### **THE URP AND KNOWLEDGE MANAGEMENT**

Since the inception of the Urban Renewal Programme there has not been a unified strategy to document and capture intellectual and knowledge-based assets that flow from the activities/ initiatives/projects within the URP. The result is that the City Of Cape Town has been unable to derive any learning or value from the URP that will improve its service delivery on similar programmes/ projects in the future.<sup>2</sup>

At a national level, the Department of Provincial and Local Government, which is the coordinating institution for the URP, has acknowledged that information and knowledge in its various forms play a critical role in:

- Contributing to social inclusion and addressing inequalities
- Increasing the capacity of government to deliver on its mandate

The DPLG has initiated several projects geared towards using KM to improve organisational processes and to achieve the goals of the organisation and the programme.

At the City Of Cape Town, the Urban Renewal Programme has identified the need for KM interventions as follows<sup>3</sup>:

**Knowledge sharing:** As the URP is a groundbreaking initiative, it is important that its learnings be shared: both within the communities of Mitchell's Plain and Khayelitsha and in relation to other communities faced with developmental challenges. It is likewise important that government officials, NGO's and international development agencies are aware of the programme's learnings and objectives, so that they can both learn and make contribution.

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<sup>2</sup> RFP document: Facilitation of three Knowledge Management (KM) workshops to define a KM Strategy for the City of Cape Town, based on the Urban Renewal Programme (URP)

<sup>3</sup> Business Plan for Urban Renewal Programme: Khayelitsha and Mitchell's Plain

**Performance monitoring:** In order to market the programme, it will be essential to have credible and useable information on what has been achieved. It is important that measurement be made of inputs (resources put in and activities undertaken) outputs (successful projects completed) and outcomes (changes to levels of employment, crime and health).

For the programme to retain credibility and be useful to other stakeholders, it will be important to identify successes and failures. This will help to create an atmosphere of learning and pro-activeness.

**Marketing channels:** The URP, as a subject of public interest, can command a vast amount of media attention at little or no cost. It is very important, therefore, to seek the widest range of cost effective marketing channels. Some which can be mentioned include:

- National radio and television: news broadcasts and documentaries
- Local radio: Khayelitsha, for example, has its own radio station which could include daily URP slots
- Development journals: published research articles to attract foreign partners in the development field
- A website ... also providing links to the various partners
- Presentations and roadshows to relevant and interested groups
- Special events and competitions
- Project billboards
- A special URP newsletter

In response to this need, the Information and Knowledge Management Department (IKM) at the City Of Cape Town coordinated three knowledge management projects for the URP. In February 2006, the City Of Cape Town issued a Request for Proposal (RFP) for the Compiling of a Literature Review and a Catalogue of Documents relating to the City of Cape Town Urban Renewal Programme (URP).

## Project Brief

This project ran over three months, from April – June 2006. The project objectives were as follows:

A literature review of the City's Urban Renewal Programme projects, including:

- The compilation and key documentation of research that has been undertaken with respect to the URP and the relevant nodes.
- The analysis of research that has been undertaken with respect to the URP and the relevant nodes.
- Interpretations of the value that has been added through this (URP) research.

## PROJECT DELIVERABLES:

- A document that reviews research that has been undertaken with regard to the URP.
- A catalogue of key documents that are related to the URP.

## PROJECT TEAM

### *External consultants*

Project Manager – Rasagee Pillay (InfoWizz Information Services)

KM Resource – Nare Moloto (BDS Research i.e. Business Data Solutions)

### *City of Cape Town*

Joint Project Sponsors – Urban Renewal Programme and Information and Knowledge Management

## Purpose of Project

There was no statement of the purpose of this project in the initial project documentation. However, arising from the project team's discussion with IKM, and subsequently, the URP, the following was inferred:

- To initiate some level of KM movement within the URP
- To initiate the process of marketing KM to the URP
- To create a body of literature for the City Of Cape Town's URP. This would then form the basis for an online, fully indexed and searchable database
- To acquire some understanding of the URP knowledge landscape, which will influence plans for future KM projects.

## Project Approach

- Regular meetings with IKM
- Met with Monwabisi Booie, Support Manager, URP
  - Identification of content owners within the City Of Cape Town
  - Identification of external agencies and individuals to be treated as content owners
- Determination of criteria for selecting documentation to include and exclude
- Questionnaire creation
- Interviews:
  - Met with URP and other CCT managers identified by M.Booie and IKM
  - Met with WCPG URP manager
  - Conducted email interview with Bernadette Leon, DPLG
  - Collection and collation of data
- Research
- Visiting external agencies e.g. UCT, SALDRU
- Determination of format of catalogue
- Creation of draft catalogue
- Presentation of draft catalogue at URP meeting on 23 May 2006
- Finalisation of catalogue
- Preparation of final report (literature review)

## 2. Report

This is a catalogue of material created by or for the City Of Cape Town's URP, and material on the 2 nodes.

### Scope

The catalogue does not claim to be a comprehensive listing of all literature from and related to the URP. An undertaking of that nature would have been unrealistic for a project running over a 3-month time span. Instead, what we hoped to achieve was to create a catalogue of the primary documentation, thereby providing an understanding of the volume and nature of material on the subject area.

The catalogue is in 2 sections, the first being material created internally within the URP or more broadly, within the City Of Cape Town. The second section deals with material sourced from external agencies, and our own research.

The material included spans a period of approximately 25 years i.e. from the early 1990s to date. Our rationale here was that since the URP dates back to only 2001, and that South Africa has undergone such fundamental change in the last 2 decades, one would have to question the relevance of older documents for this particular exercise.

This catalogue confines itself to material from, about or related to the City Of Cape Town's Urban Renewal Programme or the two nodes. The material from sources external to the URP all has a development focus, with some relevance to the City Of Cape Town URP in general or specific URP projects.

This catalogue also excludes all URP correspondence, resolutions and minutes of meetings. The City Of Cape Town Records Management Office houses this information. Our view was that this fell outside the description of URP knowledge capital, and fits in more with Records Management's archival function.

### Format

The formats of the documents range from project material, to consultant's reports, to surveys, marketing material, research reports etc. Both internal and external sections consist primarily of unpublished documents. Furthermore, some documents were available as hard copy only, while others were available electronically. The variance in formats meant that standard bibliographic entries could not be created for every item in the catalogue. Instead, we have provided as much bibliographic information as we are able to, but have also added a field for the source of each document, so that a request from the source will result in the acquisition of the document.

The catalogue itself is presented as a spreadsheet, which is accompanied by a list of summaries. Each entry on the spreadsheet has an identifying number, which matches the entry in the summary document. Not every entry is accompanied by a summary. The existence of a summary was dependent on the document being available to the project team, not always the case.

The spreadsheet was chosen in preference to the usual bibliographic format, because it is the intention of IKM to facilitate the transference of this data to one of the content management systems in use at the City Of Cape Town, and make it available on the City Of Cape Town's Intranet. The spreadsheet will make this process relatively smooth. This process fell outside the scope of the current project.

## Interviews

Given the limited time, a decision was taken to take our leads from IKM and Monwabisi Booi of the URP, and then pursue other potential sources that emerged as a result of these interviews.

Every person interviewed was asked for other potential sources of URP documentation, and these leads were also followed up. We interviewed every person who was able to see us. Our final list of interviewees was as follows:

- Monwabisi Booi
- Pieter Terblanche (Spatial Development)
- Andre Human (Khayelitsha CDB Project Manager)
- Alastair Graham (Violence Prevention)
- Patric Nqadini (Khayelitsha Area Manager)
- Ivan Anthony (Mitchell's plain Area Manager)
- Philip Magcoba (Provincial)
- Sunette Smit (CCT Line Department)

All interviewees were asked to add their documentation to the growing catalogue. The criteria for inclusion to the catalogue was as follows:

- Either hard or soft copy, although with a preference for soft copy.
- Material that will bring any new user up-to-speed quickly, so URP background as well as project-specific documentation.
- Material that the contributor believes has some value or potential for re-use, and is therefore necessary to store i.e. the collective, accumulated recorded knowledge and experiences of the individuals within the URP.
- It is important to note that contributions should be made from unsuccessful as well as successful experiences, the former preferably annotated with reasons, lessons learnt etc.
- Possible formats:
  - Proposals
  - Presentations
  - Worksplans
  - Business cases
  - Project deliverables
  - Case studies
  - Best practices
  - Methodologies
  - White papers
  - Consultant's reports
  - Journal/ magazine articles
  - Marketing material
  - Research material and findings
  - Background material on the 2 nodes, not necessarily on URP projects
  - Anything else not covered above, that the contributor feels strongly should be included

7

Our interviews successfully yielded results from:

Monwabisi Booie  
Andre Human  
Pieter Terblanche

In pursuing this material, the project team used the methods of interviews, as well as email and telephonic reminders, over a period of approximately 8 weeks.

## **OTHER SOURCES**

The following were identified as other potential sources of relevant documents:

- Tertiary institutions
  - University of the Western Cape (UWC)
  - University of Cape Town (UCT)
  - University of Stellenbosch
  - Cape Peninsula University of Technology (CPUT)
- Isandla Institute
- South African Labour and Development Institute (SALDRU)
- City of Cape Town Records Management Department
- City Of Cape Town URP Registry Offices
- UCT African Studies Institute
- National Research Foundation (NRF)
- Development Action Group (DAG)
- Institute for Democracy in South Africa (IDASA)
- Centre for African Studies, UCT
- General Internet research

## **Themes covered in the documentation**

The material collected can, by and large, be divided into the following categories:<sup>4</sup>

- URP material of national interest e.g. Monitoring and evaluation framework for the ISRDP/ URP Final Draft; URP Business Plan etc.
- CCT URP Progress reports e.g. Lekgotla Reports; URP Nodal Reports etc.
- Planning documents for City Of Cape Town URP e.g. Strategic Planning for Urban Renewal in Khayelitsha and Mitchell's Plain
- Material relating to specific projects e.g. Khayelitsha Hard & Soft Landscaping
- Development reports e.g. Khayelitsha/ Mitchell's Plain Survey 2000

<sup>4</sup> There are several consultants' reports, from work commissioned by the URP. These are not listed as a separate category, as then generally have been found to fit into one or other of the other categories listed here.

## Challenges and resulting key learnings from this work

### INVOLVEMENT OF THE URP

The primary challenge of this exercise was in obtaining the material from the URP and CCT personnel identified as “content owners” or “content creators”. In general, it would appear that, although there are pockets of effective knowledge management practices, the City Of Cape Town is fairly immature in terms of knowledge management awareness and behaviour. If one were to evaluate the City Of Cape Town URP alone, using the Gartner Knowledge Management Maturity Model, it would probably rate a 1 on a score ranging from 0-6 i.e. 1 being defined as “The company recognizes the opportunity in KM. There are some initial applications that are locally built and supported. There is no real organization around KM”<sup>5</sup>.

The result of this low level of KM maturity in the organisation was that it increased the complexity of obtaining the material required for the catalogue. It necessitated the project team having to combine the tasks of KM marketing and general awareness rising, with the reality of having to collect the material within a very short time span. In retrospect, it would appear that the URP would perhaps have benefited from a somewhat different approach, which allowed for the development of a KM strategy, and then some KM interventions of a less invasive nature e.g. a knowledge audit, or the development of a website for the URP. This approach would have required some level of involvement and input from the URP, thereby generating a degree of interest, understanding and acceptance, but would not have required the follow-up action that this project did i.e. where the URP was required to commit time and thought in terms of the interviews, and then again in sending documentation to the project team for contribution to the catalogue. In other words, an approach that allowed them to more gradually build on their understanding and grow their “buy-in” would probably have yielded a more successful result.

### SCOPE OF THE PROJECT

The terms of the project i.e. the compilation and key documentation of research that has been undertaken with respect to the URP and the relevant nodes, was too broad for a project of a nature. The project would have been better served by the definition of some parameters. These could have been the setting of some date limits i.e. a clear determination of the most useful time span; and perhaps a statement of what type of external material would be relevant for this review.

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<sup>5</sup> Gartner Group report: A Knowledge Management Maturity Model Explains Where You're Going and How to Get There, 2 Feb 2006, ID Number: G00137335

## DUPLICATION OF OFFERINGS

As the project team collated the material, there was a realization that they were encountering a rather high degree of duplication of documentation being offered for the catalogue. It is unclear what the explanation for this is. There are a few possibilities:

- There is a lack of recorded documentation within the URP.  
This is consistent with the project's team findings, in that 27% of people interviewed identified this as a key challenge for any KM initiative with the URP. This may be a possible explanation for the duplication i.e. if the URP does not have a culture of recording its work, the offerings for a catalogue would be limited.
- The people interviewed needed more information as to what type of material would be relevant for contribution. The criteria for inclusion in the catalogue was quite comprehensive, so the more likely explanation would be that more time and communication would have elicited a more comprehensive offering. As KM practices become part of the URP organisational culture, this will be less of an issue.

### Gaps in the catalogue

The most glaring gaps are the people identified as content owners or creators, interviewed by the project team, who did not contribute to the catalogue by the close of this project.

The work of the URP cuts across most City Of Cape Town directorates. Therefore, there are other City Of Cape Town departments who either work closely with the URP, or should be working closely with the URP, who were not approached.

The fact that the City Of Cape Town does not make a practice of contributing documents to a central repository means that there will be internal documents, research, consultant's reports etc, which were not identified and accessible to the project team for the purposes of this exercise.

There are innumerable research institutes who produce research reports on subjects that could be interpreted as being of relevance for inclusion in this catalogue. While the project team strived to cover as many of these as possible, there will be some who were omitted.

### 3. Conclusions and recommendations

Given that the draft catalogue was presented to the URP on 23 May 2006, and this draft elicited no comment, and no additional material, it would seem that the catalogue in its present state includes the majority of the material the URP would deem relevant.

Going forward, there are several areas to be addressed.

#### Creation of an online database

The catalogue needs to be entered onto an online content management system, so that it can be searched, added to, documents can be retrieved easily etc. This will help the URP derive the benefit of the creation of the catalogue, but will also have the effect of maintaining the momentum developed by the 3 URP KM projects which ran from January – June 2006.

#### Hard copy vs electronic

The URP appears to have quite a large number of documents in hard copy only. The CCT's IKM Department needs to take some decisions as to how to address the issue of hard copy material at a corporate level. IKM can then help inform the URP as to the best way to proceed with this.

#### Close the gaps

There are several gaps in this catalogue (see section titled "Gaps in this catalogue" for details of this). A first and obvious step in taking this process forward is to follow up on those gaps and close them as soon as possible.

#### Grow and sell the database

In order for this to be a successful KM undertaking, the database has to be used by, and be useful to, its intended audience. Therefore, there has to be a marketing drive within the URP, encouraging staff to use the database, and to keep contributing documents to it, so it is constantly updated, thereby keeping it relevant and useful.