

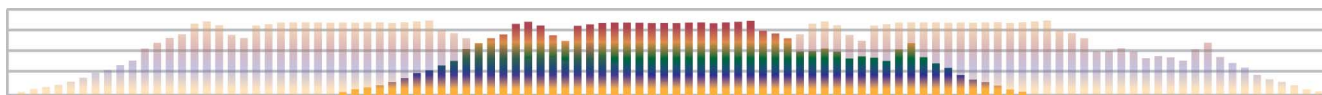


State of Cape Town Report 2012



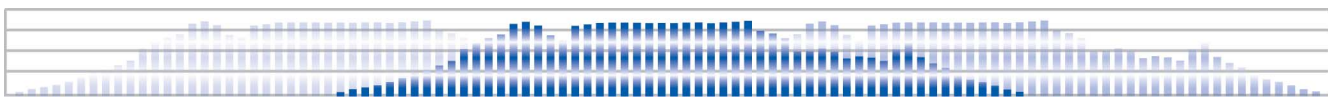
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THIS CITY WORKS FOR YOU



Contents

2	Preface Acknowledgements, foreword by the City Manager, glossary of acronyms and abbreviations, and lists of tables and figures.
5	Introduction This State of Cape Town Report 2012 is the fourth in a series produced by the City of Cape Town, following on reports in 2006, 2008 and 2010.
9	The people of Cape Town Cape Town will continue to host multiple family forms and residents with different needs and services requirements, all of whom need to be catered for.
19	The economy While national factors will have a strong bearing, the economic outlook for Cape Town will also be heavily affected by the global economic climate given its heavier reliance on Europe as an export destination.
25	Natural wealth In the 21st century the challenge for many rapidly expanding developing-country economies is that natural resources are increasingly limited and more expensive to extract.
31	Urban growth and form As the world builds more urban fabric and adds more people to existing places, the way in which cities are structured will shape the health and productivity of society and urban residents.
39	Urban governance Urban governance is increasingly understood as both government responsibility and civic engagement, and is seen to extend beyond the notion of 'urban management'.
43	Conclusion As with other urban areas in South Africa and the developing world, informality in Cape Town is starting to manifest as a given – a part of the urban landscape for at least the short to medium term.
45	References



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- Any feedback, comments or suggestions with regard to the report are welcomed and may be e-mailed to devinfo@capetown.gov.za

Document Navigation

The symbols ◀ ▶ at the bottom left and right of each page link to the previous and next pages respectively.

The 'tab' section markers on each right-hand page link to the first page of the section indicated.

Clicking on the graphic at the top of any page or on the report title – **STATE OF CAPE TOWN REPORT 2012** – at the bottom of any page will return you to the Contents page.

Entries in the table of contents, tables and figures link to the indicated page, table or figure.

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The City of Cape Town (or 'the City') refers to the City administration, including elected councillors, responsible for the development and local administration of the city. The city of Cape Town (or 'the city') refers to the geographical area that is administered by the City of Cape Town, and includes its physical elements as well as all the people who are living and active in it.

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Foreword



It is my privilege to present the fourth edition of the biennial State of Cape Town Report – State of Cape Town 2012. The key objective of the State of Cape Town Report 2012 is to provide a snapshot of the city with up-to date information and analysis of the most pertinent issues influencing the city and its residents and businesses. It highlights the opportunities and challenges facing the city, and helps to inform a range of activities for the City of Cape Town ("City") and others, in relation to urban development and urban governance.

This report is premised on the notion that each challenge facing the City poses an opportunity for innovation, and the chance to create new solutions. These challenges and opportunities are contextualised within global, national and local dynamics, as is appropriate. The State of Cape Town Report 2012 also informs the implementation of the Integrated Development Plan 2012 - 2017, particularly by presenting an analysis of the City's current context.

Cape Town is one of the top performing cities in South Africa and Africa. However, like other developing countries and cities, it is contending with rising unemployment, persistent poverty, a relatively high incidence of HIV/Aids, and crime. Increasingly, efforts to address these challenges will require an integrated, aligned and strategic response in the medium to long term.

For the 2012 – 2017 term of office, the City is structuring its programmes and interventions around five

key principles and objectives: Cape Town as a city of opportunity, a safe, caring, and inclusive city, and one that is well-run.

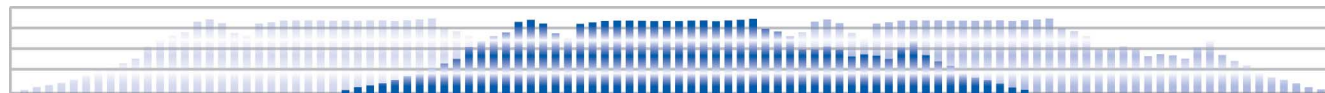
The programmes contained in the IDP are informed by the OneCape2040 and the derived City Development Strategy, which sets out the long-term vision and goals for the City and the Western Cape. The Social Development Strategy and Economic Growth Strategy provide a foundation for advancing the City's social and economic development goals.

These long, medium and short term strategies form the basis of the City's approach to service delivery, and bring senior decision-makers together to plan and work across departments and disciplines.

The State of Cape Town 2012 report details the context within which these programmes and interventions are conceived and implemented, and the areas on which they need to make a positive impact. This information will be increasingly critical to the City's efforts to bring improvements to its strategy and programme implementation.

Achmat Ebrahim
City Manager

* These two strategies were approved by Council in June 2013.



Acronyms and abbreviations

CAPA	– Climate Adaptation Plan of Action	MSW	– municipal solid waste
CBD	– central business district	NDP	– National Development Plan
CDS	– City Development Strategy	NEETs	– (those) not in education, employment or training
CFR	– Cape Floristic Region	NMT	– non-motorised transport
CO₂	– carbon dioxide	NO₂	– nitrogen dioxide
CSIR	– Council for Scientific and Industrial Research	OECD	– Organisation for Economic Cooperation and Development
CTICC	– Cape Town International Convention Centre	PM₁₀	– particulate matter smaller than ten microns in size
ECAP	– Energy and Carbon Action Plan	PPP	– purchasing power parity
ECD	– early childhood development	PRASA	– Passenger Rail Agency of South Africa
EDP	– Economic Development Partnership	PSDF	– Provincial Spatial Development Framework
GEM	– Global Entrepreneurship Monitor	SAPS	– South African Police Service
GHG	– greenhouse gas	SDF	– (the City's) Spatial Development Framework
GHS	– General Household Survey	SDI & GIS	– Strategic Development Information and Geographic Information Systems (Department)
GVA	– gross value added	SEDA	– Small Enterprise Development Agency
HDI	– human development index	SMME	– small, medium and micro-sized enterprise
IDP	– Integrated Development Plan	SO₂	– sulphur dioxide
IMEP	– Integrated Metropolitan Environmental Policy	Stats SA	– Statistics South Africa
IMR	– infant mortality rate	TB	– tuberculosis
IPTN	– integrated public transport network	TCT	– Transport Cape Town
IRT	– integrated rapid transit	TEA	– total early-stage entrepreneurial activity
ITP	– Integrated Transport Plan	WHO	– World Health Organisation
MDR	– multidrug-resistant (tuberculosis)	XDR	– extensively drug-resistant (tuberculosis)
MMR	– maternal mortality rate		
MPI	– multidimensional poverty index		

Tables and figures

List of tables

Table 1: Cape Town population change, 1996 to 2011	10
Table 2: Number of Cape Town households living in various dwelling types, 2011	11
Table 3: Cape Town's contribution to South African GDP, 2001–2011	20
Table 4: Cape Town sector contribution to GVA	20
Table 5: Sector contribution to total employment in Cape Town, 2001–2011	22
Table 6: Unemployment for all economically active persons aged 15 to 24 in Cape Town	22
Table 7: Household recycling in Cape Town, 2011	30
Table 8: Access levels to service levels in Cape Town, 1996 to 2011	34
Table 9: Cape Town travel time to place of work in 2011	34
Table 10: Cape Town mode of transport to place of work, 2011	35
Table 11: Six OneCape2040 transitions to be achieved in next 20–30 years	41
Table 12: City CDS aligned with IDP 2012–2017 and OneCape2040	42

List of figures

Figure 1: Change in households and population, 1996–2011	10
Figure 2: Cape Town household size, 2011	11
Figure 3: Growth of Cape Town households living in dwellings (number of households), 2011	12
Figure 4: Highest level of education for Cape Town residents aged 20 years and older, 2011	14
Figure 5: Percentage of children under five years in Cape Town attending an ECD facility in 2009 to 2011, by population group	15
Figure 6: Murder rate per 100 000 population – Cape Town and selected metros, 2011–2012	17
Figure 7: Drug-related crime per 100 000 population – Cape Town and selected metros, 2011–2012	18
Figure 8: Cape Town average daily water use per capita in litres, 1996–2012	29
Figure 9: Cape Town household access to telephones	36
Figure 10: Cape Town household access to internet	37

1 Introduction



This *State of Cape Town Report 2012* is the fourth in a series produced by the City of Cape Town, following on reports in 2006, 2008 and 2010. It seeks to provide information on, and evidence-based analysis of, the current urban opportunities and challenges facing Cape Town, while also highlighting issues that need to be kept track of and attended to as the City moves forward, into the future. The purpose of the report is to outline the current context of Cape Town, providing a snapshot of its profile and the issues, key challenges and opportunities facing the city and its stakeholders.

The report attempts to provide a basis for informed engagement and reflection, by highlighting the most pertinent urban challenges facing Cape Town, as well as some critical facts, figures and related trends. Where possible, and where data and information are available, the report includes a brief overview of global, regional and national trends, to illustrate the wider context of changes, opportunities and challenges facing the city. This report is aimed at policy makers and decision makers, senior managers and other stakeholders, as well as researchers and ordinary residents who are concerned about Cape Town's diverse set of development challenges and opportunities. It is not a City policy document, but is rather an informant to

policy, strategy and, importantly, implementation and improved service delivery.

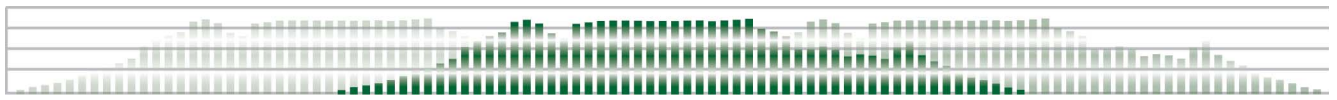
Local government leaders need detailed intelligence to improve their ability to manage their cities successfully. Business, in turn, needs to be aware of the challenges and opportunities, and of where they can play their important part in promoting economic growth. Residents also need to understand the diversity of challenges their cities face, and which issues to prioritise in order to influence their leaders and inform their own responses, contributions and development. This report aims to meet all these information needs.

Scope and limitations

This 2012 issue of the *State of Cape Town Report* builds on the *State of Cape Town Report 2010*, and covers five themes: people, the economy, natural wealth, urban growth and form (which looks at the living experience in Cape Town from an infrastructure accessibility and quality perspective) as well as urban governance. Each thematic chapter contains a review of the global trends, followed by an overview of the current context (or 'the facts'), including key trends and emerging opportunities and challenges for Cape Town.

The report does not purport to be a comprehensive overview of all the possible trends, opportunities and

The purpose of the report is to outline the current context of Cape Town, providing a snapshot of its profile and the issues, key challenges and opportunities facing the city and its stakeholders.



challenges that may shape the future Cape Town, but rather touches on the issues most pertinent to increasing economic growth and development, diminishing social marginalisation, advancing social inclusion and cohesion, and building the city's resilience. Cape Town's inevitable growth is presented as both a challenge and an opportunity for social, institutional and economic innovation. An attempt is made to provide data for 2012; however, where 2012 data were not available, the most recent available data were used.

The key findings in each of the chapters include the following:

The people

- Census 2011 results indicate that, in the period from 1996 to 2011, the population of Cape Town increased by 46% to 3,7 million, with the biggest increase (124%) occurring in the black African population group.¹ The number of people in the coloured population group grew by 28% from 1996 to 2011. The total number of households² in Cape Town increased by 38% over 10 years, from 777 389 in 2001 to 1 068 572 in 2011.
- Census 2011 suggests a differentiation in household size between black African and coloured households, being the two largest population groups in Cape Town: The proportion of one-person to two-person households increased to almost 50% of black African

households in Cape Town. Conversely, a large proportion (44%) of coloured households live in bigger units comprised of three to four household members.

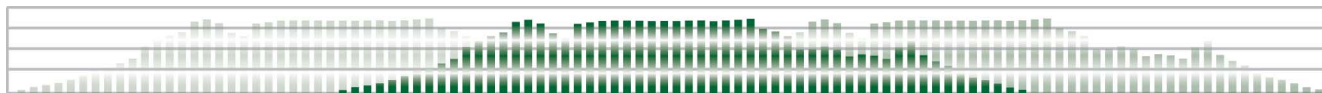
- The number of households in Cape Town who depends on social grants as a sole source of income doubled from 2009 to 2011. Income poverty among poor households is deepening, and manifests itself in more households experiencing hunger and food insecurity.
- Programmes focused on youth development in Cape Town are becoming increasingly important to prevent potentially disaffected and unemployed youth from being pulled into a burgeoning drug-crime environment. South Africa in general and Cape Town in particular have a large youth population, and working-age youth could be a demographic dividend, provided they are educated and employed.³

The economy

- With the exception of the agriculture, forestry and fishing, and the manufacturing sector, the number of available jobs in Cape Town increased in all sectors between 2010 and 2011.
- While the growth of the economy has not been completely jobless, it has not matched the demand for jobs. In 2011, the average unemployment rate for Cape Town was 23,8% for all aged 15 to 64 (down from 24,9% in 2010).⁴

The total number of households in Cape Town increased by 38% over 10 years, from 777 389 in 2001 to 1 068 572 in 2011.

1. Population groups continue to be referenced in the data and analyses in order to track the progress of City of Cape Town policies and strategies in bringing about social redress.
2. Statistics South Africa (Stats SA) defines a household as "a group of persons who live together and provide themselves jointly with food or other essentials for living, or a single person who lives alone".
3. See Lin, 2012. "In a country with a youth bulge, as the young adults enter the working age, the country's dependency ratio – that is, the ratio of the non-working-age population to the working-age population – will decline. If the increase in the number of working-age individuals can be fully employed in productive activities, other things being equal, the level of average income per capita should increase as a result. The youth bulge will become a demographic dividend. However, if a large cohort of young people cannot find employment and earn satisfactory income, the youth bulge will become a demographic bomb, because a large mass of frustrated youth is likely to become a potential source of social and political instability."
4. Using the official or narrow definition of unemployment. In the official definition, the unemployed are those people within the economically active population who did not work during the seven days prior to the interview; want to work and are available to start work within two weeks of the interview, and have taken active steps to look for work or to start some form of self-employment in the four weeks prior to the interview. In the expanded definition, the third criterion (some sort of work-seeking activity) falls away.



- Informal-sector activity in South African cities is low compared to other middle-income metro-regions around the world, where the informal sector may employ as much as 30% of these regions' labour force. In Cape Town as well as the other major metros, informal-sector employment remains below 10% of total employment. The City and other stakeholders are considering how best to support informal-sector trading and aid growth of the sector.
- The City identified a green economy strategy as key to its long-term economic growth and development agenda for Cape Town. In line with the City's social development and inclusivity goals, attention to the social dimensions of the green economy would contribute to economic and social inclusion.

Natural wealth

- Local ecosystems such as fynbos and renosterveld absorb more carbon than degraded land and agricultural areas. The City's Environmental Agenda 2014 target is to see 60% of the biodiversity network formally conserved. Currently, just over 50% of the biodiversity network is under formal conservation.
- The City's stormwater policies and infrastructure upgrade investments will assist in improving the quality of inland water bodies, and will contribute to conserving biodiversity and coastal water quality.
- The transport sector remains a high carbon emitter and is responsible for 27% of Cape Town's total carbon emissions. Current passenger transport is heavily dependent on private vehicles, which make up 48% of the modal share in terms of passenger kilometres. The City's growing investment in passenger bus and non-motorised transport (NMT) infrastructure, alongside the Passenger Rail Agency of South Africa's (PRASA) planned investment in new rail lines, will help reduce carbon emissions in Cape Town.
- Water demand management initiatives continue to be important, and advance sustainable resource use.

Urban growth and form

- The Cape Town Spatial Development Framework was approved by Council and the Western Cape Government in 2012. It supports contextually appropriate densification across the city, and proposes higher densities in specific locations – such as along activity and development routes and urban nodes.⁵
- A broad trend towards smaller households and, specifically, an increase in the number of one-person to two-person households in the black African population group (as shown by Census 2011) suggests an emerging need for housing opportunities for smaller households. This supports the possibilities for the supply and uptake of more compact dwelling units and densification.
- Global evidence suggests that where densification is matched by investment in the notion of accessible 'public good' social infrastructure, such as green areas, parks, recreational facilities and public spaces, cities' efforts to enhance and sustain the use of public space lead to enhanced community cohesion, civic identity and quality of life.
- The newly established transport authority Transport for Cape Town advances the City's strategy to build a multi-nodal public transport network that will allow users to traverse the city with greater ease, using different transport modes.

Urban governance

- The City has a good track record of using its resources to good effect, and has governance mechanisms in place to facilitate transversal ways of working. The Integrated Development Plan (IDP) 2012–2017 provides the framework for project implementation and performance monitoring.
- The long-term City Development Strategy (CDS), which was approved by Council in 2012, is informed by, and aligned with the Western Cape Government's OneCape2040 document and the National Development Plan (NDP) 2030.

Local ecosystems such as fynbos and renosterveld absorb more carbon than degraded land and agricultural areas.

The City's Environmental Agenda 2014 target is to see 60% of the biodiversity network formally conserved.

5. City of Cape Town, 2012h.



2 The people of Cape Town



Globally, population dynamics are changing from high mortality and high fertility to low mortality and low fertility. The world's fertility rate has fallen from six children in 1900 to 2,5 today. If fertility rates continue to fall, the world's population could actually shrink to 6,2 billion by 2100, creating an elderly world more difficult to support. At the same time, life expectancy at birth is increasing, and is projected to grow from 68 years today to 81 by 2100. By 2050, there could be as many people over 65 as there are under 15 years, requiring new concepts of retirement.⁶

The socio-demographic trends show that Africa continues to experience rapid population growth, and that by 2050, one in every four people on the planet will live in Africa. Africa has a young population:

Currently, 60% of the population are below 25 years. Even with declining fertility, projections for the 2050 population indicate that as much as 50% of the African population will be younger than 25 years. For this to become a demographic bonus, the working-age population (15–64 years of age) must be educated and employed.⁷

Cape Town – the facts

Demographics

Cape Town will continue to host multiple family forms and residents with different needs and services requirements, all of whom need to be catered for. The certain prospect of continued urbanisation to Cape Town – mostly by people with lower or no incomes – will drive the demand for low-cost shelter and services.

Cape Town will continue to host multiple family forms and residents with different needs and services requirements, all of whom need to be catered for.

6. Scientific and medical breakthroughs are likely over the next 20 to 30 years, which could give many people longer and more productive lives than most would believe possible today. See Glenn, Gordon & Florescu, 2012, "Executive summary".

7. If fertility rates continue to decline, Africa could be headed for a demographic bonus, with the majority of the population being of a working age (15 to 64 years). See Haldenwang, 2012, "Executive summary", p 111.

Table 1: Cape Town population change, 1996 to 2011

Population group	Cape Town								
	1996		1996–2001		1996–2001	2011		2001–2011	1996–2011
	Number	%	Number	%	% change	Number	%	% change	% change
Black African	644 181	25,1%	916 584	31,7%	42,3%	1 444 939	38,6%	57,6%	124,3%
Coloured	1 239 943	48,4%	1 392 594	48,1%	12,3%	1 585 286	42,4%	13,8%	27,9%
Asian	37 882	1,5%	41 516	1,4%	9,6%	51 786	1,4%	24,7%	36,7%
White	543 425	21,2%	542 555	18,8%	-0,2%	585 831	15,7%	8,0%	7,8%
Other	97 664	3,8%	0	0,0%		72 184	1,9%		-26,1%
Total	2 563 095	100,0%	2 893 249	100,0%	12,9%	3 740 026	100,0%	29,3%	45,9%

Source: Compiled by City of Cape Town Spatial Development Information (SDI) & Geographic Information Systems (GIS) Department, using Census 1992, 2001 and 2011 data. Please note 'Other' in the table above and in other Census 2011 information comprise those households who did not express a specific population group or did not want to indicate a particular population group.

In 2011, the population of Cape Town was estimated at 3 740 026 people, with an estimated 1 068 572 household units. Cape Town's total population grew by almost 30% between 2001 and 2011 (see table 1). From 1996 to 2011, the population of Cape Town increased by 46%: The biggest increase (124%) occurred among the black African population group.^{8,9} The population in Cape Town is expected to grow, and is projected to reach 4,25 million by 2030.

The total number of households¹⁰ in Cape Town grew from 777 389 in 2001 to 1 068 572 in 2011, an increase of 38% over the ten-year period. Figure 1 shows that

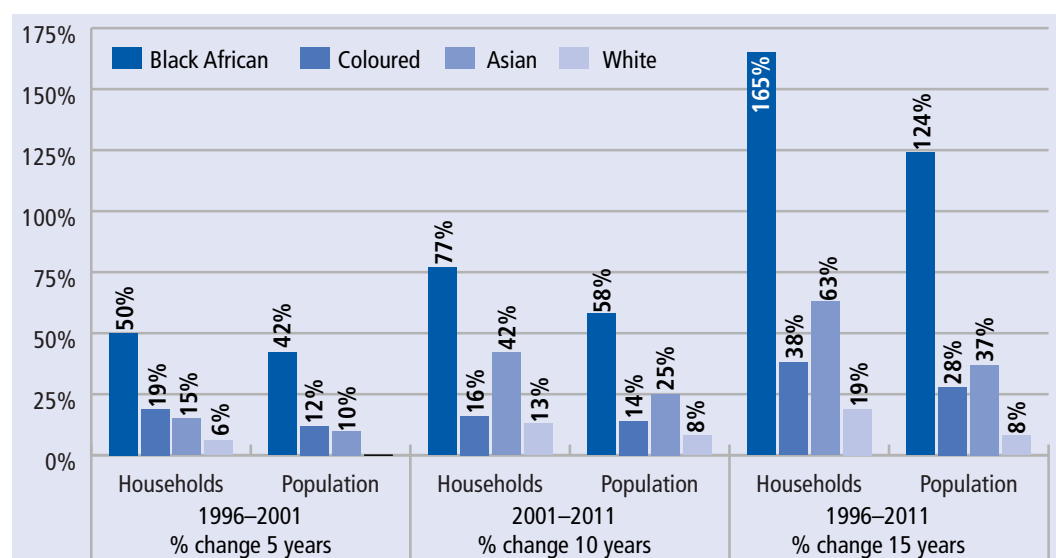
the number of households in Cape Town grew faster than the increase in population, most likely as a result of larger households splitting into smaller household units, as well as the broader trend towards smaller households.

In the ten years from 2001 to 2011:

- total households in Cape Town increased by 38%, while the population increased by 29%;
- black African households increased by 77%, while the population increased by 58%; and
- coloured households increased by 16%, while the population increased by 14%.

From 1996 to 2011, the population of Cape Town increased by 46%: The biggest increase (124%) occurred among the black African population group. The population in Cape Town is projected to reach 4,25 million by 2030.

Figure 1: Change in households and population, 1996 to 2011



Source: City of Cape Town SDI & GIS Department using Census 2011 data.

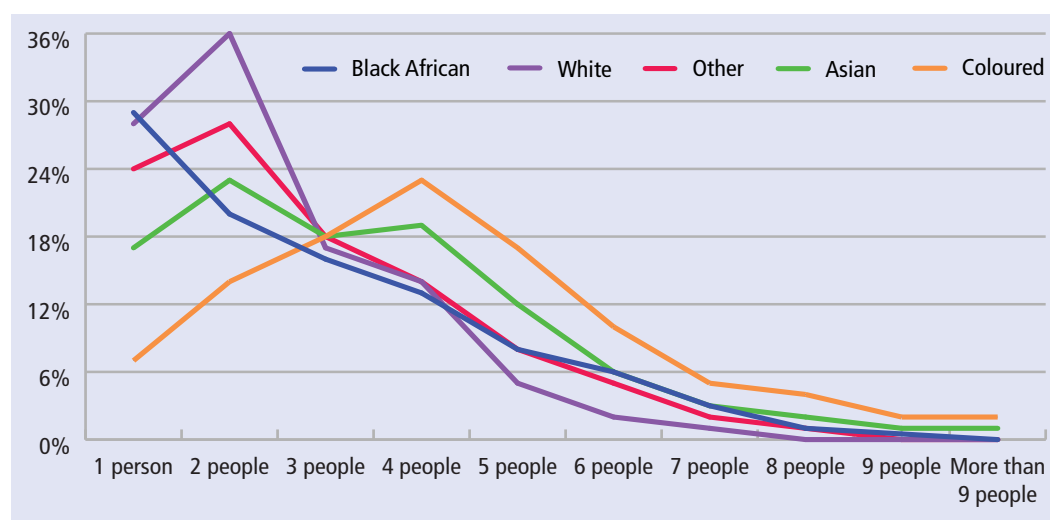
8. Stats SA, 1997, 2002 & 2012.

9. The term "population group" is retained in this report to align with Stats SA data categories and analyses, and to reflect differences in needs within the South African society.

10. Stats SA defines a household as "a group of persons who live together and provide themselves jointly with food or other essentials for living, or a single person who lives alone".

11. This trend will need further exploration when further, related Census 2011 data become available. At the time of writing, some Census 2011 data for Cape Town had been released and analysed. Stats SA releases Census 2011 data in phases.

Figure 2: Cape Town household size, 2011



Source: City of Cape Town SDI & GIS Department using Census 2011 data.

The Census 2011 results in figure 2 show divergence in the size of black African and coloured households in Cape Town: among Black African households there is a spike (to a total of almost 50%) in the proportion of one (29,5%) and two-person (20%) households, while a large proportion (about 40%) of total coloured households now live in bigger households of three (17,4%) to four (21,7%) members. Census 2011 results indicate that close to 44% of all Cape Town households live in one to two person households. The growth in smaller households, pronounced among the black African population group, may suggest a higher need for low-income housing and services.¹¹

Human settlement and access to basic services

Informal settlements have become a long-term feature of South Africa's cities, largely because public housing delivery cannot keep up with the demand for affordable housing opportunities, while the rise in unemployment leads to even more households becoming dependent on public housing delivery.

In Cape Town, a substantial proportion of new households live in informal shelter, either in informal settlements or backyard dwellings. Overall, about 20%

of Cape Town households – close to 219 000 – lived in informal dwellings in 2011 (see table 2). In terms of the breakdown by population group, Census 2011 results show:

- 189 414 (43%) of black African households in Cape Town living in informal settlements and informal dwellings in backyards;
- 87% of all households living in informal dwellings, either in an informal settlement or backyard, are black African; and
- 25 613 (7%) of coloured households in Cape Town living in informal settlements and informal dwellings in backyards.¹²

In contrast, about 78% of total households in Cape Town lived in formal dwellings – proportionately more or less the same as in 2001 – though the number of formal dwellings in Cape Town increased by 40% between 2001 and 2011.

Census 2011 results also show a substantial increase in households living in backyards, constituting a 244% growth in households in informal backyard dwellings from 1996 to 2011 (see figure 3).

From 1996 onwards, the City of Cape Town has made steady progress in providing more households with

In Cape Town, a substantial proportion of new households – close to 219 000 or about 20% of all households – lived in informal shelter, either in informal settlements or backyard dwellings in 2011.

Table 2: Number of Cape Town households living in various dwelling types, 2011

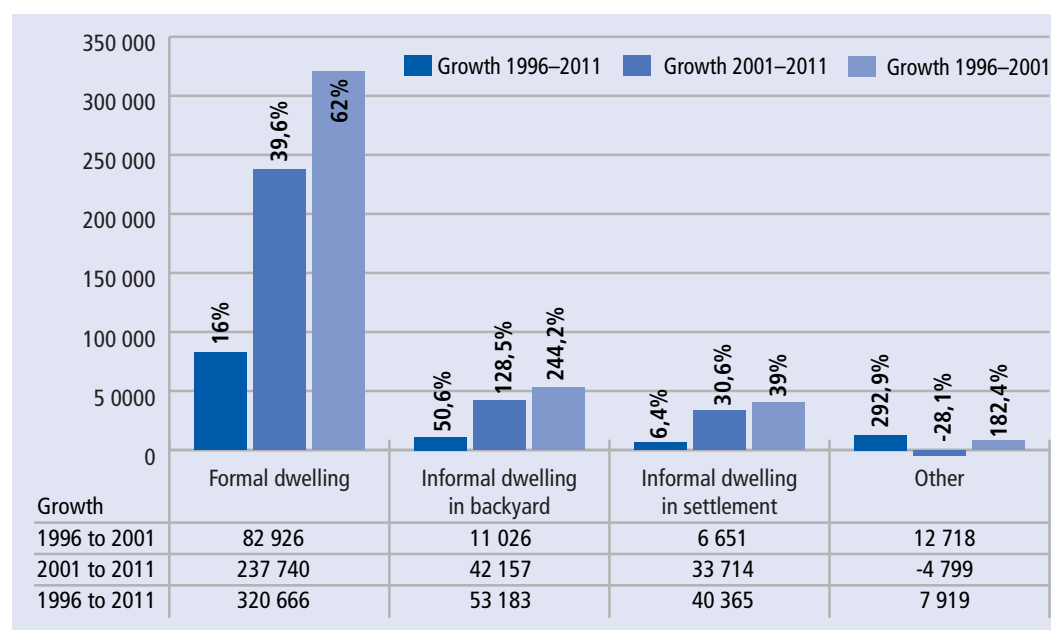
2011	Black African	Coloured	Asian	White	Other	Total
Formal dwelling	250 762	327 383	13 852	230 575	14 961	837 533
Informal dwelling in backyard	54 500	18 082	150	337	1 889	74 958
Informal dwelling in settlement	134 914	7 531	141	387	850	143 823
Other	4 607	5 634	123	1 528	369	12 261
Total	444 783	358 630	14 266	232 827	18 069	1 068 575

Source: City of Cape Town SDI & GIS Department using Census 2011 data..

12. City of Cape Town, 2013c.



Figure 3: Growth of Cape Town households living in various dwelling types (number of households), 2011



Source: City of Cape Town SDI & GIS Department using Census 2011 data.

According to Census 2011 results, a relatively small number of households (3%) – mainly black African – do not have access to basic services, and still need attention.

access to basic services. Nevertheless, according to Census 2011 results, a relatively small number of households (3%) – mainly black African – do not have access to basic services, and still need attention. The Census results show that:

- around 30 000 black African households either have access to water that is more than 200 m from their yard, or no access;
- 7,2% of households still either have access to bucket sanitation or no sanitation; and
- almost 22 000 households (19 000 of whom are black African) use their own refuse dump, or have no refuse disposal.¹³

Health

Global health conditions have improved more in the past 50 years than ever before in human history – aided by advances in the control and prevention of some diseases, new vaccines and medicines, better access to basic health care, safe water supplies and sanitation facilities - and this is reflected in increased life expectancy, generally speaking. However, in developing-country regions, – and this is true for Africa in particular – some of those trends are stagnating and, in some

cases, reversed due to populations carrying multiple disease burdens.¹⁴ Africa has the lowest life expectancy at birth compared with other regions, and some Southern African countries – South Africa excluded – are experiencing declining life expectancies as a result of Aids.

Nationally, HIV/Aids and tuberculosis (TB) are the two main diseases that affect life expectancy. In South Africa, TB disease rates are more than double those observed in other developing countries.¹⁵ The number of reported TB cases has consistently risen since 1996, and is tied with the increased incidence of multidrug-resistant (MDR) and extensively drug-resistant (XDR) TB.¹⁶ The life expectancy of black South Africans decreased from 64,8 years in 1995 to 47 years in 2010 – a loss of almost 18 years in life expectancy – as a direct result of Aids.¹⁷ However, the Rapid Mortality Surveillance Report 2011 shows, the death rate has declined – nationally - and the average life expectancy in the country improved from a low of 54 years in 2005 to 60 years in 2011. This reduction in mortality rate – especially of children and young adults – is attributed to improvements in the roll-out of HIV treatment and the prevention of mother-to-child transmission of HIV.¹⁸

13. City of Cape Town, 2013c.

14. This includes 'diseases of the over-fed', i.e. emerging epidemics of non-communicable or chronic diseases (e.g. heart disease, cancer and diabetes), and injuries, which are becoming more prevalent in both more developed and less developed countries; 'diseases of the under-fed', including infectious diseases, malnutrition and complications at child birth, which disproportionately affect the poor, and epidemics of TB, HIV/Aids and malaria, which continue to affect many countries. See Roux, 2012, p 2–147.

15. Of the ten countries with the highest TB incidence rates, six are in Africa, with South Africa, Zimbabwe and Mozambique in the lead.

16. Especially in KwaZulu-Natal, the Western Cape and the North West. See Roux, 2011, p 2–161.

17. In the absence of Aids, life expectancy among black Africans is projected to reach 75,5 years by 2040. See Roux, 2012, p 2–149.

18. MRC, 2012.



For 2012, the Western Cape had the highest life expectancy at birth, of 64,5 years, compared with other provinces; the Western Cape has the second-lowest HIV prevalence rate in the country.¹⁹

In Cape Town, HIV/Aids and TB are the key health challenges facing residents. The HIV prevalence in Cape Town is stabilising at a high level, which means that the HIV/Aids epidemic continues to be a major challenge facing the city. The 2010 antenatal survey showed an HIV prevalence of 19,1% in Cape Town, while the HIV prevalence in Khayelitsha was 33,1%.²⁰

TB incidence often coincides with HIV/Aids prevalence. Cape Town has a high number of TB cases, with 27 481 cases reported in 2012 and an incidence rate of 705 per 100 000 of the city's population. In Khayelitsha, the TB incidence in 2012 was very high, at 1 303 per 100 000 population. The TB incidence in Cape Town remained fairly stable at below 900 every year between 2003 and 2009.²¹

Cape Town's infant mortality rate (IMR) declined considerably between 2003 and 2011, indicating good

overall health as well as improved living and social conditions in the city. Cape Town significantly outperforms the national IMR, at 22,6 (per 1 000 live births) in 2009, a decline from the 2003 rate of 25,16. The newly verified data indicate a further drop to 19,8 and 15,6 for 2010 and 2011 respectively.

The national maternal mortality rate (MMR)²² appears to be worsening, with deaths increasing from 310 per 100 000 live births in 2008²³ to 333 in 2009. Nationally, the challenge is to reverse the increasing trend and achieve a 10% reduction, to get the MMR to 270 per 100 000 by 2014. The higher MMR is mainly associated with HIV/Aids and hypertension. There was good improvement in maternal mortality for the Western Cape, decreasing from 43,3 in 2010/11 to 28,7 per 100 000 live births in 2011/12. In Cape Town, the MMR for 2011/12 was 30,7 per 100 000 live births, down from 55,2 in 2010/11.²⁴

The World Health Organisation (WHO) estimates that chronic diseases will overtake communicable diseases as the most common cause of death in Africa by 2030.²⁵

For 2012, the Western Cape had the highest life expectancy at birth, of 64,5 years, compared with other provinces. The infant mortality rate (IMR) declined considerably between 2003 and 2011, and Cape Town significantly outperforms the national IMR, at 22,6 per 1 000 live births in 2009.

19. The lowest life expectancies at birth are currently found in KwaZulu-Natal (53,9 years), the Free State (55,9 years) and the Eastern Cape (56,4 years), which are also the provinces with the highest HIV prevalence rates, according to the ASSA2008 model, an Aids and demographic model of the Actuarial Society of South Africa. See Roux, 2012, p 2–149.

20. Ranging between 30,5% and 35,6%, at a 95% confidence level.

21. See City of Cape Town 2012b.

22. The maternal mortality ratio (MMR) cannot be obtained from the Rapid Mortality Surveillance system, and estimates of this have to be obtained from the cause-of-death data from Stats SA, resulting in a two-year time lag. See MRC, 2012, p i.

23. Baseline for MMR set at 2008 due to a lag in data availability. See MRC, 2012, p i.

24. MRC, 2012.

25. Globally, six out of every ten deaths are due to chronic diseases. In Africa and other low-income countries, the majority of deaths are attributable to communicable diseases, but the situation is projected to change rapidly as populations age and lifestyles change. The impact of non-communicable or chronic diseases – including cardiovascular disease, diabetes, cancer, chronic respiratory diseases and mental illness – is steadily growing, affecting both developed and developing countries, and people in all age groups. Economist Intelligence Unit, 2011, p 11.

In 2011, approximately 50% of the total population in Cape Town aged 20 years and older had had less than 12 years of schooling; around 7% had less than Grade 7 education and were considered functionally illiterate, and 1,2% had never attended an educational institution and are totally illiterate.

Nationally, deaths due to non-communicable diseases are increasing. Four of the ten leading causes of death in 2009²⁶ were chronic diseases: TB was the leading cause of death in South Africa (accounting for 12% of all deaths in 2009), followed by influenza and pneumonia (7,5%), intestinal infectious diseases (5,4%), other forms of heart diseases (4,6%) and cerebrovascular diseases (4,3%), together accounting for 33,8% of all deaths in South Africa.²⁷ The major factors that drive the growing incidence of non-communicable diseases are an ageing population and lifestyle choices.²⁸ It is within the purview of cities to provide urban spaces that assist city residents with making healthy lifestyle choices.

Education

The relatively high rate of adult illiteracy is a major contributor to the still unacceptably high levels of unemployment nationally and in Cape Town.

Nationally, about 60% of the working-age population (15–64 years) have not completed 12 years of schooling.²⁹ According to the General Household Survey (GHS) 2011, approximately 50% of the total population in Cape Town aged 20 years and older have had less than 12 years of schooling. Furthermore, around 7% have less than Grade 7 education and are considered functionally illiterate; 1,2% have never attended an

educational institution and are totally illiterate.

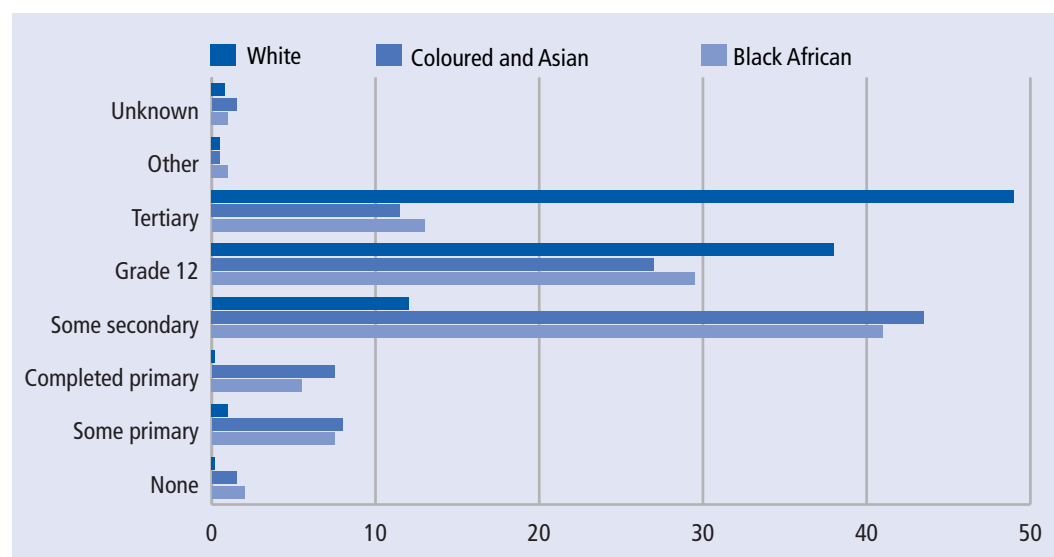
Of equal concern is the steep drop between the proportion of people with matric and those with tertiary education, given the proximity to five universities in the Cape Town city region. About 30% of Cape Town residents aged 20 years and older have matric as their highest level of education, and only 19% have received tertiary education.

The high-school dropout rate among Cape Town youth is a major concern, especially among young males. Analysis of GHS 2011 data show that:

- fewer than half of those in the age bracket 15 to 24 have been in an educational institution;
- about 25% of all those between 15 and 19 years of age have not been attending an educational institution – effectively high-school dropouts – of whom the majority were coloured and Asian (31%), followed by African (21%) and white (12%);
- of those aged 20 to 24, only 22% have attended an educational institution; and³⁰
- further, according to Census 2011 results, as many as 37,6% of the total number of 15–24-year-olds in Cape Town (i.e. 686 859) were not in education, employment³¹ or training (or so-called NEETs).

A key challenge for educationists is how to fix the 'leaky pipeline' in the education system and keep learners

Figure 4: Highest level of education for Cape Town residents aged 20 years and older, 2011



Source: General Household Survey, 2011.

26. The last year for which death notification data are available.
27. HIV disease was the seventh leading cause of death, accounting for 3,1% of all deaths in 2009, while non-natural causes (e.g. homicide, violence) accounted for 8,6% of deaths.
28. Lifestyle choices include smoking, physical inactivity, unhealthy diets, being overweight, and alcohol abuse. See Roux, 2012, p 2–155.
29. Roux, 2012.
30. City of Cape Town, 2013c.
31. This figure is derived using the Stats SA "narrow" definition of unemployment. Elsewhere the calculation of "NEETs" include young adults that have become "inactive" and are "discouraged work seekers."

studying for longer so that they can attain higher levels of education and become more employable in the (local) economy. One question might be whether there is a role for local governments to amplify the efforts of educationists through youth-oriented social programming.

Responses to the GHS 2009 to 2011 show a steady increase in exposure to early childhood development (ECD) for children under the age of five living in Cape Town – from 30,8% in 2009 to 37,8% in 2011.³² The evaluation of ECD programmes have shown that children who have participated in these programmes tend to have less grade repetition at school, lower school dropout rates, higher school completion rates, improved cognitive development, improved social and emotional behaviour, improved nutrition and health, an increased earning potential, and increased self-sufficiency as an adult. Investing in ECD programmes has also shown that such children display lower levels of welfare dependence and lower crime rates in adulthood.³³

While ECD participation of those under the age of five years living in Cape Town is increasing, the participation levels are still low, especially when one considers the future benefit of ECD exposure and participation. In order for ECD to have a positive impact

on high-school dropout rates, academic performance, employment and employability in South Africa and Cape Town, it must be prioritised now. Ensuring that all young children are exposed to ECD programmes should thus be a priority.

Income poverty and food insecurity

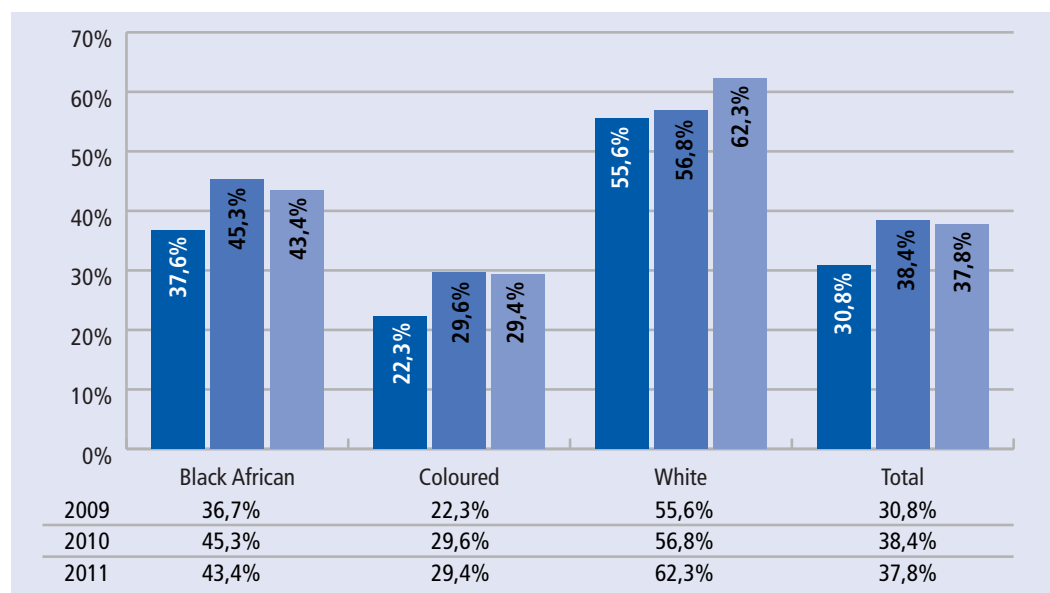
South Africa is the 24th-largest economy in the world, but its 2012 human development index (HDI) is ranked 122nd out of a total of 187 countries.³⁴ This big mismatch suggests that economic growth does not automatically trickle down to the poor and marginalised, and that – apart from accessing jobs – a range of additional inputs are needed to address poverty and inequality in the country.³⁵

The new multidimensional poverty index (MPI)³⁶ considers multiple deprivations and their overlap, and places poverty and inequality at the centre of the human development framework. Like the HDI, the MPI identifies deprivations across three dimensions – living standards, education and health – and shows the number of people who experience poverty in multidimensional ways, and the number of deprivations with which poor households typically contend.

Globally, the number of people living with multiple deprivations exceeds the number who lives on \$1,25 or

There has been a steady increase in exposure to early childhood development (ECD) for children under the age of five living in Cape Town – from 30,8% in 2009 to 37,8% in 2011

Figure 5: Percentage of children under five years in Cape Town attending an ECD facility in 2009 to 2011, by population group



Source: 2009, 2010 and 2011 GHS data, Stats SA.

32. City of Cape Town, 2013e.

33. WHO, 2009; World Bank, 2011.

34. See UNDP, 2013.

35. See Roux, 2012.

36. The MPI complements money-based poverty measures, such as the income poverty line, which is often criticised as an insufficient measure for reflecting the varied dimensions to living in poverty. It was first published in the 2010 Human Development Report (UNDP, 2010).



In 2011, about 13% of the total households in Cape Town listed social grants as their main source of income – up from the 5% who did so in 2009.

These figures suggest that income poverty is increasing and deepening, and that were it not for social grants, more households and residents would be in dire circumstances.

less per day. South Africa is one of the exceptions: The percentage of people in South Africa living in multidimensional poverty was calculated at 13,4%, while 17,4% of the population lived with purchasing power parity (PPP) of \$1,25 (or less) and 23% lived below the national poverty line.³⁷ South Africans are mostly income poor, and fewer live with multiple deprivations.³⁸ The core implication of this is that the public sector – all three spheres of government – is mostly able to facilitate access to shelter as well as municipal and social services such as health care and education, and to mitigate the worst impacts of poverty on individuals and families. Poor households and residents in Cape Town (as in the rest of South Africa) predominantly struggle with unemployment and a lack of income with which to buy goods (like food) and improve their quality of life.

In 2011, indigent households in Cape Town (those who had applied and met the City of Cape Town criteria) made up 21% of the total number of households in the city. According to the GHS 2011, 35,7 % of Cape Town households reported a monthly income of up to R3 500 (the poverty line used by the City of Cape Town). In 2011, about 13% of the total households in Cape Town (largely from the black African, coloured and Asian population groups) listed social grants as their main source of income – up from the 5% who did so in 2009. In 2009, 3% of the total

households reported that social grants were their sole source of income. In 2011, more than double this proportion of households – at 7,6% – reported social grants as their sole income source. These figures suggest that income poverty is increasing and deepening, and that were it not for social grants, more households and residents would be in dire circumstances.³⁹

The World Food Programme reports that 9,2% of all South African children under five years old are undernourished, while more than one in five young children are stunted, and 15% of all newborns are considered to have a low birth weight – indicators of hunger and malnutrition.⁴⁰ Increasing income poverty is further reflected in the growing percentage of Cape Town households that report going to bed hungry, as they had either run out of money or had to cut the size of their meals: In the GHS 2011, 28,82% of all households in Cape Town (compared to 15,9% of households in 2009) indicated they had run out of money to buy food in the year preceding the survey. In 2011, about 27% (compared to 16% in 2009) indicated they had cut the size of their meals or skipped meals, and 23% (compared to 16% in 2009) indicated that they had eaten less than they should, because there was not enough money for food.⁴¹ Most of these were households in the black African and coloured population groups.

37. See table 5 in UNDP, 2010, using South African data from 2000 to 2009, p 144.

38. The National Development Plan 2030 views social grants (cash) as a vital tool to eliminate poverty and reduce inequality, and to protect vulnerable people and their families from the worst effects of poverty. The Catholic Bishops Conference has argued that other services are needed to reinforce the outcomes of these social grants, e.g. medical aid, education, food and nutrition. See Southern Africa Catholic Bishops Conference, 2012.

39. City of Cape Town, 2011a.

40. The Global FoodBanking Group, 2008, as referenced in Roux, 2012, chapter 5.

41. Small, 2011; Stats SA, 2011b.



Food security is becoming a growing challenge for an increasing number of households in Cape Town. While GHS 2011 results show that just over 25% of households reported either skipping meals or reducing their meal size, only 7% of households reported any involvement in food production or agricultural activities in 2011. Local food production and distribution systems will become increasingly critical as climate change affects rain patterns, and the rising cost of fuel further drives up food prices. Low-income and poor households will be most affected by food price hikes.

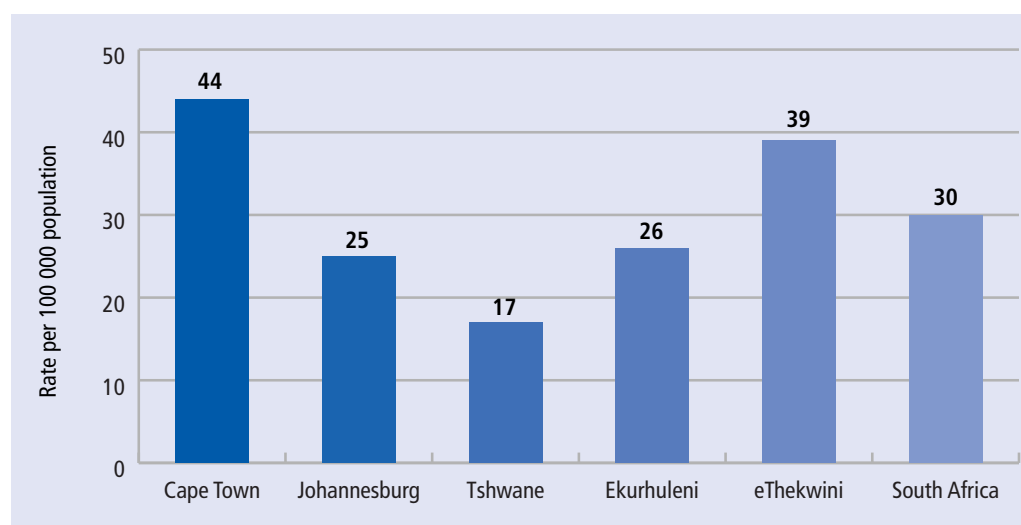
Crime

South Africa is perceived as a country where crime rates are high, and where violence has become a part of daily life. South Africa has the highest rape incidence and major-assault rate in the world, the highest murder rate in Africa, and is ranked sixth-highest in the world with regard to robbery.⁴²

Cape Town's overall crime levels in 2011/12 are around twice the national average – an overall crime rate for Cape Town of 8 202, against a national rate of 4 225 per 100 000 people – and constitute one of the

Food security is becoming a growing challenge for an increasing number of households in Cape Town. However, only 7% of households reported any involvement in food production or agricultural activities in 2011.

Figure 6: Murder rate per 100 000 population – Cape Town and selected metros, 2011–2012

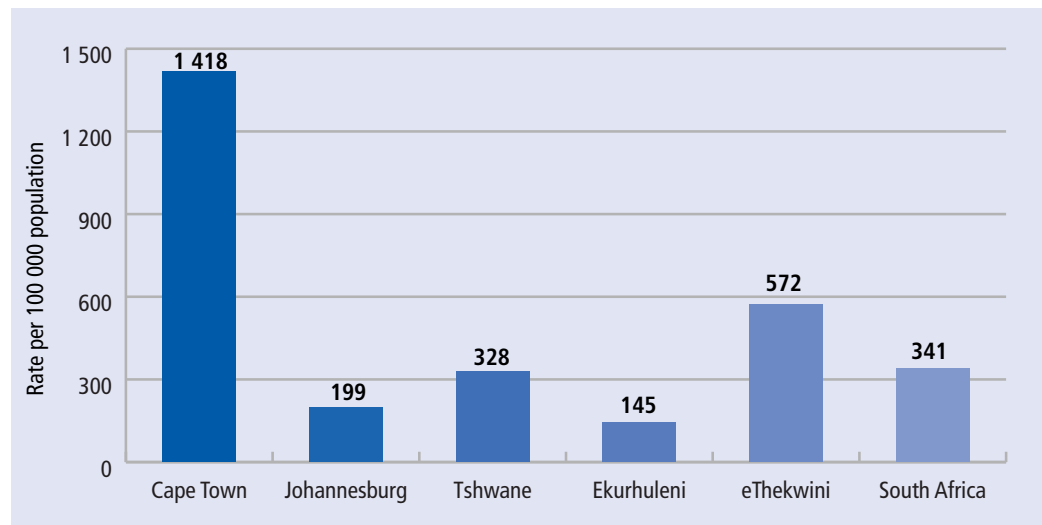


Source: South African Police Service, 2012; Crime Statistics: 2011/12, selected metros and South Africa population estimates (2011), using Stats SA 2011 Census, compiled by SDI & GIS Department, City of Cape Town.

42. See HEUNI, 2010, as quoted in Roux, 2012, p 2–195.



Figure 7: Drug-related crime per 100 000 population – Cape Town and selected metros, 2011–2012



Source: South African Police Service, 2012; Crime Statistics: 2011/12, selected metros and South Africa population estimates (2011) using Stats SA 2011 Census, compiled by SDI & GIS Department, City of Cape Town.

One of the hidden aspects of crime in South Africa is the relationship between youth, violence and crime.

city's strategic challenges. Drug crimes and murder are among the most frequently occurring serious crimes in Cape Town, and have a higher incidence in Cape Town than in the other major metros (see figures 6 and 7).⁴³

Globally, emerging data show that young people are more vulnerable to higher levels of victimisation than adults. In South Africa, there is increasing awareness that young people are central to issues of crime and violence, with growing recognition of youth as being both the victims and perpetrators of violence against fellow youth and the population as a whole. The South African Police Service (SAPS) crime data do not differentiate in terms of age of perpetrators. Thus, one of the hidden aspects of crime in South Africa is the relationship between youth, violence and crime.⁴⁴ There is a dearth of South African research on the intersection

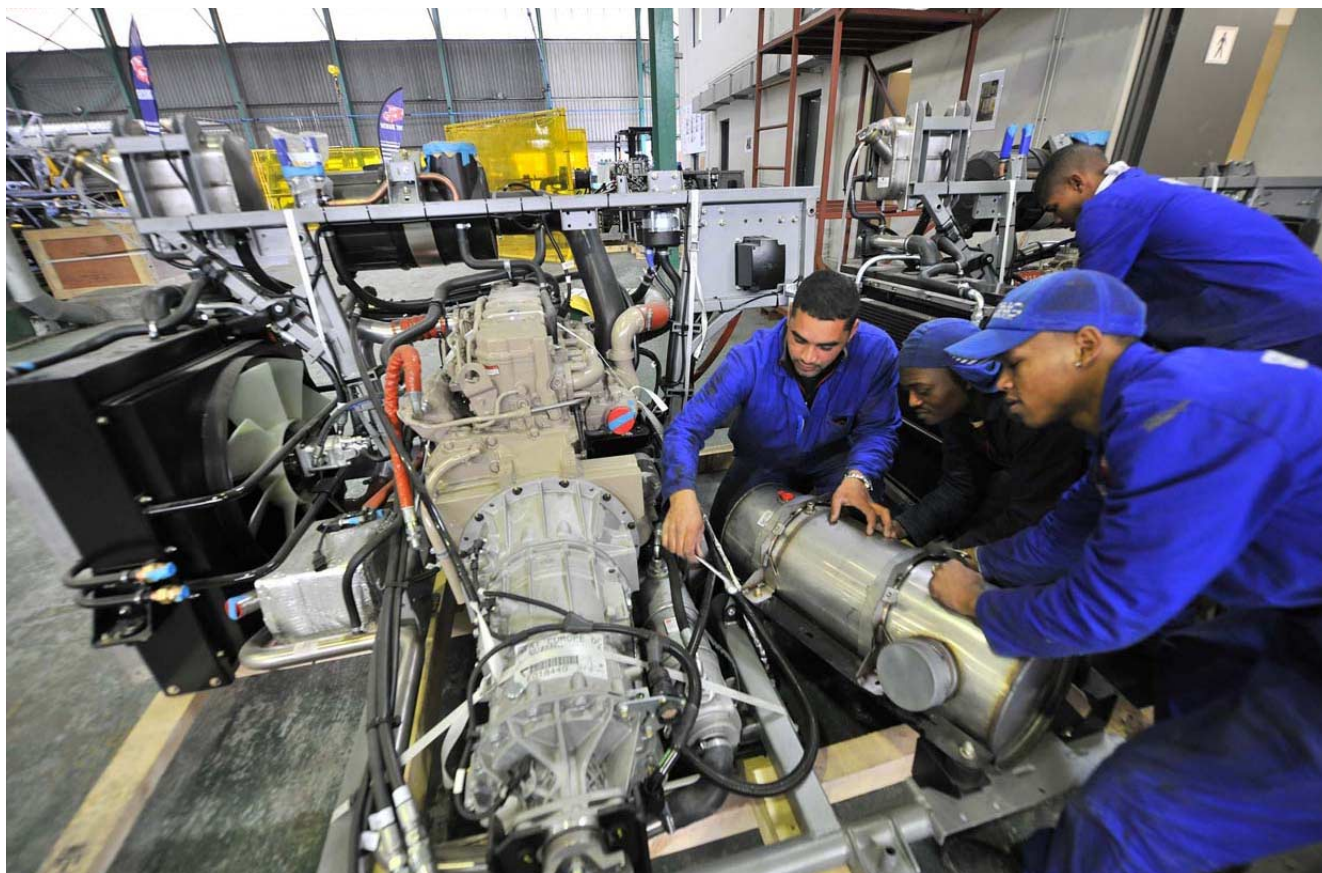
between youth and crime, which manifests in a lack of integrated strategies and programmes aimed at diverting marginal and disadvantaged youth from engaging in criminal activity.

In many respects, the social profile of Cape Town is not unlike that of other major metros of South Africa. However, the exceptionally high prevalence of violent and, especially, drug crime in Cape Town constitutes a major challenge, which, in the long term, affects the resilience of communities and of individuals – of whom many are young men – who are drawn into drug abuse and drug crime. This will impinge on the social fabric, and will negatively affect, among others, school completion rates and employability (of young men especially), ultimately detracting from the availability of those skills required by the local economy.

43. City of Cape Town, 2013f.

44. World Bank, 2012.

3 The economy



South Africa's growth has become increasingly less labour-intensive: The number of workers employed for every R1 million produced declined from 13,5 in 1970 to 11 in 2010.⁴⁵ The progressive decline of the primary sector in South Africa, and the growing importance of the tertiary (services) sector, is creating a structural mismatch between the needs of the economy and the labour supply currently available. In Cape Town, the decline in the importance of the secondary (manufacturing) sector amplifies the unemployment challenge in the local economy.

Following the global economic slowdown, which continued in 2011, the International Monetary Fund in 2012 lowered its economic growth forecast for South Africa to 2,6% of gross domestic product (GDP).⁴⁶ The South African economy remains vulnerable to the continuing economic slowdown in Europe, as well as growing concerns about an economic slowdown in China.

While national factors will have a strong bearing on the prospect for economic growth in the province as well as Cape Town and the city-region, the economic

outlook for the Western Cape and Cape Town will also be heavily affected by the global economic climate – with the risk of a slowdown – given its heavier reliance on Europe as an export destination. In 2011, Western Cape exports still showed the effects of the global recession, remaining about 9% below its 2008 peak.⁴⁷

These challenges – i.e. a structural mismatch in the labour market, and a low economic growth rate – form the backdrop to the Cape Town economy and its performance relative to the needs of the city's people. It is recognised, however, that Cape Town's economy has a number of key positives on which to build.

Provided it keeps pace with the demands of the emerging economy, Cape Town is known to have solid economic infrastructure and a good services base with which to attract international and national investment. The international airport and harbour are high-standard strategic economic infrastructure, supporting import and export industries, while the quality and beauty of the natural environment raise Cape Town's profile as a liveable city with the potential to attract high-skilled and creative labour as well as international and national companies.

Provided it keeps pace with the demands of the emerging economy, Cape Town is known to have solid economic infrastructure and a good services base with which to attract international and national investment.

45. Institute for Futures Research, 2012.

46. Donnelly, 2012.

47. Western Cape Government, 2012, p 14, 38–39.

Table 3: Cape Town's contribution to South African GDP, 2001–2011

Gross domestic product	Values at constant 2005 prices (rand, millions)						
(GDP)	2001	2002	2003	2004	2005	2006	2007
South Africa	1 337 243	1 386 439	1 427 322	1 492 330	1 571 082	1 659 122	1 751 165
Cape Town (CPT)	137 200	143 256	148 367	153 038	161 590	170 806	181 059
eThekweni (ETH)	131 525	139 179	143 052	147 190	154 464	165 049	174 884
Ekurhuleni (EKU)	85 002	86 822	90 796	93 111	98 044	103 072	109 708
Johannesburg (JHB)	206 883	212 876	223 493	231 386	243 430	255 293	271 434
Nelson Mandela Bay (NMA)	44 336	46 601	48 027	48 905	50 604	53 158	55 917
Tshwane (TSH)	116 700	119 895	126 561	130 530	137 497	147 425	157 700
Mangaung (MAN)	22 932	23 420	24 167	24 929	25 918	26 684	27 758
Buffalo City (BUF)	23 948	23 695	23 856	24 683	25 759	27 604	29 545

Source: Data extracted from *Regional Explorer, Global Insight*, compiled September 2012, GDP of metros at constant 2005 prices in R millions.

Cape Town – the facts

Cape Town's economic performance is dominated by four sectors – finance and business services, manufacturing, trade and hospitality, and community services and general government.

Size of the Cape Town economy

In 2011, the city contributed 10,7% (down from 11,12% in 2010) of national gross value added (GVA), compared to Johannesburg's contribution of 16,1% (down from 16,57% in 2010), and eThekweni's contribution of 10,4% (down from 10,74% in 2010). Cape Town's contribution to the national economy grew incrementally from 2001 to 2009, before it started to show the effects of the global financial crisis, and dropped marginally.

With respect to economic performance, Cape Town has consistently remained the second-largest contributor to South Africa's total GDP (see table 3).

Sectoral activity in the Cape Town economy

The city's economy is progressively shifting towards the services industries, with the largest areas of growth

being finance, business services, trade, catering, accommodation, tourism, transport and communication (see table 4 below). Cape Town's economic performance, according to GVA, is dominated by four sectors – finance and business services, manufacturing, trade and hospitality, and community services and general government – although there were some shifts in the specific contribution of these sectors. In 2011, the finance and business services sector maintained its importance, at 36,1% of total GVA, supported by one of the highest sectoral growth rates. While the manufacturing sector's share of the Cape Town economy has grown in value (real GDP growth of 1,7% between 2001 and 2011), it has shed jobs over the last ten years. This has significant ramifications for semi-skilled and unskilled individuals, who comprise a large portion of the manufacturing sector's workforce. While the shift to a services economy may directly and indirectly generate employment opportunities for semi-skilled and unskilled

Table 4: Cape Town sector contribution to GVA

Sector contribution to GVA (excluding taxes and subsidies)	Values at constant 2005 prices (rand, millions)						
	2001	2002	2003	2004	2005	2006	2007
Agriculture	1 026	1 086	1 099	1 133	1 204	1 159	1 172
Mining	288	285	274	276	289	276	277
Manufacturing	25 761	25 785	24 910	26 295	27 631	29 277	30 716
Electricity	1 740	1 802	2 034	2 194	2 281	2 231	2 195
Construction	3 317	4 395	4 406	4 808	5 374	5 918	6 774
Trade and hospitality	21 421	21 544	21 996	23 073	25 122	26 362	27 691
Transport, storage and communication	13 291	13 987	14 946	15 741	17 177	17 908	19 154
Finance and business services	40 510	42 458	45 093	48 582	50 591	54 897	59 152
Community services and general government	20 937	21 199	21 952	22 521	23 407	24 221	25 293
Total industries (GVA)	128 291	132 542	136 711	144 622	153 076	162 250	172 426
Taxes less subsidies on products	14 965	15 825	16 327	16 968	17 730	18 809	19 664
Total (GDP)	143 256	148 367	153 038	161 590	170 806	181 059	192 090

Source: Data extracted from *Regional Explorer, Global Insight* (compiled September 2012).



Table 3 continued

Gross domestic product (GDP)	Values at constant 2005 prices (rand, millions)				Contribution to SA's GDP		Average annual growth 2001-2011
	2008	2009	2010	2011	2001	2011	
South Africa	1 814 532	1 786 637	1 838 264	1 895 668	100,00%	100,00%	3,20%
Cape Town (CPT)	192 090	199 452	197 118	203 581	10,30%	10,70%	3,60%
eThekweni (ETH)	185 993	193 823	191 434	196 903	10,00%	10,40%	3,50%
Ekurhuleni (EKU)	116 196	121 665	119 248	123 211	6,30%	6,50%	3,60%
Johannesburg (JHB)	286 242	298 434	294 807	304 299	15,40%	16,10%	3,60%
Nelson Mandela Bay (NMA)	58 970	60 961	59 527	60 537	3,40%	3,20%	2,70%
Tshwane (TSH)	168 885	174 457	173 550	178 428	8,60%	9,40%	4,10%
Mangaung (MAN)	28 863	29 289	28 889	29 341	1,70%	1,50%	2,30%
Buffalo City (BUF)	31 717	33 456	33 399	34 166	1,70%	1,80%	3,70%

workers, this is not likely to be enough to absorb the number of surplus workers coming from the manufacturing sector as well as school leavers entering the labour market for the first time, and would most probably fall short of the demand for semi-skilled and unskilled jobs in the Cape Town economy.

Employment in the Cape Town economy

Between 2001 and 2011, the number of available jobs in the Cape Town economy increased in all sectors, with the exception of the agriculture, forestry and fishing, and the manufacturing sectors. While the growth of the economy was not jobless, it did not match the demand for jobs. In 2011, the average unemployment rate for Cape Town was 23,8% for people aged 15 to 64 (down from 24,9% in 2010), while Cape Town's unemployment rate for the third quarter of 2012 was 26,7%.

The same sectors that dominate Cape Town's economic performance also contribute the most to the

economy's employment, although with very different rankings. The community services and general government sector contributes the most to total employment, with its contribution increasing to 28,2% in 2011. The manufacturing sector, once the second-largest contributor to employment, has decreased its contribution to total employment dramatically. The total loss of manufacturing jobs over the past decade adds up to about 42 000, and has averaged a 2,3% decrease in employment per year since 2001. It is clear that the economic recession caused significant job losses in the manufacturing sector, as the level of employment dropped from 185 046 in 2008 to 169 598 in 2009. This is partly attributable to the manufacturing sector being more exposed to global uncertainties than other sectors by virtue of having a larger export and import propensity. However, pre-recession job losses between 2001 and 2003 suggest that job shedding in the manufacturing sector may actually be part of a longer-

The community services and general government sector contributes the most to total employment, with its contribution increasing to 28,2% in 2011.

Table 4 continued

Gross domestic product (GDP)	Values at constant 2005 prices (rand, millions)				Contribution to SA's GDP		Average annual growth 2001-2011
	2008	2009	2010	2011	2001	2011	
Agriculture	1 265	1 286	1 289	1 309	0,8	0,7	1,90%
Mining	260	244	249	240	0,2	0,1	-1,70%
Manufacturing	31 450	28 754	30 146	30 644	19,5	16,1	1,70%
Electricity	2 045	2 105	2 110	2 111	1,4	1,1	1,60%
Construction	7 266	7 550	7 604	7 690	3,3	4,1	5,80%
Trade and hospitality	27 794	27 441	28 298	29 595	16,3	15,6	3,20%
Transport, storage and communication	19 747	20 045	20 465	21 234	10,6	11,2	4,30%
Finance and business services	63 429	63 445	65 967	68 474	32,0	36,1	4,90%
Community services and general government	26 445	26 940	27 540	28 546	16,0	15,0	3,00%
Total industries (GVA)	179 702	177 809	183 667	189 842	100,0	100,0	3,70%
Taxes less subsidies on products	19 750	19 309	19 915	20 152			2,40%
Total (GDP)	199 452	197 118	203 581	209 994			3,50%

Table 5: Sector contribution to total employment in Cape Town, 2001–2011

Sector contribution to total employment	Labour force						
	2001	2002	2003	2004	2005	2006	2007
Agriculture, forestry and fishing	34 904	34 876	35 612	36 153	37 560	39 756	39 178
Mining and quarrying	1 470	1 253	1 073	1 089	1 103	1 288	1 716
Manufacturing	202 775	201 157	196 737	198 371	197 804	195 900	194 480
Electricity, gas and water	3 501	3 378	3 501	3 806	4 289	4 551	5 102
Construction	79 225	82 492	73 240	73 881	80 699	86 728	84 011
Wholesale/retail trade, catering, accommodation	210 073	222 241	220 145	232 144	252 471	261 738	265 656
Transport, storage and communication	49 338	50 002	52 912	53 124	53 029	50 822	49 583
Finance, insurance, real estate and business services	215 363	236 420	249 278	255 887	244 500	254 036	260 123
Community/personal services, general government	260 801	269 948	279 135	286 509	292 932	295 935	304 196
Total employment	1 057 450	1 101 766	1 111 633	1 140 964	1 164 389	1 190 753	1 204 044

Source: Standardised regional data, Quantec.

Cape Town has a young population, which could drive the demand for consumer goods and services, provided they have the ability to earn an income and have the requisite disposable income.

term trend as a result of structural shifts in Cape Town's economy.

Youth unemployment

Youth unemployment is assuming the proportions of a national emergency.⁴⁸ The likelihood for young men in the Western Cape to find jobs in the Cape Town labour market, with shrinking opportunities for unskilled and semi-skilled work, will continue to be negatively affected by high levels of school dropouts between Grades 10 and 12 (which affect boys more than girls).⁴⁹

Cape Town has a young population, which could drive the demand for consumer goods and services, provided they have the ability to earn an income and have the requisite disposable income. This potential is however stifled by the high incidence of unemployment among youth aged 15 to 24: On average, the unemployment rate for 15–24-year-old men and women is 47% (see table 6 below), which means that

young people are twice as likely to be unemployed than the average job seeker aged 15 to 64.⁵⁰

The rising unemployment rate among economically active youth between the ages of 15 and 24 (see table above), both nationally and locally, means that youth poverty is increasing. Young men – especially black African and coloured young men – are emerging as a growing component among the poorest of the poor. These statistics are among the major reasons why Cape Town youth is increasingly getting caught up in social criminality. Of equal concern, however, is the evidence that unemployment among young women is higher and has grown faster than unemployment among economically active 15–24-year-old men in Cape Town (see table 6).

South Africa in general and Cape Town in particular have a large youth population, and working-age youth could be a demographic dividend, provided they are educated and employed.⁵¹

Table 6: Unemployment for all economically active persons aged 15 to 24 in Cape Town

	2008 average	2009 average	2010 average	2011 average
Males	41,72%	43,57%	49,35%	45,54%
Females	39,28%	48,76%	47,51%	48,85%
Total	40,59%	45,84%	48,50%	47,15%

Source: Stats SA Quarterly Labour Force Survey 2008, 2009, 2010 and 2011.

48. Centre for Development and Enterprise, 2012, p 4.

49. Western Cape Government, 2012, p 141.

50. Analysis by SDI&GIS in 2012, based on data from StatsSA QLFS 2008, 2009, 2010 and 2011.

51. According to Lin (2012) "In a country with a youth bulge, as the young adults enter the working age, the country's dependency ratio – that is, the ratio of the non-working age population to the working age population – will decline. If the increase in the number of working age individuals can be fully employed in productive activities, other things being equal, the level of average income per capita should increase as a result. The youth bulge will become a demographic dividend. However, if a large cohort of young people cannot find employment and earn satisfactory income, the youth bulge will become a demographic bomb, because a large mass of frustrated youth is likely to become a potential source of social and political instability.

Table 5 continued

Sector contribution to total employment (GDP)	Labour force				Contribution to total employment		Average annual growth
	2008	2009	2010	2011	2001	2011	2001-2011
Agriculture, forestry and fishing	35 509	33 517	29 158	27 300	3,20%	2,40%	-2,40%
Mining and quarrying	2 042	2 276	2 743	2 817	0,10%	0,20%	8,40%
Manufacturing	185 046	169 598	164 125	160 188	18,30%	14,00%	-2,30%
Electricity, gas and water	5 012	4 407	4 636	4 806	0,30%	0,40%	3,60%
Construction	76 410	69 206	65 876	68 289	7,50%	6,00%	-1,90%
Wholesale/retail trade, catering, accommodation	262 552	256 064	256 566	260 363	20,20%	22,80%	1,60%
Transport, storage and communication	51 290	48 529	48 954	49 645	4,50%	4,30%	-0,10%
Finance, insurance, real estate and business services	260 475	242 008	239 229	247 236	21,50%	21,60%	0,40%
Community/personal services, general government	311 981	316 233	317 411	322 664	24,50%	28,20%	1,80%
Total employment	1 190 315	1 141 837	1 128 697	1 143 308	100,00%	100,00%	0,40%

Stimulating small, medium and micro-sized enterprises and informal-sector activity

Despite various public and private initiatives to support existing and aspiring owners of small, medium and micro-sized enterprises (SMMEs), the local entrepreneurial climate is sluggish, and South Africa's levels of entrepreneurship activity continue to lag behind countries with similar levels of development. According to the Global Entrepreneurship Monitor (GEM) 2012 South Africa report, the country's levels of total early-stage entrepreneurial activity (TEA)⁵² increased from 5,3% in 2006 to 9,1% in 2011, but then dropped to 7,3% in 2012 – significantly below the 14,3% average of countries with similar levels of economic development. Nationally, the pool of individuals who intend to pursue a business opportunity "within the next three years" (of the study) – defined by GEM as "intentional entrepreneurs" – amount to about 14%, and is well below the average of 27% for comparable, efficiency-driven economies like China, Brazil, Thailand, Mexico and Poland. The highest concentration of South African entrepreneurs was found in the 35–44-year-old cohort instead of in the 25–34-year-old cohort, as is the case in comparable countries. Just over 2% of businesses survive beyond three years; the 2,3% is the second-lowest established business rate in the world. Finance was cited by 43% of the experts as one of the three most constraining factors to entrepreneurship development.⁵³

The perception of entrepreneurship opportunities for,

and perceived entrepreneurial capabilities of, South African youth – 39% and 40% respectively – is the lowest compared with that in the other nine African countries who participated in the 2012 GEM study, and far below the sub-Saharan regional average of 70% in respect of perception of entrepreneurship opportunities, and 76% in respect of perceived entrepreneurial capabilities of youth. The 2012 GEM report draws a positive correlation between the rate of perceived entrepreneurial capabilities of youth and the quality of the education system in a country: South Africa, with the lowest rate for perceived capabilities, also has the lowest ranking for quality of education.⁵⁴ The pool of potential entrepreneurs – a cross-tabulation of those who perceive good opportunities *and* believe they have entrepreneurial capabilities – in South Africa's youth population is 20%, which is considerably lower than the 60% average for sub-Saharan Africa, and the 74% average in Uganda and Nigeria. Youth entrepreneurship in South Africa is seemingly an area that can be significantly strengthened; however, the solutions are tied to necessary improvements in the quality of education and graduates produced in South Africa.⁵⁵

Small business development is an integral part of the South African government's economic development strategy. The Small Enterprise Development Agency (SEDA)⁵⁶ is mandated to implement government's small business strategy, to design and implement a standard and common national delivery network for small enterprise development, and to integrate government-

The pool of potential entrepreneurs in South Africa's youth population is 20%, which is considerably lower than the 60% average for sub-Saharan Africa, and the 74% average in Uganda and Nigeria.

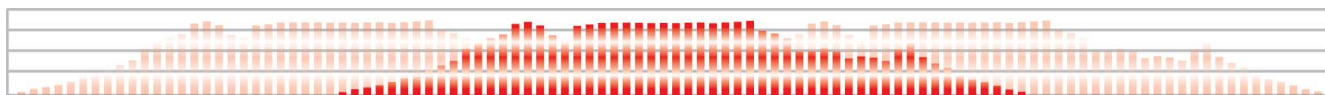
52. Total early-stage entrepreneurial activity (TEA) is a measure that reflects the proportion of a country's working-age population who are about to start their own businesses or have opened a venture in the past 3½ years.

53. Mannak, 2012.

54. GEM, 2012, p 61–63.

55. GEM, 2012, p 64.

56. The Small Enterprise Development Agency (SEDA) is an agency of the South African Department of Trade and Industry (the dti). SEDA was established in December 2004 through the National Small Business Amendment Act 29 of 2004.



The City of Cape Town signed a three-year memorandum of understanding with The Business Place eKapa to implement the Cape Town Activa initiative as an entrepreneurship and employment support ecosystem.

funded small enterprise support agencies across all tiers of government. SEDA provides business development and support services for small enterprises through its national network in partnership with other role players in small enterprise support.

In 2010, the City of Cape Town signed a three-year memorandum of understanding with The Business Place eKapa to implement the Cape Town Activa initiative as an entrepreneurship and employment support ecosystem. Through the Cape Town Activa web portal, job seekers and entrepreneurs have access to an array of online resources and tools to support them to become more employable and, in the case of entrepreneurs, to bring a business idea to fruition. Entrepreneurs – from the start-up to maturity phases – are able to access feedback on business ideas, and encouragement towards implementation through information, referrals, training, workshops, networking and business opportunities. Cape Town Activa is however one component of a larger set of entrepreneurship development efforts needed. Other general recommendations for improving the climate for entrepreneurship include overhauling the education system, identifying entrepreneurial role models within communities, improving conditions for new start-up businesses, mentorship by bigger business, streamlining access to enterprise development funds, encouraging competition, and rewarding companies that innovate.⁵⁷

A related but separate aspect is the performance of the informal economy in Cape Town. The 2008 study by the Organisation for Economic Cooperation and Development (OECD) found that the informal economy in Cape Town entails activities – mainly wholesale and retail trade, home-based catering and accommodation, and working in private households – that are not integrally linked to the city's main industries, and are thus particularly vulnerable in periods of economic downturn. Informal-sector (non-agricultural) employment in Cape Town is low – averaging 11% of all 15–64-year-olds employed in the Cape Town economy between 2008 and 2011,⁵⁸ and below 10% according to Census 2011 results. This is very low compared to other middle-income metro-regions

around the world, such as Istanbul, Mexico City and Naples, where as much as 30% of these metro-regions' labour force may be employed in the informal sector.⁵⁹ Census 2011 results indicate that informal-sector employment in Cape Town is higher than in most other South African metropolitan cities, with the exception of Tshwane.⁶⁰

While the informal economy involves more than informal traders, the City's focus is more on survivalist informal traders⁶¹, and predominantly from the perspective of managing public space.⁶² The deepening concern is how the City can support the efforts of informal traders to reduce their daily insecurity and vulnerability as they navigate the city in order to sell their goods.⁶³

The key task for the City is to create an enabling environment for business development and economic growth. This is a complex task, given the divergent needs of different sectors of the economy and the needs of individual businesses of varying sizes and capacities. A key challenge is the unemployment rate, fed by the structural mismatch between available skills and jobs. The City is assisting job seekers and entrepreneurs to access information about opportunities and resources. A key remaining challenge is how all the relevant stakeholders can provide an environment that supports efforts in the education sector to keep learners in learning institutions for as long as possible, so that they may acquire the skills needed by the Cape Town economy.

Cape Town is likely to benefit from Western Cape Government's establishment of the Economic Development Partnership (EDP), launched in September 2012. The EDP is tasked with, among others, helping to bring about the required collaboration – or 'partnership' – between the private sector, public-sector universities and civil society to address the structural unemployment and economic growth challenges in the Western Cape. As part of meeting its mandate to strengthen the Western Cape regional economy, the EDP has launched a three-year programme of activities focused on "enhancing competitiveness, increasing sustainable and resilient growth, and ensuring that growth is inclusive".

57. Herrington, 2013.

58. Analysis by SDI&GIS Department, using data from Stats SA Quarterly Labour Force Survey 2008,2009, 2010 and 2011.

59. OECD, 2008, p 100.

60. Data analysis by Economic Development Department using data Census 2011 data supplied by Stats SA .

61. Informal trading is defined in the City of Cape Town Informal Trading Policy and Management Framework (2004) as "the economic activity undertaken by entrepreneurs who sell legal goods and services within a space deemed to be public property, within the informal sector. The implication is that informal trading management requires a public space management focus".

62. As the Informal Trading Policy is under review, this perspective may change during 2013 and 2014. See City of Cape Town 2013g.

63. The Mayor's Informal Trading Summit in March 2013 was a positive step towards identifying the varied challenges faced by informal traders, starting with an open dialogue between the City and the informal-economy participants, and a view to revisit the City's Informal Trading Policy and Management Framework.

4 Natural wealth⁶⁵



The concept of sustainable development with its triple emphasis on social, economic and environmental dimensions of development was popularised at the first United Nations Earth Summit in 1992. The concept has been central to efforts to raise awareness of the major challenges the world faces across these three domains. In the 20th century, the economic growth of developed countries was facilitated by the availability of natural resources, which became progressively cheaper. In the 21st century, however, the challenge for many rapidly expanding developing-country economies is that natural resources are increasingly limited and more expensive to extract. These challenges will be intensified by the estimated three to five billion people expected to enter the global middle class by 2030, and will drive up the demand for resources – water, energy, food and materials.

Strong and complex interconnections between resources increase the risk that shortages and price

changes in one resource can rapidly spread to others. The ‘joined-up’ dimension to the resource challenge is illustrated by the emerging and anticipated effects of climate change⁶⁶ on resource availability, and on the social, economic and environmental sustainability of development:⁶⁷ One example of this interconnectedness is the proposition that when the maximum rate of petroleum extraction is reached, and the extraction rate goes into decline – referred to as ‘peak oil’ – oil prices will increase and food prices will be pushed higher, which will impinge on food security across the globe.

This has led to different stakeholders calling for a “resource revolution,”⁶⁸ with some emphasising:

- the sustainable harnessing of resources to continue fuelling economic growth;
- a “limits to growth” approach, recognising the imminent approach of absolute limits of critical resources, and thus calling for a radical downscaling of the extent and way the global community consumes resources;⁶⁹

The ‘joined-up’ dimension to the resource challenge is illustrated by the emerging and anticipated effects of climate change on resource availability, and on the social, economic and environmental sustainability of development.

65. The issues in this section are discussed comprehensively in the City’s State of the Environment Report series – the most recent being the 2012 publication. See City of Cape Town 2013d.

66. Global climate change is driven by increasing atmospheric carbon dioxide levels, resulting from the burning of fossil fuels as well as the destruction of natural vegetation cover.

67. Utting, Cook & Smith, 2012.

68. Dobbs, Oppenheim, Thompson, Brinkman & Zornes, 2011.

69. One example is peak oil. This perspective has drawn criticism for the implication that developing countries may become trapped in poverty, without the opportunity to grow their economies and advance the development of their peoples.



The City's Environmental Agenda 2014 target is to reduce the per capita carbon footprint to an annual average of five tons of CO₂ by, among others, encouraging the increased use of public transport in the city, and reducing the reliance on and use of private vehicles.

- the need for greater attention to the social challenges facing the world, and to connect social, environmental and economic policy and action in ways that are more integrated and synergistic; and
- a need to move towards the decoupling of economic development and resource depletion, and growing a green economy that is low in carbon use, resource-efficient and socially inclusive.

Cities, with their high population densities and concentration of human activities, are significant generators of carbon emissions and the sites of some of the worst ecological transgressions. However, while cities are major contributors to climate change, they also present the innovation opportunities to address the social-economic-ecological challenges currently faced.

Cape Town – the facts

Cape Town's dispersed spatial form encourages an increasing number of vehicles on the road, rising traffic congestion and higher energy consumption. The City's spatial densification policy and integrated rapid transport plans are key elements of a strategy to transform Cape Town's spatial form. In this regard, the City is undertaking major infrastructure planning projects, and expanding its urban regeneration projects.⁷⁰

Cape Town is vulnerable both to the effects of climate change – such as rising sea levels, changes in rainfall patterns and resultant water scarcity – as well

as anticipated resource limitations, like the depletion of oil and mineral reserves and the impact on local energy supply and costs.⁷¹ The environmental challenges that the City faces and is responding to include:

- climate change adaptation and mitigation;
- conservation of unique natural landscapes and ecosystem goods and services;
- mitigating resource depletion (for example water and land); and
- pollution of air, inland water systems and the coastal environment.

Climate change adaptation and mitigation⁷²

Evidence that the climate is changing and that climate change will continue to occur in ways that affect the planning and day-to-day operations of the City's line functions and communities is now clear, and is being planned for.⁷³

Cape Town's carbon dioxide (CO₂) footprint⁷⁴ has tended to increase in line with (coal-based) energy use, and was last calculated at approximately 7,8 tons of CO₂ per capita.⁷⁵ The City's Environmental Agenda 2014 target is to reduce the per capita carbon footprint to an annual average of five tons of CO₂ by, among others, encouraging the increased use of public transport in the city, and reducing the reliance on, and use of, private vehicles. The City's *State of Energy Report 2011* provides a comprehensive discussion of these and other energy issues.⁷⁶

70. City of Cape Town, 2012j.

71. The social and economic challenges for Cape Town are dealt with in more detail in the earlier chapters.

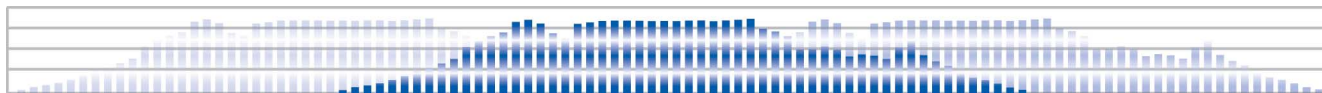
72. Mitigation is defined as actions taken to alleviate or reduce the continuation of climate change. Adaptation is defined as proactive actions that will reduce the risk of impacts from climate change.

73. See, for example, Mukheibir & Ziervogel, 2006.

74. Carbon dioxide (CO₂) is a greenhouse gas that harms the environment, as it artificially traps the earth's heat in the atmosphere, and has been identified as the leading cause of climate change. It is measured in tons per capita.

75. Cape Town's total carbon footprint was calculated in 2007. In this baseline year, Cape Town emitted an average of approximately 7,8 tons of carbon dioxide equivalents per capita (City of Cape Town, 2013a, p 71).

76. City of Cape Town, 2011c.



The City is addressing the challenge through a twofold approach of adaptation and mitigation. The City's Climate Adaptation Plan of Action (CAPA) provides a set of sectoral plans for addressing the predicted impacts of climate change on the city, which will assist the City in building a more resilient urban environment. At the same time, the City's Energy and Carbon Action Plan (ECAP) works towards reducing Cape Town's carbon emissions and encouraging a low-carbon transition.

Air quality

A key aspect of the City's environmental health approach is the monitoring and management of air quality, with the goal of reducing air pollution. The National Environmental Management: Air Quality Act 39 of 2004 stipulates that three main-criteria pollutants need to be measured and reported on. These include particulate matter smaller than ten microns in size (PM₁₀), sulphur dioxide (SO₂) and nitrogen dioxide (NO₂).⁷⁷

Air pollution is often seasonal and localised, which makes it difficult to detect general trends.⁷⁸

Encouragingly, Cape Town continues to have high levels of compliance with the National Ambient Air Quality Standards. Data from 2011 showed that air quality across the city was generally improved compared to the 2009 reporting period. However, some concerns remain:⁷⁹

- PM₁₀ pollution across the city as well as vehicle-emissions-related NO₂ pollution in the city centre remains an issue of particular concern, and meeting the PM₁₀ standards remains a challenge, particularly in Khayelitsha. The City is particularly concerned about the levels of particulate-matter pollution, especially in the poorer suburbs of the city, where it can aggravate TB in infected individuals.⁸⁰
- High levels of SO₂⁸¹ in the atmosphere can affect the functioning of the respiratory system and can cause irritation of the eyes, while in the medium term, it can cause the formation of acid rain and have a negative impact on soil quality, water systems and, hence, ecosystems. Overall, SO₂ pollution has generally decreased or remained at similar levels since 2009. Despite small increases in SO₂ levels, 2011 data show all sites were within the required standards, assisted to some degree by the introduction of low-sulphur diesel fuel.
- NO₂ pollution across the city has generally decreased, with annual fluctuations. The Cape Town central business district (CBD) area continues to experience the highest levels of NO₂ pollution, mainly due to high concentrations of vehicle traffic in the city bowl, where pollutants are trapped and recirculated. Most other areas experience NO₂ levels well below half the permitted limit.⁸²

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77. The City of Cape Town uses the latest national standards for SO₂ and NO₂, outlined in the City's Environmental Agenda 2014.

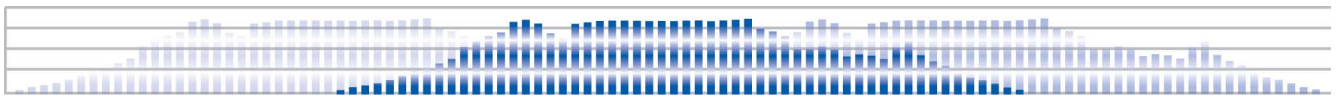
78. Spikes in air pollution concentrations in a particular year can generally be attributed to specific events, such as a large fire.

79. Although not mandatory, the WHO guideline for PM₁₀ is a target to strive towards. It should be noted that many developed countries are unable to meet this guideline.

80. PM₁₀ pollution in Khayelitsha primarily consists of dust, exacerbated by the presence of unpaved roads, verges and unvegetated open spaces. Vehicle emissions and smoke from cooking and heating fires also contribute to PM₁₀ pollution. Similar sources also affect other informal settlements in the city.

81. SO₂ pollution in Cape Town is commonly generated from vehicle emissions and industrial activities: Industrial areas and areas with high concentrations of vehicle traffic experience higher levels of SO₂ pollution.

82. City of Cape Town, 2013a.



Natural ecosystems play a critical role as carbon sinks, and research indicates that local ecosystems, such as fynbos and renosterveld in the Cape Town context, absorb more carbon than degraded land and agricultural areas. In 2011/12, just over 50% of the biodiversity network was under conservation management.

Biodiversity and conservation of natural wealth
Biodiversity can be linked to climate change adaptation and, through the use of ecosystem-based adaptation strategies, can be part of an overall strategy to mitigate the adverse effects of climate change. An ecosystem-based strategy centred on biodiversity management and freshwater ecosystem improvements (i.e. the city's ecological infrastructure) is a key adaptation approach.

Biodiversity conservation

The Cape Town municipal area extends over 2 460 km² and has a 307 km coastline, two mountain chains, lowland hills and plains, and supports a wide range of natural ecosystems, habitats and species. The city is located within one of the world's six plant kingdoms, the Cape Floristic Region (CFR), which is a recognised UNESCO world heritage site.⁸³

Cape Town is an example of a city where biodiversity must be conserved as part of the urban fabric, and be fully integrated with spatial planning. Natural ecosystems play a critical role as carbon sinks, and research indicates that local ecosystems, such as fynbos and renosterveld in the Cape Town context, absorb more carbon than degraded land and agricultural areas. This unique biodiversity is primarily under threat from habitat conversion to urban development and agriculture (to a lesser extent), and the impact of invasive alien species. With development pressures rising, the City and the Western Cape Government are increasingly required to mediate between conflicting property development and environmental interests. The City's Spatial Development Framework (SDF)

incorporates principles to reduce pressure on high-value agricultural land and areas with endemic flora and fauna⁸⁴ – specifically the focus on densification in combination with maintenance of the urban edge.

The City's conservation goals and targets are aligned with national targets and are used to determine the minimum areas in the biodiversity network. In 2009, the City set conservation targets, which are now contained in the City's Environmental Agenda 2014, in terms of which the City aimed to have 60% of the biodiversity network formally conserved. In 2011/12, just over 50% of the biodiversity network was under conservation management.

Water quality

The quality of coastal water and inland water bodies is another important biodiversity conservation issue, as well as a significant public health concern.

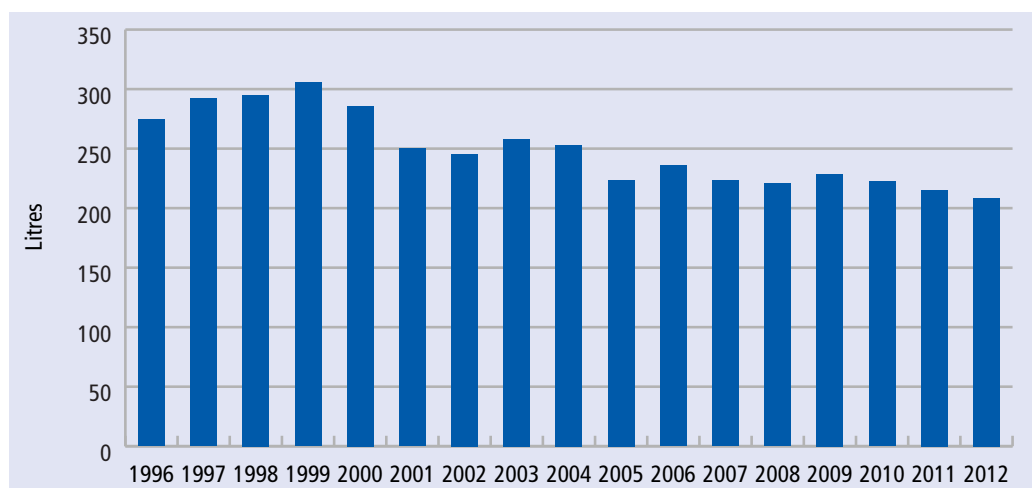
Clean inland water bodies contribute to the City's efforts to conserve biodiversity. The quality of Cape Town's inland freshwater ecosystems – rivers and wetlands – is evaluated from two perspectives: recreational water quality and ecosystem health. Some significant improvements were noted in both recreational water quality and ecosystem health in a number of the City's wetlands and rivers during the 2010/11 hydrological year. Compared to the previous *State of the Environment Report* (2008/9) results, the ecological health of rivers improved slightly, and the ecological health of wetlands improved significantly.

In terms of the City's Integrated Metropolitan Environmental Policy (IMEP) Environmental Agenda

83. The CFR is the smallest of the world's plant kingdoms, yet has one of the highest proportions of endemic species, with over 70% of its approximately 9 600 plant species found nowhere else. Over two-thirds of the natural vegetation types are classified as 'endangered' or 'critically endangered'. A number of endemic fauna is also found in the Cape Town municipal area.

84. The City of Cape Town SDF was approved by Council and by the Western Cape Government in 2012.

Figure 8: Cape Town average daily water use per capita in litres, 1996–2012



Source: City of Cape Town Water and Sanitation Department, May 2013.

2009–2014 target, half of Cape Town's rivers and vleis must achieve 80% target compliance with the public health recreational guideline. Results reported in the *State of the Environment Report 2012* show that, overall, water quality in rivers remains poor, and is not on track to meet the 2014 targets. In turn, water quality in wetlands has improved; just over half of wetland ecosystems meet the public health guideline for water quality, thus meeting the IMEP Environmental Agenda 2014 target.

Results reported in the *State of the Environment Report 2012* show that the greater majority of coastal water points on the False Bay and Atlantic coast comply with coastal water quality guidelines. The IMEP Environmental Agenda 2014 target is to have 95% of coastal monitoring points comply with the 80th-percentile (strict) guideline for public health.

For the compliance period of October 2010 to September 2011, four out of 40 points measured on the False Bay coast failed to comply with the strict and the relaxed guidelines.⁸⁵ On the Atlantic coast, seven out of the 28 points measured failed to comply. While the False Bay coast has improved (since the 2009 *State of the Environment Report*), results for the Atlantic coast declined slightly. Overall, out of the 68 beaches monitored, 84% of beaches met the stringent 80th-percentile guideline for this period, which is slightly short of the 2014 IMEP target of 95%.

Areas with poor coastal water quality tend to be clustered around, and associated with, stormwater and wastewater outlets, river mouths, or ageing or damaged sewer infrastructure. Current City initiatives that will

contribute to the improved quality of inland and coastal water include ongoing improvements in treated wastewater effluent quality, the treated-effluent reuse programme, the continual improvement of sewerage infrastructure – such as repairs to leaking sewers and damaged pump stations in coastal areas – increasing the capacity of stormwater drains, and closing the gaps in service delivery to informal dwellings and settlements.

Mitigating resource depletion and waste generation

Resource depletion is an economic term used to refer to the exhaustion of raw materials within a region, and is most commonly used with reference to farming, fishing, mining, water and fossil fuels. With regard to Cape Town, the City's focus is primarily on water conservation and demand management.

Globally, over two billion people have gained access to improved drinking water since 1990; however, 783 million people still lack access. Water tables are falling around the world; 40% of humanity receives water from sources controlled by two or more countries, and global water demand could be 40% more than the current supply.⁸⁶ For the first time in world history, the demand for fresh water is overtaking its supply in many parts of the world.

Water consumption

South Africa is regarded as a water-stressed country, with average resource levels at less than 1 700 m³ per person. The National Department of Water Affairs estimated that, by 2025, freshwater demand will outstrip availability in the country.⁸⁷

With regard to resource depletion in Cape Town, the City's focus is primarily on water conservation and demand management.

85. The 80th-percentile standard stipulates that 80% of samples must contain no more than 100 *E. coli* bacteria per 100 ml, while the relaxed guideline stipulates that 95% of samples must contain no more than 2 000 *E. coli* bacteria per 100 ml. The 80th-percentile standard is regarded as the stricter guideline (City of Cape Town, 2013a, p 44).

86. See Glenn et al., 2012, "Executive Summary", p 3.

87. See Rand Water, n.d.

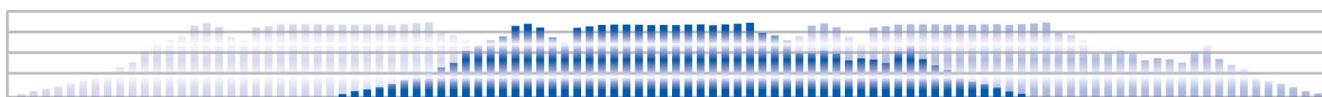


Table 7: Household recycling in Cape Town, 2011

2011	Black African	Coloured and Asian	White	Total
Yes	4,09%	12,09%	48,80%	17,15%
No	95,91%	87,91%	51,20%	82,85%
Total	100,00%	100,00%	100,00%	100,00%

Source: Stats SA GHS 2011.

In Cape Town, unlike the positive response to calls to conserve water, the call for residents to recycle more has found limited uptake, and recycling levels in the city remain low. Results from the GHS 2011 indicate that over 80% of Cape Town households are not recycling their waste.

One of the key resource concerns for Cape Town is continued easy access to fresh water. Among other interventions, the City is implementing water demand management initiatives, and building public awareness about water saving.⁸⁸ Per capita water use in Cape Town dropped to 208,6 litres per day in 2012, which is the lowest daily water use figures per capita for the past 17 years (see figure 8). This is in line with the City's organisational target to reduce overall water use to 290 billion litres per year (293 billion litres consumed in 2012) and to reduce per capita use to 180 litres per day.⁸⁹ Efforts are also under way to investigate opportunities for the sustainable harvesting of new water sources – such as underground reservoirs (a non-renewable resource) and desalination plants – alongside upgrading water reticulation systems to minimise leaks and water losses.

Waste generation and recycling

Municipal solid waste (MSW) management is linked to the need to reduce greenhouse gas (GHG) emissions: Post-consumer waste is estimated to account for almost 5% of total global GHGs, while methane from landfills represents 12% of total global methane emissions.⁹⁰ Increased recycling and improvements in solid waste disposal will likely decrease the demand for landfill in a context where developable land in Cape Town is limited, and where less land under landfill will support the City's biodiversity conservation goals.

The world is facing a trend of a sharp rise in the amount of waste generated by urban residents between now and 2025, increasing from 1,3 billion tons per year to 2,2 billion tons per year.⁹¹ The 2013 World Bank report *What a Waste: A Global Review of Solid Waste Management* points to a looming crisis in MSW treatment as living standards rise and urban

populations grow.⁹² The increased volume (and cost) will be felt most severely in low-income countries.

In Cape Town, unlike the positive response to calls to conserve water, the call for residents to recycle more has found limited uptake, and recycling levels in the city remain low. Results from the GHS 2011 indicate that over 80% of Cape Town households are not recycling their waste (see table 7).

The City of Cape Town implements several initiatives to encourage recycling by business and residents. In 2010, the City commissioned the first integrated waste management facility to recover materials for reuse and recycling, with a view to minimising the effects of waste on human and environmental health, and augment its associated economic activities.⁹³

City of Cape Town efforts to divert waste from landfill are starting to yield positive results in the amount of waste minimised and diverted from landfill, with:

- 15,75% of waste diverted for the 2011/12 financial year; and
- 16,12% of waste minimised for the 2012 calendar year.⁹⁴

Cape Town's natural environment is an economic asset that drives tourism to the city, as well as the foundation for a healthy living environment for the city's residents. Optimal management and conservation of natural resources within the city's boundaries is a key component of enabling economic growth and giving expression to the strategic objective of building Cape Town as an 'opportunity city' and a 'caring city'. The City's IMEP and Environmental Agenda 2009–2014 provide direction and guidance on moving towards sustainable urban growth and development in Cape Town, and form part of the considerations in implementing the City's SDF.

88. City of Cape Town, 2010b, p 55.

89. The WHO recommends a per capita minimum of 50 ℓ of water per day for basic cooking, drinking and hygiene requirements, as a basic level of service. The City provides 6 000 ℓ of free water to all households. At an average household size of four people, this amounts to 50 ℓ per person per day. The Urban Environmental Accords recommend that cities with a consumption of more than 100 ℓ per capita per day implement measures to reduce consumption by 10%. (City of Cape Town, 2010b, p 53)

90. Hoornweg & Bhada-Tata, 2012, p 30.

91. Hoornweg & Bhada-Tata, 2012, p ix.

92. Hoornweg & Bhada-Tata, 2012, p 8.

93. See <http://www.capetown.gov.za/en/Solidwaste2/Pages/Dropoffandrecyclingpoints2.aspx>.

94. City of Cape Town, 2013b.

5 Urban growth and form



The world is experiencing an unprecedented urban shift. Only one century ago, one in ten people lived in cities; today, the figure is 50%, and by 2050, 70% of the world's population will call cities their home. The majority of the new urban dwellers will be in developing countries.

As the world builds more urban fabric and adds more people to existing places, the way in which cities are structured will shape the health and productivity of society and urban residents. Cities' design provides the frame that either facilitates or detracts from the ease with which urban dwellers interact with one another. It shapes how (and with whom) people build social networks, as well as the ease or difficulty with which businesses and the public sector reach consumers with their products and services. Finally, given the extent of urbanisation globally, cities' design either mitigates or amplifies the global population's negative impacts on the environment.⁹⁵ Where they are designed well, the infrastructure and urban systems of cities provide the central support of well-functioning societies, allowing

people and firms to live and work productively under dense conditions.

Urban infrastructure is generally regarded as comprising three overlapping 'systems', which, together, illustrate the complexity of urban issues and systems, and the complexity in responding to them:

- **Social infrastructure:** Assets that support the provision of public services. Examples include social housing, health facilities, educational establishments and green infrastructure.
- **Economic infrastructure:** Including projects that generate economic growth and enable society to function, such as power plants, transport facilities (air, sea and land), utilities (water, gas and electricity), flood defences, waste management and telecommunications networks.
- **Soft infrastructure:** The public institutions required to maintain society. Examples include government buildings and laws, rules and systems that are created to uphold law and order, improve educational attainment and address public health and safety issues.⁹⁶

As the world builds more urban fabric and adds more people to existing places, the way in which cities are structured will shape the health and productivity of society and urban residents. Cities' design provides the frame that either facilitates or detracts from the ease with which urban dwellers interact with one another.

95. For example, where there are more private cars on the road, CO₂ emissions increase and worsen air pollution.

96. World Economic Forum, 2012.

The city grew by 40% in developed-land area between 1985 and 2005. More recently, the city has been developing at an average rate of 1 232 hectares per year, compared to the development rate of 701 hectares per year over the period 1977–1988. While the average population density for the city is low, at 39 persons per hectare, it varies between 100 and 150 in the informal settlement areas of Khayelitsha, to between four and 12 in some of the more affluent suburbs.

In many emerging-economy countries, the fast pace of urban migration has outstripped the capacity of local governments to respond to urbanisation, and has resulted in urban environments that reflect poor urban development management. According to the United Nations, more than 90% of development in Africa – the world's fastest-urbanising region – is taking the form of slums. While Asian cities have achieved near-universal provision of water, electricity and mobile telephone services, the lowest levels of infrastructure provision are found in African cities: Average water and sanitation coverage is 89% and 69% respectively; electricity coverage is at 69%; paved roads at 28%; fixed telephone lines at 4%, and mobile telephones and internet connectivity at 57% and 10% respectively.⁹⁷ Persisting with traditional methods, costs and processes could mean that these gaps may not be filled, as they are too costly and too slow to respond to the demand.

In the remainder of this chapter, the focus is on the impact of rapid urbanisation on Cape Town, with specific emphasis on social and economic infrastructure, particularly:⁹⁸

- access to low-cost public housing;
- access to basic services (water, sanitation, solid waste and energy); and
- access to efficient public transport services.

Also discussed are issues surrounding infrastructure that affects social inclusion and quality of life, such as access to telecommunications (especially the internet) and to public green and/or recreational space.

Cape Town – the facts

South Africa's population is rapidly urbanising, and the Western Cape is one of the two provinces – the other being Gauteng – that recorded the fastest population growth between 2001 and 2011.⁹⁹

The city grew by 40% in developed-land area between 1985 and 2005. More recently, the city has been developing at an average rate of 1 232 hectares per year, compared to the development rate of 701

hectares per year over the period 1977–1988.¹⁰⁰ While the average population density for the city is low, at 39 persons per hectare, it varies between 100 and 150 in the informal settlement areas of Khayelitsha, to between four and 12 in some of the more affluent suburbs.¹⁰¹

The Cape Town SDF of 2012¹⁰² proposes contextually appropriate densification across the city.¹⁰³ The Provincial Spatial Development Framework (PSDF) suggests that the urban edge – while not fixed, and subject to review every five years – must restrict outward growth of urban settlements, and proposes an average (or gross base) density of 100 people (or 25 dwelling units) per hectare.¹⁰⁴ Estimates of city growth found that there is sufficient developable land within the urban edge until 2021.¹⁰⁵

With a population of 3,7 million in 2011, Cape Town is significantly smaller than most world cities. However, it faces similar development challenges. The City of Cape Town made clear its intention to continue to support inclusive development through targeted infrastructure investment for the period 2012–2017, which is the period of the current IDP. Over the five-year period, the City will be investing in the following:

Social infrastructure

- Backyarder service programmes, extending municipal services to backyarder communities in Cape Town
- Upgrades to services in informal settlements

Economic infrastructure

- Landfill space and other strategic infrastructure to support waste management
- Additional funding for expansion of Cape Town International Convention Centre (CTICC)
- Redevelopment of the Bellville Velodrome
- Broadband infrastructure project for Cape metro-area network
- Rehabilitation and reconstruction of metro roads
- Extension of the MyCiTi service as part of Cape Town's integrated rapid transit (IRT) system
- Upgrades to, and refurbishment of, electricity services

97. UN-Habitat, 2012.

98. Governance issues are discussed in the following chapter.

99. Stats SA, 2012a.

100. Cape Town's geography with its long coastline and mountains, the airport location and other hazardous, noise-generating activities limit the amount of land available for development, and makes it essential that any such development is effective and efficient.

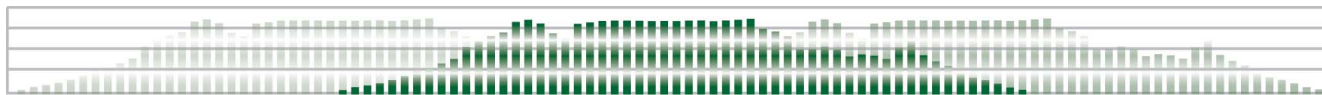
101. Each creates a severe challenge for service delivery: Low-density suburbs geared to motor-vehicle-based commuting are costly to service with public transport and other infrastructure, while the pressure on land for housing in townships complicates the provision of bulk infrastructure, community facilities, as well as spaces for recreational and formal economic activity (City of Cape Town, 2011b).

102. Approved by Council and the Western Cape Government in June 2012.

103. Including higher densities in specific locations, such as along activity and development routes and urban nodes (City of Cape Town, 2012h).

104. See Western Cape Government, 2009, section 2.3.31 on urban edges.

105. Estimates were based on past growth trends and modelled on future residential development – including for rates for informal settlements, subsidy housing as well as market housing (see City of Cape Town, 2010a).



- Infrastructure programme for bulk water resources
- Wastewater capacity upgrades at Zandvliet, Bellville and Potsdam¹⁰⁶

Access to public housing

Nationally, there has been slow progress in providing affordable housing options for those in the 'gap' housing market.¹⁰⁷ For 2011, approximately 17,4% of Cape Town households had a monthly income of between R3 500 and R7 000, and found themselves in the gap housing market, not able to qualify for commercial housing bonds or government-subsidised housing.¹⁰⁸

In 2011, there were 1 068 572 households in Cape Town, of whom 78,4% lived in formal housing, 13,5% in informal settlement housing, 7% in informal backyard dwellings, and 1,1% in other dwellings (including traditional, tents and caravans).¹⁰⁹

The City has made good progress over the last 15 years to get more low income households into formal housing. Nevertheless, just over 20% of all households in Cape Town still live in informal dwellings, where their tenure may often be precarious. Currently, the City provides fewer than 15 000 housing opportunities per year, while – as at 20 December 2012 – there were close to 330 000 households waiting for a low-income housing opportunity.¹¹⁰

Census 2011 results show the emergence of multiple social structures, and suggest that different population

groups may have different housing and service needs. Evidence of an increase in the number of one-person to two-person households among black Africans – in contrast to the larger household sizes among the coloured population group – may suggest a need for more and more varied housing options than may have been previously estimated. Equally, the larger household sizes among the coloured population group potentially also mask some overcrowding and a latent need for housing opportunities.¹¹¹

The emerging need for housing to accommodate the rise in smaller households, whether for owner occupation or rental, also supports the City's contextually appropriate densification imperatives and the supply and uptake of more compact dwelling units. The City of Cape Town has prioritised upgrades of services in informal settlements – especially in the south-east of the city (including Khayelitsha and Mitchells Plain) – as part of the intent to increase the number of low-income housing opportunities. This is a cornerstone of the City's integrated human settlements approach, where a housing opportunity is no longer only a top structure, but may comprise a top structure, a serviced site or access to upgrades and shared service provision in re-blocked informal settlements. Using an integrated human settlements approach, the City hopes to increase the number of housing opportunities it is able to make available.¹¹²

Evidence of an increase in the number of one-person to two-person households among black Africans – in contrast to the larger household sizes among the coloured population group – may suggest a need for more and more varied housing options than may have been previously estimated.

106. City of Cape Town, 2012e, p 18.

107. Referring to those households excluded from fully subsidised 'Reconstruction and Development Programme (RDP) housing', though also not catered for by the mortgage-financed housing market.

108. Analysis by the SDI & GIS department, using General Household Survey 2011 data supplied by Stats SA.

109. Stats SA, 2012a.

110. City of Cape Town, 2012i.

111. City of Cape Town, 2013c.

112. City of Cape Town, 2012d.

Table 8: Access levels to service levels in Cape Town, 1996 to 2011

	1996	2001	2005	2009	2011
Number of households	653 085	777 389	862 704	1 019 395	1 068 572
Population	2 563 095	2 893 249	3 314 271	3 655 000	3 740 025
Refuse removal					
% of households without weekly refuse removal	10.09%	5.79%	3.24%	5.01%	5.74%
Number of households without weekly refuse removal	65 882	45 031	27 948	51 072	61 284
Water supply					
% of households without piped water on site	10.13%	15.60%	6.23%	8.64%	12.72%
Number of households without piped water on site	66 133	121 258	53 718	88 076	135 878
Toilet facilities					
% of households without access to flush toilet		12.66%	6.60%	6.70%	9.80%
Number of households without access to flush toilet	n/a	98 435	56 904	68 299	104 739
Electricity supply					
% of households without electricity for lighting	12.70%	11.19%	3.72%	7.50%	6.01%
Number of households without electricity for lighting	82 928	87 024	32 090	76 454	64 243

Source: City of Cape Town SDI & GIS Department, using data from Census 1996 and 2001, GHS 2005 and 2009, and Census 2011.

For the last ten years at least, the City closed some of the service delivery gaps by providing access to municipal services in informal settlements, as well as phasing in the provision of on-site services to backyarders. Over the last five to seven years – over which period the population in Cape Town also recorded its fastest growth – the percentage of households without access to basic services has started to increase again.

Access to basic services

For the last ten years at least, the City closed some of the service delivery gaps by providing access to municipal services in informal settlements, as well as phasing in the provision of on-site services to backyarders.

Table 8 shows a drop in the percentage of households without access to services between 1996 and 2005. However, over the last five to seven years – over which period the population in Cape Town also recorded its fastest growth – the percentage of households without access to basic services has started to increase again.

The demand for new housing and access to municipal services has put some pressure on bulk infrastructure. In the context of resource constraints, meeting the magnitude of needs has meant that maintenance of the existing (bulk) infrastructure was inadequate in certain areas for certain services. However, better budget balance between new service roll-outs and maintenance

of existing infrastructure is at the core of the City's infrastructure plans, with more resources targeted at improving existing services and improving efficiencies across the infrastructure networks. The infrastructure plans for water and sanitation services, solid waste management and electricity services are updated annually to reflect five-year plans for implementing service delivery in a sustainable manner. Medium and longer-term planning¹¹³ is facilitating the integration of transport, land use, human settlements and infrastructure planning.

Access to multi-nodal public transport service

The poorest households – predominantly black African – live on the outskirts of the city, located furthest away from potential employment and income-earning opportunities. They are the least able to afford the costs of urban sprawl, but have to commute longer distances and times using public transport modes that are

Table 9: Cape Town travel time to place of work in 2011

	Black African	Coloured and Asian	White	Total
Less than 15 minutes	13,53%	16,27%	32,81%	18,60%
15 to 30 minutes	33,08%	35,02%	34,86%	34,37%
31 to 60 minutes	39,26%	36,95%	26,46%	35,66%
61 to 90 minutes	11,07%	7,93%	3,68%	8,11%
More than 90 minutes	0,66%	0,63%	0,75%	0,66%
Do not know	1,50%	1,39%	1,25%	1,40%
Unspecified	0,91%	1,80%	0,19%	1,21%
Total	100,00%	100,00%	100,00%	100,00%

Source: City of Cape Town SDI & GIS Department, using StatsSA GHS 2011.

113. Mainly driven through a 10–15-year growth management strategy, in process at the time of writing.



Table 10: Cape Town mode of transport to place of work, 2011

	Black African	Coloured and Asian	White	Total
Office is at home	7,27%	6,48%	14,35%	8,36%
Walking	10,33%	7,91%	3,55%	7,77%
Bicycle/ motorcycle	0,75%	0,58%	1,01%	0,72%
Taxi	20,71%	19,73%	0,11%	15,98%
Bus	13,33%	7,7%	0,71%	8,03%
Train	23,36%	14,18%	3,23%	14,81%
Lift club	3,28%	4,24%	1,4%	3,35%
Car	19,74%	37,15%	75,2%	39,54%
Other	0,00%	0,28%	0,00%	0,14%
Unspecified	1,22%	1,74%	0,44%	1,31%
Total	100,00%	100,00%	100,00%	100,00%

Source: StatsSA GHS 2011.

currently not optimally integrated. Table 9 shows that black African and coloured commuters commonly travel between 15 minutes and an hour to get from their homes to places of employment. In contrast, white commuters – who mostly travel by private car – are most likely to travel for less than 15 minutes up to a maximum of 30 minutes.

Table 10 shows the modal split in the use of transport in 2011. Compared to the 2009 GHS data,¹¹⁴ 2011 figures suggest that slightly more people are walking and (motor)cycling, fewer are taking the bus and taxi, while there is a slight increase in the number of people who use the train to commute to work. For the City, the major challenge lies in encouraging behavioural change among the high proportion (75%) of commuters in the white population group in Cape Town who use their private cars, most often also travelling alone.

The Integrated Transport Plan (ITP) review process under way at the time of writing, and the October 2012 launch of the Transport for Cape Town (TCT)¹¹⁵ government entity, are some of the exciting initiatives that are likely to change commuting patterns. The investment in public transport – and plans to progressively extend the reach of the MyCiTi network to larger parts of the city – is matched by growing investment in facilities for non-motorised transport.

The Passenger Rail Agency of South Africa (PRASA) is helping the City deliver on its transport goals and plans to create a multimodal Cape Town city region, and will

help provide the public transport linkages between urban nodes. The Blue Downs line has emerged as the next priority rail link in the Cape Town metropolitan region, and forms a critical link between the metro south-east and Bellville.¹¹⁶ This new passenger rail line will assist in developing a more compact Cape Town by providing easier access to new potential employment opportunities (in Bellville), reduced travel times, as well as better access to health, education and recreational facilities for the communities along the new line and from Khayelitsha and Mitchells Plain. It is expected that this alternative link to Bellville will have a direct positive and substantial impact on the quality of rail services to more than an estimated 50 000 current commuters.¹¹⁷

Access to telecommunications

Globally, basic needs are rapidly being redefined, and access to the internet is increasingly becoming an essential component of quality of life. In many cities today, the internet is used to promote public participation and to assess citizens' perceptions of urban affairs. Formal recognition of the right to information (such as that in India in 2005, the Philippines in 2008, and South Africa in 2000) further empowers citizens to access information and participate in governance and government programmes. The cities of Hyderabad (India), Cebu (the Philippines) and Johannesburg, among many others, are introducing e-governance platforms to enable many municipal services online – including the issuance of documents,

For the City, the major challenge lies in encouraging behavioural change among the high proportion (75%) of commuters in the white population group in Cape Town who use their private cars, most often also travelling alone.

114. See City of Cape Town, 2011a, p 86.

115. City of Cape Town, 2012f.

116. City of Cape Town, 2012g.

117. In addition to the Blue Downs line, the report recommends that the City requests PRASA to also commence with improving and providing additional station facilities on the existing Fisantekraal line, and also initiate the provision of station facilities and the introduction of an appropriate rail operation to service passengers along the existing Atlantis line. access to utilities such as water and electricity. (Wiggins, 2011)

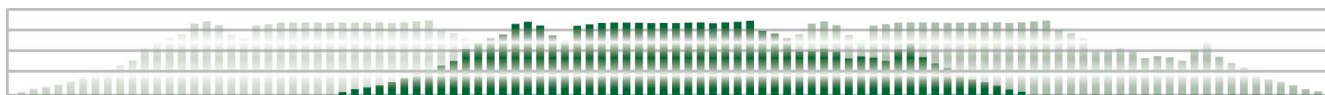
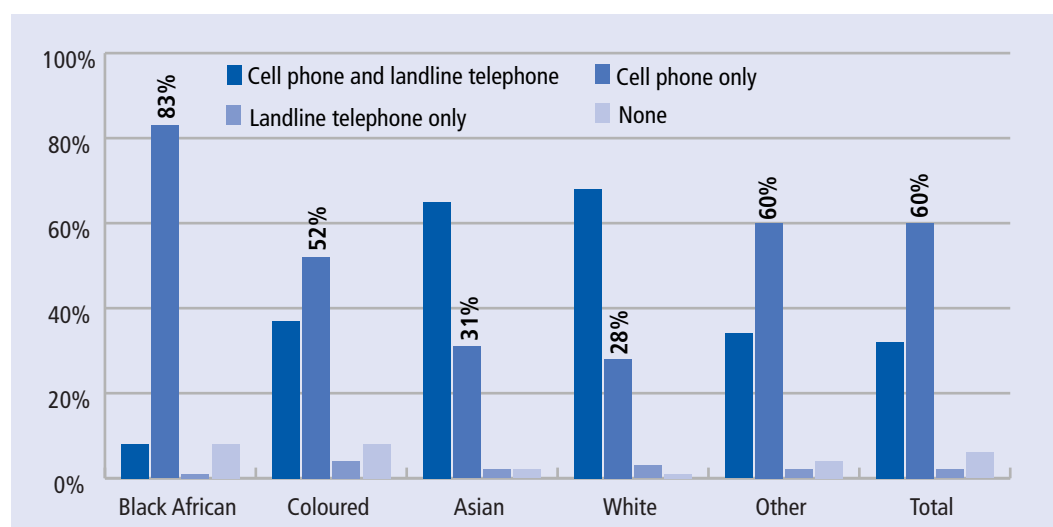


Figure 9: Cape Town household access to telephones



Source: Stats SA, Census 2011.

Census 2011 results show that, while cellphone access in Cape Town is high – and 83% of black Africans in Cape Town use cellphones as their sole means of communication – it cannot be assumed that mobile phone access is synonymous with access to mobile internet. More than 50% of all Cape Town households still do not have access to the internet; among black African households in particular, those without internet access are estimated at 63,2%

payments, ticketing, applications and complaints – as a major step to enhance quality of life.¹¹⁸

In line with this global trend, internet connectivity is likely to grow in importance as a contributor to better quality of life for Cape Town residents. The City of Cape Town IDP 2012–2017 includes budget support to construct a fibre-optic communication network within the Cape Town metro as one of the major infrastructure projects, with the following three objectives in mind:

- To realise service delivery, social and economic benefits by providing access to affordable telecommunications infrastructure on an open-access basis
- To support the telecommunications and service delivery needs of the City of Cape Town administration by providing more bandwidth to enable new and enhanced services, while at the same time bringing down the cost of telecommunication. Accessing City services from outlying offices will be greatly improved, which will have a positive impact on service levels.
- In addition to providing enhanced services, more bandwidth will allow new services to be rolled out to areas that previously did not have access due to the lack of connectivity.

Census 2011 results show that, while cellphone access

in Cape Town is high – and 83% of black Africans in Cape Town use cellphones as their sole means of communication – it cannot be assumed that mobile phone access is synonymous with access to mobile internet. More than 50% of all Cape Town households still do not have access to the internet; among black African households in particular, those without internet access are estimated at 63,2% (see figures 9 and 10).

A key purpose of the City fibre-optic network will be to provide new and enhanced services via the internet – including to areas not previously connected. This raises the question of how low-income residents can gain access to affordable connectivity, and whether there is a role for the City in making available such enhanced internet-based services to low-income residents.

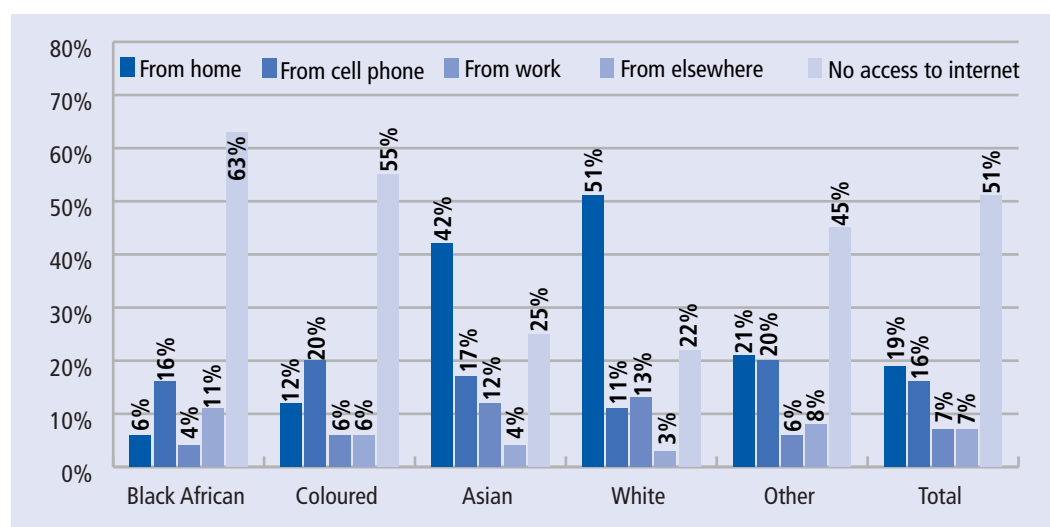
The Western Cape Government's broadband initiative, launched in 2012, will provide a big boost to efforts to connect Cape Town residents to the internet.¹¹⁹ A large focus of the initiative is to make communication and information exchange within the provincial government, and linkages with municipalities, more efficient. However, residents in Cape Town and the province will gain internet access through private-sector service providers, who will be able to access the Western Cape's broadband infrastructure and sell excess bandwidth.¹²⁰

118. The United Nations special rapporteur on the promotion and protection of the right to freedom of opinion and expression, in his 2011 report to the United Nations Human Rights Council, emphasised that "without internet access, which facilitates economic development and the enjoyment of a range of human rights, marginalised groups and developing states remain trapped in a disadvantaged situation, thereby perpetuating inequality both within and between states". This report led to arguments that, in order to secure internet access as a human right and to facilitate every nation's – or, for that matter, every city's – economic development, governments should act to ensure universal access, just as governments should act to ensure access to utilities such as water and electricity. (Wiggins, 2011)

119. In February 2013, Western Cape Premier Helen Zille announced plans to connect every citizen in the Cape Town metropolitan area to high-speed broadband by 2020. See <http://businesstech.co.za/news/government/34381/western-cape-allocates-r53m-for-broadband/>.

120. Muller, 2012.

Figure 10: Cape Town household access to internet



Source: Stats SA, Census 2011.

Social infrastructure for social inclusion: Access to green and recreational space

One of the City's challenges is to transform its spatial and social legacy into a more integrated and compact city, with mixed-use zoning and recreational areas that bring residents closer to work and offer opportunities to break down social barriers. UN-HABITAT¹²¹ survey experts report that across all developing regions, the least developed components of urban infrastructure relate to recreation, sanitation and urban transport, while the most developed is telecommunications. All of this has important implications for urban prosperity. For instance, the low priority given to recreational infrastructure implies that access to public spaces in many cities is limited.¹²²

UN-Habitat reports that cities that value the notion of the public – thereby providing green areas, parks, recreational facilities and public open spaces – demonstrate a commitment to improved quality of life, and those that enhance and sustain the use of public space experience enhanced community cohesion, civic identity and quality of life.¹²³

The Council for Scientific and Industrial Research

(CSIR) developed standards and guidelines for planning and rolling out social facilities and recreational space in metropolitan areas – drawing on the practices and experiences of the municipalities of Cape Town and eThekweni.¹²⁴ The CSIR guideline for public open space includes larger district and community (including neighbourhood) parks, as well as other types of public open spaces, like sportsfields and cemeteries.¹²⁵ Contrary to international best practices, Cape Town does not have a single combined indicator by which to benchmark access to all green space within the Cape Town municipal boundaries – including district and neighbourhood parks, conservation areas, sportsfields and Table Mountain National Park. Rather, access indicators are expressed separately for different categories of green and other leisure spaces. For example, using 2007 population figures, the CSIR benchmarking study calculated access to sportsfields and district and community parks in Cape Town as follows:¹²⁶

- Just over 98% of Cape Town's population are within five kilometres of sportsfields with capacity, excluding municipal facilities leased to private operators (like sports clubs).¹²⁷

Cities that value the notion of the public – thereby providing green areas, parks, recreational facilities and public open spaces – demonstrate a commitment to improved quality of life, and those that enhance and sustain the use of public space experience enhanced community cohesion, civic identity and quality of life.

121. UN-HABITAT, 2012.

122. Castellanos, 2011.

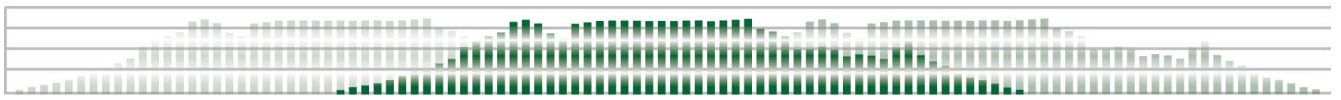
123. Quality of life means different things for people in developing and developed countries. In most poor cities in the developing world, quality of life is strongly linked with the provision of public goods in the form of basic services such as water, sanitation and electricity, and improvements in slum or informal neighbourhoods, while in middle-income countries, quality of life is linked to various factors, from improved living environments and enhanced material well-being to higher incomes. In rich countries, quality of life refers implicitly to access to a number of goods and services, and improvements in the domestic living environment, including – in many European cities – an emphasis on good transport, green open spaces, culture and sports facilities as major factors behind better quality of life. (UN-HABITAT, 2012, p 63)

124. CSIR, 2011.

125. CSIR, 2011, p 41.

126. This excludes parks not managed by the City of Cape Town, notably Kirstenbosch Botanical Gardens, the Green Point Urban Park, Table Mountain National Park, and conservation areas under management.

127. City of Cape Town, 2010c, p6-7.



The more dense urban development becomes, the more important easy access across the city to public parks, waterfronts and other 'green' areas for recreational and productive purposes becomes.

- Using the supply benchmark of 0,2 hectares of district park for 1 000 people served and within 20 minutes driving distance, 67% of Cape Town residents were unserved by the City's 11 district parks (comprising 245 hectares).¹²⁸
- Using the supply benchmark of 0,4 hectares of community park for 1 000 capacity, within 20 minutes walking distance, 54% of Cape Town residents were unserved by the City's 3 133 community parks (comprising 1 711 hectares).¹²⁹ These residents would either have to travel further to access a community park or deal with "overcrowded" facilities.

The projections for 2016 – assuming 2007 supply levels of these social facilities in the planning districts – suggested that residents' access to green and leisure spaces would deteriorate: Altogether 70% of Cape Town residents would become unserved by the available district parks, and 58% of residents would become unserved by the available community parks. The CSIR benchmarking study also indicated that access to parks differed across planning districts in 2007, and parks have been located in areas away from the highest population demand: 23,38% in Mitchells

Plain/Khayelitsha, and 19% in Tygerberg are unserved by the City of Cape Town.¹³⁰

As the experiences from other developed and middle-income countries seem to suggest, the more dense urban development becomes, the more important easy access across the city to public parks, waterfronts and other 'green' areas for recreational and productive purposes¹³¹ becomes. A more dense and liveable Cape Town would require ongoing monitoring – and response – to ensure Cape Town responds positively to the standards and guidelines for access to parks, as well as to monitor and maintain the approved standards for access to green space per capita.

The ability to adhere to commonly accepted standards and guidelines for access to services within the city requires the City to have available the necessary systems (or processes) and organisational capacity (structures) to deliver – in other words, that the urban governance framework should be able to support the broader urban development goals as well as the more specific strategic objectives of the City. Through the 10–15-year growth management strategy, the City is taking steps to ensure it has the capacity to deliver.¹³²

128. City of Cape Town. 2010c, p5-5

129. City of Cape Town. 2010c, p5-15

130. City of Cape Town, 2010c, p5-24.

131. This excludes conservation areas.

132. Initial preparations within the City were in progress at the time of writing.

6 Urban governance



Improved urban governance is increasingly proposed as a foundational aspect in order for cities to address the massive urban challenges they face. Urban governance is increasingly understood as both government responsibility and civic engagement, and is seen to extend beyond the notion of 'urban management' – i.e. the operation and maintenance of a city's infrastructure and services. Rather, urban governance is premised on partnerships between stakeholders (sometimes with divergent interests): "It refers to the processes by which local urban governments in partnership with other public agencies and different segments of civil society respond effectively to local needs in a participatory, transparent and accountable manner. Good governance will indeed be essential in our urban future. However, its concerns and planning horizons must extend beyond our current needs."¹³³ Thus, key elements of an action agenda for, and measures of, good urban governance practice revolve around inclusivity,¹³⁴ transparency, participation as well as holding a long-term perspective.¹³⁵ State

capacity – of the local government – is another key ingredient and support mechanism for the exercise of urban governance. Urban governance is thus both the processes and structures that emerge from this relationship between civil society and local government (or 'the state').¹³⁶

In the State of the World's Cities 2012/2013: The Prosperity of Cities, UN-HABITAT launched the City Prosperity Index to punctuate its call for a fresh approach to urban prosperity – one that is holistic and integrated, and which is critical for the promotion of collective well-being; "a new type of city – the city of the 21st century – that is a 'good', people-centred city, capable of integrating the tangible and more intangible aspects of prosperity, and in the process shedding off the inefficient, unsustainable forms and functionalities of the city of the previous century."¹³⁷ This UN-HABITAT call highlights the need for a balance between development goals – social, economic, political, environmental, being people-centred, and having a long-term focus.

Improved urban governance is increasingly proposed as a foundational aspect in order for cities to address the massive urban challenges they face. Urban governance is increasingly understood as both government responsibility and civic engagement, and is seen to extend beyond the notion of 'urban management'.

133. UNFPA, 2007, p 67.

134. This renewed inclusivity is evidenced by, for example, the emergence of efforts at a global level to draw more actors into a global dialogue and new formations, to find solutions for the multiple and intersecting crises. For example, the G7 has been expanded into the G20 to include developing countries, some of which are becoming the new centres of global power. In parallel, global civil society has given rise to new, transworld, cross-cutting non-governmental formations like the 99% movement, the Occupy movement and the Arab Spring. (Institute for Futures Research, 2012)

135. UN-HABITAT, 2012.

136. Lange, 2009.

137. UN-HABITAT, 2012, "Foreword", p 4.

The City of Cape Town has established 111 wards. Ward councillors and ward (sub)committees are the vehicles through which residents can channel their concerns and inputs into municipal Council meetings, and represent a cross-section of issues within the specific ward and/or community.

Cape Town – the facts

Building on the notion of urban governance as processes as well as structures, this section reviews urban governance in Cape Town from both these angles. Activities around urban governance can be understood to occur at different fronts: civil society and business engagement around greater inclusivity, accountability and transparency and, in parallel, actions around the changing role and capacity of the state in the face of globalisation, democratisation and liberalisation.

Dialogue, collective action and public policy

Nationally, new special-interest civil society formations have emerged, often defining themselves as defending the South African Constitution. These include organisations such as Freedom Under Law, Corruption Watch, Section 27 as well as structures such as the Citizens Movement for Social Change, which seeks to reignite the energy and engagement of the 1980s to address institutional ills such as corruption, as well as persistent poverty and deepening inequality across the country, and especially in cities (including Cape Town), where most poor South Africans are migrating to and becoming part of the ‘urban poor’.

For purposes of inclusivity and engagement, the City of Cape Town has established 111 wards.¹³⁸ Ward councillors and ward (sub)committees are the vehicles through which residents can channel their concerns and inputs into municipal Council meetings, and represent a cross-section of issues within the specific ward and/or community.¹³⁹ Engagements occur directly between elected ward councillors, the relevant ward committee and any other substructures in that ward and/or community, as well as smaller, neighbourhood-level organisations that seek to advance local involvement in defining the development priorities at community level, and to be engaged in building liveable neighbourhoods.¹⁴⁰

In Cape Town, non-governmental organisations active around urban development concerns have also sought to build constructive dialogue by raising civil

society awareness and capacity to participate in, for example, ‘right to the City’ dialogues, and by attempting to form broad urban fora that can potentially engage with the City across different ward boundaries and across communities.¹⁴¹ These efforts are amplified by the National Planning Commission’s call for an active citizenry as an essential requirement for helping deliver on NDP 2030.¹⁴² This has spawned a number of public forums to unpack what it may mean to be an ‘active citizen’ in the South African context, to understand the barriers to active citizenry, and to propose solutions of how these might be addressed.¹⁴³

Building state capacity

In the context of growing complexity in the world, local government capacity can be analysed in terms of its ability to respond to an increasingly tumultuous environment by way of its ability to, among others:

- manage its budgets and use its available resources efficiently and effectively to stimulate and foster innovation in the organisation as well as its outputs and/or outcomes;
- create favourable conditions and an enabling environment for private investment (and job creation); and
- facilitate co-production of public services by state and non-state actors.

Being a ‘well-run city’ is one of the five strategic objectives of the City’s IDP 2012–2017 and the current City political leadership. The City of Cape Town has demonstrated the capacity to run its resources with due regard for good management practices, and received its eighth consecutive unqualified audit from the Auditor-General for the 2010/11 financial year. The City’s budgets are published and accessible for public scrutiny. In September 2012, the Executive Mayor in a press briefing¹⁴⁴ released details of how much of the 2012/13 budget is earmarked for pro-poor spending and disadvantaged areas.¹⁴⁵ Furthermore, the City of Cape Town approved 11 political oversight committees, also known as portfolio committees or section 79 committees, which monitor Council portfolios and are

138. In accordance with the Municipal Structures Act 117 of 1998.

139. Ward committees give expression to the notions of a participatory democracy and a representative democracy, as outlined in section 152 of the Constitution.

140. The City’s engagement with non-state actors is in line with the legal provisions and requirements for public engagement. Examples include the public engagement process around the IDP, conducting an annual Customer Satisfaction Survey, etc.

141. See, for example, the Development Action Group (www.dag.org.za), Isandla Institute (<http://isandla.org.za/>) and other dialogues to draw in broad-based thought leadership around the current development challenges in South Africa (see <http://www.goedgedachtforum.co.za>).

142. The NDP was approved by Cabinet in September 2012.

143. In a different context, active citizenship has been defined as follows: “[P]ractising active citizenship involves empowering individuals, enabling them to feel comfortable in democratic culture, and feeling that they can make a difference in the communities they live in.” (European Commission, 2007)

144. See <http://www.capetown.gov.za/en/Pages/Cityoutlinesitargetedpropoorspending.aspx>.

145. The Executive Mayor, Patricia de Lille, is also championing major urban regeneration projects in the city.

able to hold departments, municipal entities and members of the Mayoral Committee accountable.¹⁴⁶

To ensure that the developmental outcomes of initiatives are amplified, the City is strengthening its capacity to work in a transversal manner, with greater horizontal coordination of service delivery across directorates/departments, alongside attempts at vertical integration across different spheres of government. The strengthening of internal collaboration systems through transversal committees and work groups comprised of elected representatives and appointed officials, is

geared towards improved delivery on the City's five-year IDP. As per Council decision, the next five year IDP will be informed by the approved CCT CDS – a long-term strategy for the City of Cape Town – as well as the Western Cape Government's OneCape2040 (the provincial long term strategy which is being driven by the Economic Development Partnership (EDP)).¹⁴⁷

Taking the long view

One of the challenges for local government and all relevant stakeholders – Cape Town included – is to

One of the challenges for local government is to build capacity for long-term planning and implementation.

Table 11: Six OneCape2040 transitions to be achieved in next 20–30 years

OneCape2040 Transition – Focus Area	Strategy	Transition	
		From 2012	To 2040
Living Cape	Transform communities into healthy, living spaces	Disconnected, stratified, low-opportunity, high-cost suburbs, townships and informal settlements uneven access to basic services	Liveable multi-opportunity live, work, play, learn (LWPL); affordable safe and integrated neighbourhoods and services provision
Educated Cape	Support a culture of learning and reward excellence	Unequal access to quality education, mediocrity rewarded	Education excellence due to equal access to quality education, excellence rewarded
Enterprising Cape Connecting Cape	Enable easy, reliable, safe and affordable means of communication and transport for all people and goods	Unsafe, poor-quality transport for goods and people, and low levels of information communications technology (ICT) connectivity	Safe, affordable, integrated and varied public and goods transportation means, and internet access as a basic utility, with good quality of service
Enterprising Cape	Facilitate access to economic opportunity	High barriers to entry, low levels of both productivity and entrepreneurship	Low barriers to entry, high levels of both productivity and entrepreneurship
Connecting Cape	Promote and instil communal sense of values and tolerance for difference	Culturally divided, insular and low tolerance for difference	Multilingual, tolerant and open society full of pride in Cape Town region and South Africa
Green Cape	Support and promote ideas and actions that turn resource scarcity into resource security	Unsustainable resource use generating resource scarcity; carbon-intensive, high in waste	Sustainable resource use generating resource security; food, energy, water (FEW); zero waste; blue economy
Leading Cape	Drive active partnerships. Citizens actively participating and taking responsibility for themselves and their communities. Investigate, access and use partnerships, financial instruments and resources to support projects and initiatives. Urban services infrastructure growth management plan.	Some partnerships. Uneven participation and activation from citizens. Limited financial resources.	Synergistic, mature and widespread partnerships. Citizens co-working and managing communities.

Source: Economic Development Partnership, 2012.

146. In terms of section 79 of the Municipal Structures Act 117 of 1998, the City is required to establish one or more committees necessary for "the effective and efficient performance of any of its functions or the exercise of any of its powers". Council then appoints councillors to the committees. The City's 11 oversight committees are divided into three clusters: corporate, community, and economic growth, development and infrastructure.

147. The City is partnering with a range of public entities, like the Western Cape EDP, with a view to help it deliver on its long-term service delivery and development goals.

Table 12: City CDS aligned with IDP 2012–2017 and OneCape2040

Goal type	CDS goal	Alignment with IDP 2012 – 2017 strategic focus area	Alignment with OneCape2040 transition – focus area
Foundational The basics that need to be achieved in order for the City to function.	1. Lead a healthy, vibrant life 2. Be educated and informed	Caring city Inclusive city	Living Cape
Enabling Support the delivery of the foundational goals.	3. Be an inclusive and resilient economy 4. Be connected and interconnected	Opportunity city Inclusive city	Enterprising Cape Connecting Cape
Defining and differentiating Set Cape Town apart from other cities and regions, and give the edge that is required to take the city to 2040.	5. Build and celebrate Cape Town Spirit 6. Inspire an eco-friendly city region	Safe city Caring city Opportunity city	Connecting Cape Green Cape
Support mechanisms	7. Optimum basic service delivery 8. Engaging leadership 9. Responsible citizenry 10. Innovative financial mechanisms	Well-run city	Leading Cape

Source: City of Cape Town 2012c.

The City has actively drawn on citizen inputs in shaping the long-term objectives and strategies contained in the City Development Strategy.

build capacity for long-term planning and implementation, in order to bring about the necessary transitions and achievements of the medium and long-term transformation goals.

The City has adopted a long-term vision for 2040, guided by Western Cape Government's OneCape2040 and captured in the City's CDS 2040. This vision is to create, by 2040, within the Western Cape and Cape Town a "highly skilled, innovation-driven, resource-efficient, connected, high-opportunity and collaborative society". The six OneCape2040 transitions that are to be achieved over the next 20 to 30 years are outlined in Table 11.

The long-term vision and strategies of OneCape2040 and the City's CDS provide a strong basis from which to inform planning, leverage innovation and take the province and city, its residents and business into the next three decades in a sustainable way. The City of Cape Town has actively drawn on citizen inputs in shaping the long-term objectives and strategies contained in the CDS.¹⁴⁸ The CDS has in turn been aligned with the Western Cape Government's OneCape2040 as well as the City's five-year IDP 2012–

2017 (see table 12).

In the shorter term, the City's IDPs will progressively include the CDS 2040 goals and strategies, and translate these into implementable projects with the necessary resources allocated. Processes are under way to update and refine the City's shorter to medium-term economic growth and social development strategies – informed by the CDS – and to implement these in a transversal, integrated manner that is multi-directorate and inter-departmental. Other strategies and policy updates that are also informed by the CDS include the ITP, the integrated public transport network (IPTN) as well as the 10–15-year growth management strategy for Cape Town.

The constituent elements of the "support mechanisms" outlined in the CDS (in table 12 above) are aligned with the factors identified as key components of urban governance, notably partnership and dialogue as well as state capacity or government responsibility to deliver basic services at optimum levels and standards. As such, the constituent elements of urban governance are built into the long-term strategy for the City.

148. City of Cape Town, 2012c

7 Conclusion



The results from Census 2011 released to date and at the time of writing have been instructive for the City of Cape Town, clarifying the extent to, and the lines along, which the city as a whole has grown and changed. The key findings relate to:

- the rapid rate of urbanisation to Cape Town over the past decade, making the city one of the two fastest-growing metros in the country;
- the faster increase in the number of households compared to the population growth rate in the city;
- the rise of smaller households in the city, especially among the black African population group;
- the rapid growth of backyard dwellings, and the realisation that informality in the city is growing rather than diminishing; and
- the awareness that even with gains made in linking residents to municipal services, there remains a (3%) service delivery gap in the city, largely in informal settlements.

As with other urban areas in South Africa, Africa and the developing world, informality in Cape Town is starting to manifest as a given – a part of the urban landscape for at least the short to medium term. This is in line with urbanisation trends across the globe where the bulk of new urban residents are from the ranks of the poor, with limited resources to meet their needs, and largely dependent on the public sector. In many cases, the scale of the need outstrips the speed with which local governments can respond.

South African cities are increasingly at the forefront of efforts to meet the social and development needs of the national populace as more South Africans urbanise. The national development agenda is increasingly devolved to cities and to the broad local government sphere. At the same time, notions of what constitute basic human rights and elements of 'quality of life' are evolving, and may lead to additional demands being made on cities and city administrations, for example with respect to improved access to connectivity and to recreational space.

A key new learning from Census 2011 results is the rise of smaller households in Cape Town, especially among the black African population group, as households split off and form new ones. The bulk of these new households are housed in informal dwellings, either in informal settlements or backyards. Access to municipal services is increasingly available to households in informal dwellings, and eight citywide Mayoral urban generation projects – combined with wider public transport roll-outs – will seek to connect marginalised communities to economic opportunity. This should start to arrest the deepening income poverty and rise of food insecurity among poorer households in the city.

A key issue in the Cape Town economy is the structural mismatch in the labour market between the skills demand and supply. Cape Town has an oversupply of unskilled and semi-skilled workers, which is boosted further by new labour market entrants –

Notions of what constitute basic human rights and elements of 'quality of life' are evolving, and may lead to additional demands being made on cities and city administrations, for example with respect to improved access to connectivity and to recreational space.



Globally, emerging notions of 'good urban governance' increasingly recognise the complexity of cities as systems, and are integrating more collaborative governance and implementation approaches. With cities growing bigger, the need for ever-better efficiencies, and the integration of issues and challenges, more complex systems and processes are required to respond timeously, adequately, in a coordinated fashion, and in line with desired and planned outcomes.

male and female high-school dropouts and high-school graduates alike – with similar skills deficits. Keeping learners in educational institutions and seeing them progress to tertiary education is hence increasingly regarded as a key element of an economic development strategy for Cape Town (not unlike other South African metros).

The sustainable use and conservation of natural resources within the municipal boundaries of Cape Town is important within the broader challenge of how to build a more sustainable city. The adoption of the Environmental Agenda 2014 is a useful yardstick for the City to hold up and measure progress made towards goals to become a more resilient city, with which the city seems to be making progress. One flag for future Cape Town relates to the amount of post-consumer waste the city's residents generate, and action needs to continue to minimise the amount of waste that ends up on landfills, and facilitate efforts to advance waste beneficiation.

The challenge to manage urban growth and form – and bring about a more compact and spatially transformed Cape Town – is slowly getting under way with the roll-out of the approved SDF and progress with rolling out the integrated public transport system. One of the ways in which the City may also advance the transformation of the spatial economy and form is through participation in National Treasury's Cities Support Programme launched in January 2012. The programme is intended to support South African cities to overcome apartheid spatial patterns, and to become more inclusive and liveable, more productive, resilient in the face of climate change, and sustainable in all respects.¹⁴⁹

Globally, emerging notions of 'good urban governance' increasingly recognise the complexity of

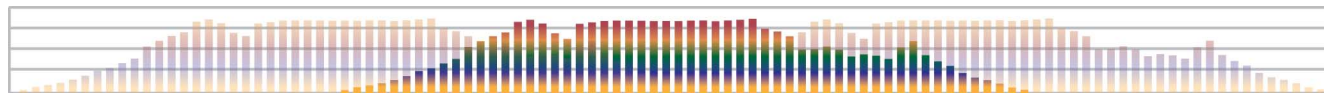
cities as systems, and are integrating more collaborative governance and implementation approaches.

With cities growing bigger, the need for ever-better efficiencies, and the integration of issues and challenges, more complex systems and processes are required to respond timeously, adequately, in a coordinated fashion, and in line with desired and planned outcomes. The City of Cape Town has adopted more transversal ways of working to deliver on its current development programme reflected in the IDP 2012–2017.

The City has accepted the need for a longer-term view, and approved both Western Cape Government's OneCape2040 vision for Cape Town and the Western Cape, and its own, aligned long-term CDS. OneCape2040 and the CDS – aligned with the NDP 2030 – provide the broad vision and direction for Cape Town's future development. One of the challenges of delivering on long-term plans, in general, is considering what to do in the more immediate future in order to meet the medium to long-term development goals and objectives. The City has formally decided that the IDP 2014/15 review must start to align with, and future IDPs must be informed by the OneCape2040 and CDS vision and strategy for Cape Town.

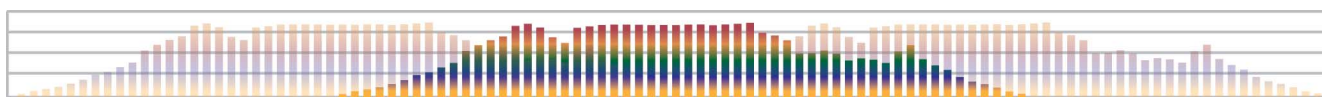
More than anything, however, cities must be guided by the growing notion of urban governance as both government responsibility and civic engagement. It may well be in the collective best interest that both the City and residents learn how to facilitate 'active citizenship'. This may both be necessary for, and in the interest of, building the resilience of families and communities across the city, as well as of the City as a structure, drawing on broad, citywide inputs to shape the sustainable growth and development of Cape Town and its people.

149. South African Government, 2012.

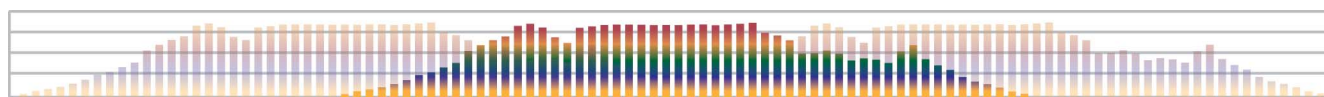


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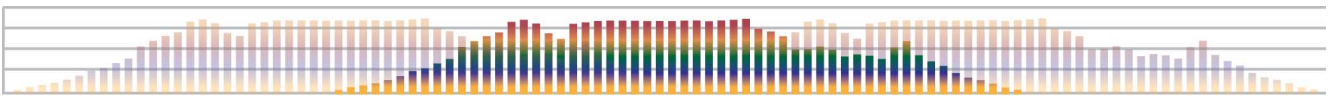
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