



CASE STUDY



THE REDEVELOPMENT OF THE MITCHELLS PLAIN TOWN CENTRE

OVERVIEW

- Background
- Origins of the project
- Problem statement
- Problem analysis
- Targeted outcomes
- Intervention logic
- Solutions – current and proposed
- Results
- Lessons learned

BACKGROUND (1)

- Mitchells Plain is about 20km from the Cape Town city centre
- Built in the 1970s for coloured people forcibly removed under the Group Areas Act
- A dormitory town with lots of vacant, unsafe space
- Spatially marginalised
- Isolated from the rest of the city, amenities and opportunities
- 30% of people unemployed
- 41,8% earn less than R1 600 per month
- 74,9% of adults do not have matric



MAP I
DRAFT URBAN RENEWAL SDF



- Core areas
- Transition areas
- Sand Mining (Medium Term)
- Active Open Space
- SC Multi-purpose Sports Complex
- C Cemetery
- Utilities
- Nodes
- Activity Route
- Proposed Road Link
- Proposed Rail Link
- Infill Housing
- Existing Urban Development
- M Existing Military Use
- New Urban Development



Aerial photo of MPTC in 2000



ORIGINS OF THE PROJECT

- Mitchells Plain was declared a URP node in 2001
- The MPTC project started in 2003 as a public transport interchange upgrade
- Since public transport was effectively MPTC's 'anchor tenant', the project sought to leverage an integrated upgrade of the entire 70ha town centre out of the public transport upgrade
- The taxi industry and informal trading, normally seen as 'problems' to be kept out of sight, were seen as opportunities for economic development which:
 - deserved good locations
 - had the latent capacity to manage themselves

PROBLEM STATEMENT (1)

- MPTC an unsheltered, unprotected, unlit, inaccessible, unsafe environment
- A high level of conflict and diverse and conflicting stakeholder interests
- Problems associated with buses:
 - facilities had become inadequate
 - bus movements were restricted (under-designed)
 - the bus rank occupied potentially prime trading space
- Problems associated with taxis:
 - no facilities for 1 000 taxis and their passengers;
 - 24 taxi associations in frequently violent conflict
 - gangs demanded protection money from taxis

PROBLEM STATEMENT (2)

- Problems associated with informal trading:
 - 1 000 traders
 - five trade associations in constant conflict
 - traders obstructed pedestrian walkways:
 - hampered movement of pedestrians, law enforcement officials and emergency vehicles
 - hampered formal business activities
- City was in a no-win situation:
 - The law was being infringed, but enforcing informal trading regulations would require pushing traders onto unsafe vacant land outside the town centre

PROBLEM STATEMENT (3)

- Crime:
 - gangsterism, robberies and drug dealing were rife
 - law enforcement was hampered by trader encroachment of public space
- Problems associated with formal business:
 - business represented by property owners' and merchants' associations, and there was a well developed and profitable retail sector
 - however, encroachment of public space by informal traders and high crime meant business was in decline
 - businesses threatened a rates boycott

PROBLEM ANALYSIS

- MPTC's infrastructure was inadequate for the number of people and range of activities present there
- This led to high levels of conflict between and within sectors, creating unsafe conditions, and making law enforcement very difficult
- Municipal service delivery problems made this situation worse:
 - historically inadequate capital and operating budgets
 - a lack of development facilitation to integrate service delivery beyond engineering services
 - reactive rather than proactive
 - an inability to conduct urban management activities in what had become a chaotic situation, including an inability to effectively enforce the law

TARGETED OUTCOMES

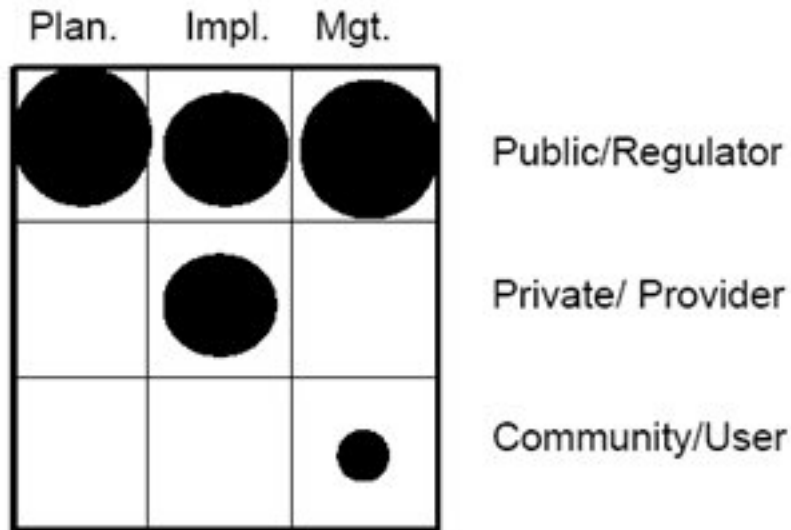
- A safe, convenient, seamless environment for public transport users
- A safe and pleasant environment for shoppers
- As much informal trading as possible in a prime location
- Opportunities for further retail development
- Opportunities for further economic development activities, e.g. training
- An enabling environment for leveraging private investment to generate jobs and support the reinvestment of disposable income

INTERVENTION LOGIC (1)

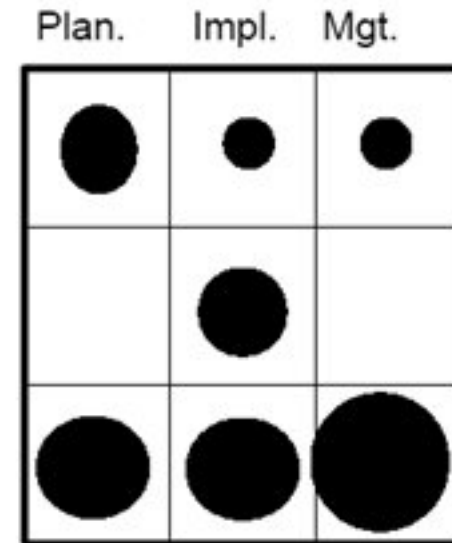
- A stable platform for the expression of community interests through accountable elected representatives
- Ongoing consultation with the community and flexibility throughout the process, even during construction
- The scope of work must not be reduced under any circumstances:
 - if necessary, more money must be found to implement the project to the original specifications
 - the quality of infrastructure delivered in poor neighbourhoods must be on a par with the best in the city. In fact it must be **better**, because it is used more
- The locus of decision-making and control must move from a centralised authority to a locally autonomous system to:
 - build local ownership
 - effectively manage, operate and maintain public assets

INTERVENTION LOGIC (2)

Devolving planning, implementation and management to community level:



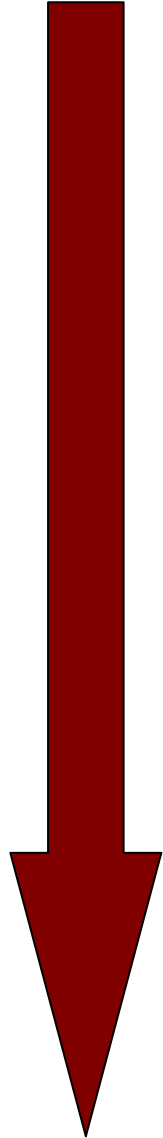
Central administrative system



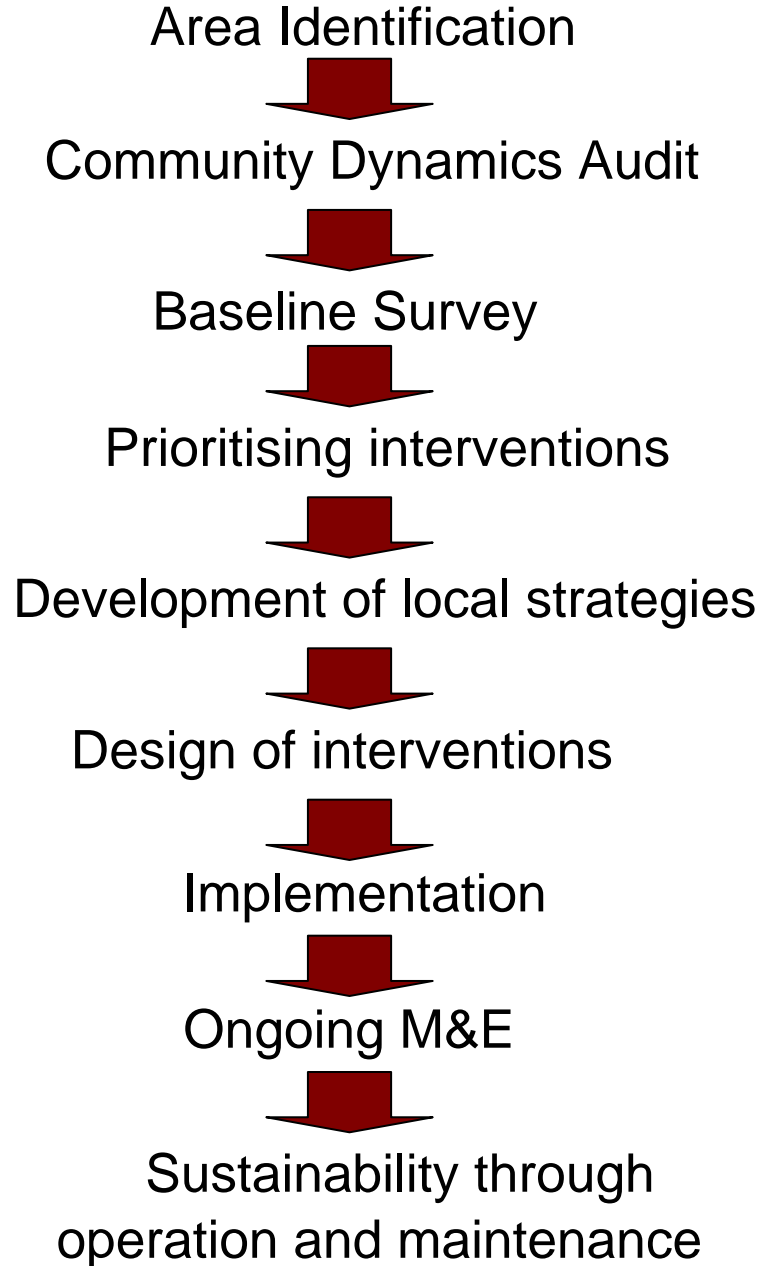
Local autonomous system

Methodology

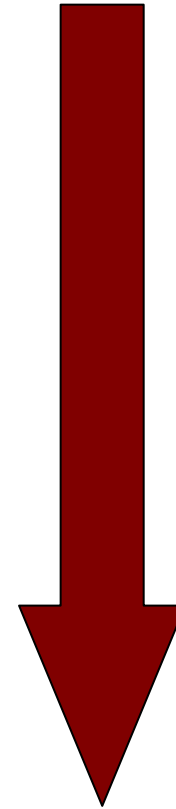
Community Participation



Social Compact



Capacity Building
Mentorship



- Trust,
- Accountability,
- Set of principles,
- Developmental approach

SOLUTIONS (1)

Current (1)

- The establishment of a stable entity to ensure stakeholder participation:
 - Mitchells Plain CBD Steering Committee:
 - reps from the taxi industry, informal traders, formal businesses, property owners, rail authorities, Golden Arrow Bus Company, city officials and councillors.
 - a platform to establish unity in the various sectors, provide a platform for deciding what the elements of an upgrade might look like, and ensure ongoing consultation and participation, even while project work is in progress

SOLUTIONS (2)

Current (2)

- Task teams:
 - taxi task team to unify sector, agree on taxi infrastructure, and agree on operations and management of allocated taxi association blocks
 - informal traders' task team to unify sector, agree on trader infrastructure, and agree on operations and management of trading facilities
- Ad hoc committees to disseminate information
- Monthly updates to Mitchells Plain Sub-Council

SOLUTIONS (3)

Consultation process

IDENTIFICATION OF KEY STAKEHOLDERS

- Community organisation
- Informal and formal Traders
- Ward councillors

- Metrorail
- Bus operators
- Taxi forum
- Intersite
- Modalink
- SARCC

- CCT – Transportation forum
- CCT – Spatial planning
- CCT – Business area management
- CCT – Design services
- CCT – Roads & services
- CCT – Traffic control

ONE-ON-ONE MEETINGS

Identification of Problems & Issues

TECHNICAL MEETINGS

PROJECT MANAGEMENT TEAM MEETINGS

TASKTEAM MEETING NO. 1

Presentation of proposals

TASKTEAM MEETING NO. 2

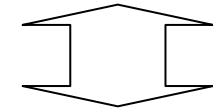
Presentation of preferred conceptual plan

SOLUTIONS (4)

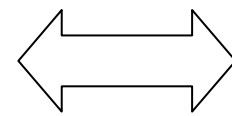
Proposed formal entity

- A non-profit community-based operations and management company under a decision-making board (successor to current steering committee)
- A TID – targeted investment district – with a rates top-up levy, and with representatives from all sectors on the current steering committee
- Operating under a head lease with the city over MPTC informal trading areas, bus terminal, taxi rank, parking areas, public spaces and administration buildings
- City would relinquish certain income streams to the proposed new entity
- City would supply defined set of services according to service level agreements and be able to enforce the law because the environment is more stable
- Specific company mandate to promote local economic development and the employment of local people.

Provincial Taxi Council



Regional Taxi Council
•Will convene as and when required by the Provincial Taxi Council
•Policy
•Lobbying and Advocacy



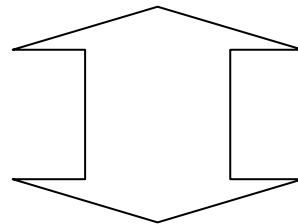
Mitchells Plain Taxi Forum
•Coordinating Body for Mitchells Plain Taxi Industry
•Oversees the functions of the Blocks and Associations
•Guides Business Entity
•Guides Regional Taxi Council
•Oversees application of the Code of Conduct

Business Entity
•Economic Development
•Re-Capitalization
•Development of adjacent land

Operational Management
•Coordinates Block Management Structures
•Management of Admin Buildings
•Main linkage with Town Centre Management Company

Block Management

- Traffic Control within Block
- Toilet Management and general cleaning
- Sharing of Holding Area
- Use of Block Office
- Disciplinary Measures
- Payments and Levies
- Block Management Committee
 - o2 reps per association
 - oChair, Secretary & Treasurer through election



Northern Terminal Block 1
•Este River
•Colorado Park via London Village
•Strandfontein Village
•Grassy Park
•Wynberg

Northern Terminal Block 2
•Guguletu, Lower Crossroads & Nyanga
•Phillipi, Samora Michel
•Mandalay
•Cape Town, Mowbray via Athlone
•Cape Town via freeway

Northern Terminal Block 3
•Bellville
•Century City
•Promenade, Lentegeur Hospital
•Beacon Valley via Alpine, Spine
•Beacon Valley via Hengelaar, Pypie

Northern Terminal Block 4
•Delft
•Delft
•Westgate Mall via Caravelle
•Johannes Meintjies
•Hanover Park

Southern Terminal
•7th Avenue Taxi Association
•CODETA

Portland Terminal
•Hazeldene Taxi Association

Lentegeur Terminal
•Johannes Meintjies
•Lentegeur Taxi Association



NO	DATE	DESCRIPTION	BY	APPD

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THIS DRAWING WAS PREPARED BY

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SCALE: NTS

DATE: OCT 2003

PROJECT: MITCHELLS PLAIN PUBLIC TRANSPORT INTERCHANGE: PHASE 2 NORTHERN TERMINAL

DRAWN: RV

CHECKED: RV

REVISION TITLE: NORTH TERMINAL OVERALL PAVING LAYOUT

CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

DRAWING NUMBER: 663/L2/3

SHEET NO. OF REVISIONS

Taxi Rank



RESULTS (1)

Physical upgrade

Physical infrastructure (about 75% complete):

- A new bus terminus
- 3 Taxi Terminals of 25 destinations
- Converting the existing bus terminus in the middle of the town centre to a central market square
- Closing off and creating a pedestrian walkway on an existing road to provide seamless access between the station and the town centre
- Building various new roads to link the interchange with arterial routes
- Building five signalised intersections and one signalised pedestrian crossing to ease traffic congestion

Street Furniture



RESULTS (2)

Physical upgrade (contd)

- Building five signalised intersections and one signalised pedestrian crossing to ease traffic congestion
- Building administration buildings
- Improving public space through landscaping
- Improving security through closed circuit television cameras
- Building a pedestrian bridge across the railway line
- Reinforcing the existing pedestrian bridge

Aerial photo of MPTC in 2006



LESSONS LEARNED (1)

- Continually build consensus with the community.
 - do regular site visits
 - build relationships with people, not only leaders
 - keep in contact with people on the ground to stay aware of shifting community dynamics
 - ensure ongoing negotiation and consultation, even as implementation is happening
 - do whatever it takes to keep community stakeholders on board
- Forget about having the perfect plan:
 - any plan is the product of stakeholder participation
 - the plan must constantly be responsive and evolving
 - make a start, knowing mistakes will be made
 - the MPTC plan will only be final once the last brick has been laid.
- Keep evidence of changes

LESSONS LEARNED (2)

- Be willing to stick with the process, knowing that at times community members will:
 - try to play officials off against one another
 - start undermining rumours about officials
 - accuse officials of corruption and nepotism
- Get high-level political buy-in: MPTC team reported directly to sub-council
- Regularly revise budgets to ensure necessary cash flow to keep up the momentum
- Remind stakeholders of agreements reached
- Scrupulously minute every stakeholder meeting
- Build good relationships with key line department officials, and do legal preparations as early as possible
- Emphasise teamwork and allow people to perform to their strengths