

# The Reverse Side of the Medal: About the 2010 FIFA World Cup and the Beautification of the N2 in Cape Town

Caroline Newton

Published online: 10 February 2009  
© Springer Science + Business Media B.V. 2009

**Abstract** This paper aims to show the reverse side of the (football) medal. The N2 gateway project in Cape Town is presented, by government and media, as a ‘flagship’ project of the new Breaking New Ground strategy, to fight the housing backlog of 400,000 houses in the city. But I want to argue that the fast-tracking of the project has to be understood as a beautification strategy to prepare the city for 2010. Massive slum eradication and the construction of ‘beautiful formal housing opportunities’ between the airport and the mother city are becoming a painful reminder of the forced removals under the apartheid regime.

**Keywords** Mega events · Beautification processes · Cape Town · Slum eradication · Urban development · Breaking new ground

## Introduction

In 2010, South Africa will host the FIFA World Cup. The costs are estimated to be more than two billion euro. The country is preparing itself to welcome and accommodate over 600,000 visitors during the 4 weeks the tournament will be held. It is expected that television viewers around the world will outnumber the actual

---

C. Newton (✉)

Department of Architecture Sint-Lucas, Hogeschool voor Wetenschappen en Kunst,  
Brussels, Belgium  
e-mail: caroline.newton@mac.com

C. Newton

Departement Industriële Wetenschappen en Technologie, Erasmus Hogeschool Brussel,  
Brussels, Belgium

C. Newton

Research Group Urban Planning, Department of Engineering Sciences, Hogeschool Gent,  
Ghent, Belgium

spectators in the stadiums by 1:10,000 (Vecchiatto 2008). The international media will show the world all good things South Africa has to offer.

It is clear that a mega event, such as the World Cup, can contribute to the image of the country and to that of the host cities (Andranovich et al. 2001; Black and Bezanson 2004; Eisinger 2000; Hiller 1998, 2000; Lenskyj 2002; Matheson and Baade 2004). Hence, one hopes to attract tourists and businesses alike long after the event has finished. Besides investments in infrastructure, such as stadiums and transportation, the South African government has also created a broad developmental agenda around the event. Pillay and Bass (2008) point our attention to the fact that the issues which are included in this agenda build on those from the previous Olympic 2004 bid (Swart and Bob 2004), such as sport programmes for deprived communities and job creation or, interesting within the frame of this paper, the provision of affordable housing (Hiller 1998, 2000; Pillay and Bass 2008).

The N2 gateway project in Cape Town is presented, by government and media, as a ‘flagship’ project of the new Breaking New Ground (BNG) strategy, to fight the housing backlog of 400,000 houses in the city and fast-tracked within the light of the coming World-Cup. I want to argue that this housing initiative has to be understood as part of the ‘beautification process’ initiated by the government to prepare the city for 2010. Massive slum eradication and the construction of ‘beautiful formal housing opportunities’ between the airport and the mother city are becoming a painful reminder of the forced removals under the previous apartheid regime. It is imperative to try and understand how the government did succeed in portraying the need for the clearances along the N2, using two sets of discourses, one with regard to the housing itself and another with regard to 2010. The interplay between both is illustrative for the leverage of discourses.

To validate these statements, I will, in the first part, briefly summarise relevant thinking in the international literature about both mega events and beautification processes. Next, the case study is introduced and its geographical location used to explain why precisely this part of the city is being restructured. Subsequently, I will show, in a Foucauldian discourse analysis, how the above-mentioned discourses have been used to pursue an ‘apartheid-like’ strategy, without them being broadly contested. In a third part, I will discuss some of the effects of this particular beautification process for the ordinary people. To conclude some final remarks are made.

## Mega Events and Urban Beautification

If we talk about the coming FIFA World Cup as being a mega event, we first need to provide a definition for these events. Goldblatt (1997, p. 2) speaks about ‘special events’ and defines them as “*unique moment(s) in time celebrated with ceremony and ritual to satisfy specific needs*”. For Getz (1997), “*events are transient, and every event is a unique blending of its duration, setting, management and people*” (Getz 1997, p. 4). It thus, becomes clear that mega events, such as the 2010 World Cup, are one time occasions; they create a specific ambiance, which is context specific but which is also influenced by the sort of rituals performed, the duration of the event and the people participating in it. A growing body of literature is emerging

around the notion of mega events, and most of the work comes from scholars active in tourism research.

Mega events are evaluated as spectacular opportunities for cities or countries hosting them. These one-time occasions are used as catalysts for image creation (Getz 1991, 1997; Kotler et al. 1993; Mules and Faulkner 1996) and civic boosterism (Andranovich et al. 2001; Getz 1991; Mihalik and Simonetta 1998). Mihalik and Simonetta (1998, p. 9) argue that these events “*are powerful opportunities for image enhancement with national and international visitors and at the same time create pride for the local citizenry*”. The 1992 Olympics in Barcelona are exemplar. The aspect of community pride has been captured under a variety of names (Carlsen 2002), such as the halo effect (Hall 1992) or the showcase (Fredline and Faulkner 1998, p. 187) and feel-good effect (Allen et al. 1999). Getz (1999, p. 22) has argued that these effects can possibly prolong the expected economical and social effects, long after the actual event has taken place; additionally, enthusiasm for future events and volunteerism might present itself. The impacts that might follow out of a mega event have been primarily looked at from an economical perspective, although it is clear that impacts and benefits might arise in numerous sectors, e.g. not only environmental impacts, political and cultural impacts but also social impacts and impacts on the urban structure (e.g. urban renewal projects). The discourses that arise around these consequences of hosting an event are often framed using the “legacy” terminology. We can observe that when talking about the possible legacy an event might leave, the overall focus is on the positive effects and not on possible negative outcomes. This legacy does not necessarily need to be physical (e.g. infrastructures), it can also be intangible: “*Regardless of the actual form that a legacy may take, the idea underlying legacy creation is that it represents something of substance that will enhance the long-term well-being or lifestyle of destination residents in a very substantial manner—preferably in a way that reflects the values of the local population*” (Ritchie 2000 p. 156). It is precisely this legacy that government, media and lobby groups exploit to get public approval. The uniqueness of these events is used by governments as a justification for redistributing funds. Resources are being allocated in such a way that the hoped for prospective economical gains and competitive advantages are maximized (Pagano and Bowman 1995).

In its bid for hosting the 2010 World Cup, South Africa paid serious attention to the legacy the Cup would leave behind. A comprehensive development agenda, based on the Olympic bid for 2004, was put together. Besides building new stadiums or upgrading old ones, an engagement was taken to initiate sport programmes in deprived neighbourhoods. Programmes have been set up which will improve medical services and develop community art centres, amongst several other initiatives. They are seen as catalysts for poverty alleviation and opportunities to undo the urban segregation of the past (Cornelissen 2004, 2007; Republic of South Africa 2008; Swart and Bob 2004). Cornelissen (2004, p. 1297) highlights the potential political power of hosting the soccer tournament. Historically, soccer was played mainly by the ‘black’ population groups, as compared to e.g. cricket or rugby, which are regarded as ‘white’ sports. Consequently, she argues that by placing the focus on soccer, some sort of mental connection is realised, as with the World Cup another attempt is made to undo the wrongs of the past. According to

Cornelissen, “*the soccer bid would be led by the ‘historically dispossessed’ in South African society*” (2004, p. 1297). Compared to the Olympic bid, it is clear that the soccer bid had some major rhetorical advantages (Cornelissen 2004).

Getz (2008) calls for more research on the social impacts of mega events and some research on the relation between relocation of residents and mega events is ongoing (e.g. Smith 2008; Smith and Himmelfarb 2007). Andranovich et al. (2001), after their study of three American cities bidding for the Olympics, concluded that public interest was not necessarily guaranteed and they raised concerns regarding citizens’ participation in all three cases. Eisinger (2000), amongst others, is critical about the allocation of resources to sport temples when the money could be used to fight deprivation. I also want to stress that deeper insight in these processes is needed. Confronting this with the explicit focus on development issues in the South African bid for the World Cup, alerts us to be vigilant for a the possible mismatch between the government’s projected image of a more inclusive and prosper society as a result of 2010 and the actual reality on the ground. The claim that mega events, such as the Cup in South Africa, should be seen as a mechanism for poverty alleviation has been heavily criticised in the international literature. Matheson and Baade (2004) question the allocation of resources, as an increased spending on infrastructure means that cuts have to be made in other areas and as Whitson (2004, pp. 1227–1228) accurately argues this results in affecting those “*who were least likely to enjoy benefits from the mega events (or even to attend them): the urban poor, ...*” In several cases, as with the Olympics in Sydney and even in Barcelona, job creation has been rather temporary and focused on low-paid employment opportunities (Horne and Manzenreiter 2006; Lenskyj 2002). Hagn and Maennig (2008) clearly illustrate how the soccer World Cup in Germany in 1974 was unable to generate any positive employment effects in the medium to long-term. Additionally Lenskyj (2002) emphasised that the Sydney Olympics exacerbated the existing housing gap and that homelessness and housing problems intensified. As Hiller (1998) already pointed out, there are undeniable effects of residential polarisation. This residential relocation basically has two causes. The first one being a change in property values in areas or neighbourhoods near new stadiums, a second one being a conscious relocation of people to other areas to clear ground for developments directly related to the upcoming event.

The brief literature review has brought some issues to the fore that are relevant for the question this paper addresses. First, it made clear that the research on mega events focuses on economical impacts and on tourism, while research of the social effects and the consequences of urban renewal strategies (conducted in the light of the events) are underrepresented. Secondly, it has illustrated that often, a legacy discourse is used to obtain public approval for allocating resources to sport infrastructure. Thirdly, documentation of mega events as catalysts for poverty alleviation was absent. Additionally, I want to add that mega events might be used as excuses for urban developments, which might otherwise be publicly contested. If we want to understand the importance of mega events as a justification for beautification processes, we first need to elaborate over the meaning of these beautification processes.

Over time, and still today, tabula rasa approaches of deprived neighbourhoods are regarded as being a quick and easy solution for city redevelopment. As long ago as the

1960s by Jane Jacobs (1961), these ideas were criticised and contested. Today, in third world cities in particular, refuge is still sought in modernistic planning principles. Davis speaks of the Haussmannisation of third world cities, as populations are being removed on a large scale in order to re-develop entire parts of a city, so as to realise economic profits and, at the same time, enhance social control (Davis 2006, pp. 95–102). Haussmann was the architect responsible for the redevelopment of the France capital during the 1860s. To realise the broad and spacious boulevards characterising the present image of Paris, massive neighbourhood clearances were organised and the people inhabiting them forcibly removed.

In our present-day society, these massive and forced relocations are mostly happening in southern countries. From Dakar and Manila during the 1970s to Myanmar in 1996, where a hallucinating 16% of the urban population was moved to low-quality shelters in the periphery to make room for fancy hotels and golf courses to attract tourists and businessmen. From Rio where the military regime, with the help of USAID, cleared the city of its slums and favelas in order to beautify the upper class areas, to Seoul and Beijing where the Olympics were the excuse for massive neighbourhood clearances and the relocation of more than 300,000 people (Barke et al. 2001; Broudehoux 2004; Davis 2006; Skidmore 2002; Taschner 1995). Table 1 gives an overview of some of the most notorious slum clearances in the southern hemisphere.

These Hausmanisation tactics are used especially in the run-up to international events, putting the specific country or city in the global spotlights (Davis 2006). I will validate this statement using some prominent examples. When Nigeria received independence in 1960, big celebration ceremonies were held, for which princess Alexandra, acting as Counsellor of State for the UK, visited the country. The newly elected government found it necessary to make sure the princess was not confronted with any of the Lagos slums on her way from the airport to the party venues (Davis 2006; Omiyi 1995, p. 48). During the Marcos dictatorship in the Philippines, Imelda Marcos's visions for a 'beautiful' city as the host for the 1974 Miss Universe Pageant and the IMF-World Bank meeting in 1976 resulted in more than 160,000 squatters being moved to the fringes of Manila (Berner 2000, p. 559; Davis 2006, p.

**Table 1** Slum eviction

Years	City	Number evicted
1950	Hong Kong	107,000
1965–1974	Rio de Janeiro	139,000
1972–1976	Dakar	90,000
1976	Mumbai	70,000
1986–1992	Santo Domingo	180,000
1988	Seoul	800,000
1990	Lagos	300,000
1990	Nairobi	40,000
1995–1996	Rangoon	1,000,000
1995–1996	Beijing	100,000
2001–2003	Jakarta	500,000
2005	Harare	750,000

Source: Planet of Slums, Davis 2006

104; Drakakis-Smith 2000, p. 28). And while China received a great deal of international critique in the media on its relocation strategies for the Beijing Olympics, it needs to be stressed that the (modern) Olympics have a history of being a cause for slum clearances. In 1936, the Nazis ‘cleaned’ the Berlin Olympic area of its homeless people and slum dwellers, and urban renewals also occurred for the games in Mexico City, Athens and Barcelona. Davis brings to our attention that the relocations for the games in Seoul were of such a scale that a Catholic NGO stated that “*South Korea vied with South Africa as ‘the country in which evictions by force is most brutal and inhuman’*” (Catholic Institute for International Relations 1988, p. 56, quoted in Davis 2006, p. 106). All these examples illustrate that prestigious (international) events are being used as justifications for city redevelopments, literally pushing the poor aside.

City governments have become increasingly engaged in remodelling their places for the “visitors class”, the needs of the residents have gone out of sight. This observation has some major consequences, as this new visitors class, upon its arrival, needs nice upmarket hotels, preferably with enough parking space and situated near clean and safe public transport facilities. They have to be able to eat out in expensive restaurants in fancy neighbourhoods and, of course, there has to be enough police protection so that all of their actions can take place in a safe environment (Eisinger 2000, pp. 318, 323). It is clear that huge investments are needed to make these ideas a reality. The allocation of public resources to these events and the related needs, such as public transport or neighbourhood renewal, means that cuts have to be made in sectors which are indeed less prestigious, but which might answer the need of the local residents (Eisinger 2000). As I will show in the findings, the same things happened in Cape Town.

We need to ask ourselves how government and stakeholders succeed in raising enough popular consensus “*to help wealthy investors construct entertainment facilities for well-off visitors who produce few payoffs for residents*” instead of “*using its scarce resources to build infrastructure, fund youth recreation programs, subsidize homeless shelters, or enrich the schools*” (Eisinger 2000, p. 331). Part of the answer lies in the (political) power of discourses, and that is to what I turn next.

### **On the Power of Discourses**

In ‘The Archaeology of Knowledge’ (1972), Foucault shows that “*‘discourses’, in the form in which they can be heard or read, are not, as one might expect, a mere intersection of things and words: an obscure web of things, and a manifest, visible, coloured chain of words*”. He argues that the task we should set for ourselves “*consists of not—of no longer treating discourses as groups of signs (signifying elements referring to contents or representations) but as practices that systematically form the objects of which they speak*”. Thus, through the use of language, meaning is attached to social phenomena, but these phenomena are not merely being described, since through the discourse, significant meanings are attached to them. Because of this, discourse also reproduces the social phenomena it is “talking about”. This is precisely what is happening with the discourse around the coming 2010 World Cup and is illustrated below.

Foucault's interest in discourse is obvious. The relationship with power and knowledge is clear because if we are cautious about the discourses present in a society, we are able to understand the relationships between the actors and the regimes of truth that are produced. Every society has its own regimes of truth: norms, values and discourses that are considered to be the legitimate ones, and which organise and normalise society. These are articulated by those who are regarded as being authorised to do so. Thus, discourse is able to (re)produce power relationships. It is with this knowledge that we can understand why, in the context of the N2 gateway project, the deprived are unable to significantly change their positions. To do so, a much deeper or structural change is needed, or as Foucault phrases it: "*It is not a matter of emancipating truth from every system of power (which would be a chimera, for truth is already power) but of detaching the power of truth from the forms of hegemony, social, economic and cultural, within which it operates at present time*" (Foucault 1980b, p. 133).

This paper is grounded in the knowledge that by working from a rigidly framed definition of discourse, analysis will not be useful. Instead, discourse analysis is approached as a way to understand why people are talking (or acting) about certain matters in a specific way. What is their motivation for doing so, are there hidden assumptions that influence their thinking, which are then reflected in their speech? I partly follow Macleod's approach, relying on both Foucault's and Parker's notions of discourse (Macleod 2002, p. 21), but I emphasise that a discourse is more than mere text; it is also the gestures that accompany it, or it can be the act that is a consequence of the discourse itself. Accordingly, I strongly adhere to Foucault's notion that a discourse is a practice that systematically forms the object of which it speaks.

The use of dichotomies is another, discourse related, issue that requires our attention. The ways in which the different systems of dichotomies work together and interact are highly complex, and one does not merely enforce the other. Especially feminist thinkers (Asante 1980; Brittan and Maynard 1984; Chodorow 1978; Collins 1986; Derrida 1976, 1978; Hooks 1984; Macleod and Durrheim 2002), along with many others, highlighted that a dualistic order is systematically present in all factors of domination. Derrida has also pointed to the use of dichotomies in Western thinking, whereby a concept's meaning is also established through the meanings that are placed upon its 'counterpart' (Derrida 1976, 1978; Macleod 2002). Hooks (1984) claimed that thinking in a binary manner is typical for all systems of domination in Western society. Talking in dichotomies always relates a person or a subject to another person or subject and, as such, creates a hierarchical or oppositional relationship. Moreover, the two parts of the dichotomy are not complementary but divergent and in an unstable relationship. This is only resolved by the subordination of one half of the pair to the other, e.g. the male dominates the female (Collins 1986, pp. S19, S20).

An interesting illustration of the power of dichotomies for public discourses has been made by Hart (2002), when she analysed how, and under which conditions, the ANC leadership has set sail on a neo-liberal course in order to achieve integration into the global economy. She accurately summarises the elements which influenced the change from a socialist position to neo-liberalism, and suggests that the use of dichotomies (see Table 2) by the popular media and politicians, has influenced the

**Table 2** Dichotomies contributing to a neo-liberal discourse

Apartheid	v/s	Post Apartheid
State	v/s	Market
Repression	v/s	Freedom
Racial Fordism	v/s	Non-Racial post-fordism
Rigidity	v/s	Flexibility

Source: Disabling Globalisation, Hart 2002

speed with which neo-liberalism was adopted in South Africa. The choices that governments make also influence the housing sector, and in South Africa, the promise of *one million new houses within 5 years*, was eventually pursued using free-market strategies.

With regard to the N2 gateway development on the one hand and the World Cup on the other hand, government is using public discourses to pursue their goals, as will be illustrated in the findings section of this paper. First, however, I will introduce the case in what follows.

### The N2 Gateway Project

One of the promises made by the democratically elected government in 1994 was that they would provide one million new houses within the following 5 years. When we look at the reality today, we have to conclude that these goals were not met. Even worse, the use of certain policy instruments resulted in segregation being supported and even intensified. The realisation of the vast amount of houses happens mostly (80%) with a ‘project-linked subsidy mechanism’. This meant that a fixed amount was provided for each unit constructed, which then became the property of the applicant for the subsidy. The funds provided had to cover not only the construction itself but also the purchase of the land and the necessary infrastructure. Because of the pressure they were under to provide the new units, the local authorities worked with private developers. It must be made clear, however, that these developers not only played the ‘free-market game’ (profit maximisation) but also tried to meet two significant demands, namely the sheer number of houses they were expected to build and the financial-economic realities. To have any chance of success, the developers needed to find sites that were not only large enough but were also reasonably priced. This resulted in the selection of a number of locations on the periphery of the city. Accordingly, the elite’s residential security was safeguarded by the realisation of ‘social housing projects’ on cheap sites on the outskirts and by the provision of huge numbers of units at one time (Huchzermeyer 2003; Kühne 2003). As a result, it must be concluded that this mechanism of subsidies helped to sustain, and even reinforce, the existing patterns of segregation.

In 2004, the government launched a new initiative called BNG, which was a ‘Comprehensive Plan for the Development of Sustainable Human Settlements’. The main purpose of the plan was to move the focus of the housing policy away from the mere delivery of vast numbers of houses towards creating sustainable human settlements, defined as “*well-managed entities in which economic growth and social*

*development are in balance with the carrying capacity of the natural systems on which they depend for their existence and result in sustainable development, wealth creation, poverty alleviation and equity”* (Department of Housing 2004). It is interesting to observe that one of the ideas was to approach housing, not merely as a basic need but also as an instrument for job creation and for the development of sustainable human settlements. A greater role is reserved for local government, on the basis that municipalities should take responsibility for housing programmes.

To illustrate the intentions behind the BNG scheme, pilot projects were set up around the country, with the “N2 Gateway” probably being the most significant. On a 10-km strip of land, between the city and the airport, newly developed rental flats have been built, and in the following phase, terraced family houses will be constructed. In order to provide these 22,000 housing units, massive slum clearance was necessary (Rust 2006). It is interesting to note that the selection of the N2 Gateway as a flagship project for the BNG concurred with the acceptance of the South African bid for the 2010 World Cup by the FIFA. From the start, government and media succeeded in drawing all attention to the importance of 2010, and as shown above, the mega event served as a catalyst for civic boosterism (Andranovich et al. 2001; Getz 1991; Mihalik and Simonetta 1998). For quite a long time, there was a public belief that the redevelopment of the squatter strip along the N2 would re-house the initial inhabitants of Langa (National Department of Housing, the Western Cape Department of Housing and the City of Cape Town 2004; Khan 2004). Alas, the planned housing along the N2, and more specifically the Joe Slovo section where I conducted my interviews, is comprised of rental accommodation and so-called gap housing<sup>1</sup> and most of the original inhabitants have been moved to areas, such as Delft, at the edge of the city (Smit et al. 2007). Although initially, the people from Langa were excited when they learned about the planned development and the fact that the N2 project would be fast tracked in the light of the World Cup, people had hope that they would finally receive government-subsidised housing, for which most of them were on a waiting list. When the true nature behind the project eventually became apparent to the people, angry squatters from Langa blocked the N2 during the week of the 17th September of 2007. They hoped that their demands and protests would be heard (Chance 2008; de Vos 2008a, b; Khan 2004).

The settlements of the N2 Gateway project are all located adjacent to the N2 motorway, which connects Cape Town International airport to the centre of the city. The main reason that is given to prioritise these areas is because apparently, they are very deprived areas with high levels of unemployment, unsuitable living conditions, with poor connections to water, energy and sanitary facilities. But additionally, the same government source states that: *“This project is also prioritised by the City of Cape Town and other spheres in light of its high visibility on the gateway corridor linking Cape Town International Airport with the City”* (National Department of

---

<sup>1</sup> In South-African housing, “gap” housing refers to housing for a particular section of people in need of a house who are “too rich” to get a subsidies house and “too poor” to access a bank loan. In 2004, this considered people with an income between R2500 and R7500 a month (Gardner 2004). For a more elaborate report on this situation I refer to Gardner, D.. *Sharpening the Focus: A New Look at South Africa's Housing Strategy*. Paper presented at the Housing Finance Resource Programme (Gardner 2004).

Housing, the Western Cape Department of Housing and the City of Cape Town 2004). First of all, other areas in the city of Cape Town are at least equally deprived and secondly, the second reason for the prioritisation of the selected areas is already an indication that the underlying assumption of this contribution, namely the interconnection between the 2010 World Cup and the developments along the N2 is not a figment of one's imagination. So let me now clarify this (bold) statement in the following analysis, which will focus specifically on the power of political or public discourses and on the effects of the entire development on the ground.

### **Public Discourses Paving the Way for Smooth Interventions**

To start this analysis, let us first contemplate on the meaning of the word 'gateway' in the phrase 'N2 gateway project'. A gateway is according to the Oxford Dictionary "a structure built at or over a gate, for ornament or defence". As such, we can claim that the project that will be developed along the N2 will serve as an ornament, adding grace and beauty to the entrance (or gate) of the city, an entrance which, without doubt, is formed by the airport and the highway, as these are the first elements visitors, arriving in the mother city, will be confronted with. It, thus, seems that given the location or position of the selected neighbourhoods and their extreme "visibility", as mentioned above, the pace of the redevelopments are to be understood within the context of the coming FIFA World Cup. Additionally, we need to understand how public opinion was influenced by government and stakeholders, and this brings us to the discourses that have been used when talking about the N2 gateway development at the one hand and the World Cup on the other.

The N2 gateway is clearly a very sensitive project and has become a "political football" (Smit et al. 2007) to the different levels of government (state, provincial, metropolitan), creating enormous backlogs and delays. Apparently, political gain is more important than alleviating the suffering of the people. Critical voices are openly contesting the project and they all cast aspersions on the "Vanity project" of housing minister Sisulu, who, despite all critique, court cases and protests from the Joe Slovo residents, persisted with the project still calling it a flagship development and pioneer project for future housing developments in South Africa. As Legassick (2008) clearly showed, the minister is not taking her responsibilities with regard to both the people who were evicted and the new residents of the rental flats. He states that: "*Minister Sisulu did not meet either of these communities, and issued replies only through the media, disdainful of their complaints. As a result, she now has the blood of women and children on her hands. By refusing to meet them, she is acting like a coward. In addition, she and her messenger MEC Richard Dyanthi (who has said that removal to Delft is "necessary") are behaving like old apartheid ministers trying to engage in forced removals*". Although this might sound very boldly, I think Legassick touches a sore spot here, as indeed no consultations or negotiations are, or have been, brought up (Chance 2008; de Vos, 2008a, b; Department of Housing 2008; Legassick 2008; Smit et al. 2007).

de Vos (2008a, b) argues that government is creating a negative image around the squatter society of Joe Slovo: "*By repeating over and over that the Joe Slovo residence are living unlawfully on the land, the judgment seems to suggest that they are criminals who are, thus, less deserving of concern, compassion and respect*"(de

Vos 2008a). They are being accused of unlawfully occupying the land, of being unwilling and even dumb not to see that they are actually moving up the social ladder, as we can make out of the words of the minister of housing: “*A pilot project is not measured by numbers alone, but even by this measure, the N2 Gateway is starting to stand tall. We have built 4,500 temporary relocation units, halfway houses, as it were, between informal settlements and dignified homes [...]*” (Speech by LN Sisulu Minister of Housing at the Occasion of the Budget Vote 2008/9 for the Department of Housing 2008).

But the choice to host the FIFA World Cup does also have an impact on the social housing sector in a substantial way. The budget allocation for the sectors sport and recreation, transport and housing shows that the housing budget loses out while those for sport and recreation goes through the roof in the run up to the 2010 “goal”. This observation is a clear illustration of the points made by Whitson (2004) and Eisinger (2000).

Concerning 2010, an overall enthusiastic and positive discourse is used, as is illustrated in the following quotes. The first one comes from a government’s publication with which they want to excite people for the coming event: “*Part of the way in which government will ensure that the World Cup contributes to the country’s growth and development goals is by making sure that hosting the tournament brings opportunities that can be accessed by South Africans, in a way that will empower those who were systematically excluded from participation in the economy under apartheid*” (Republic of South Africa n.a., p. 5). This is just one of the many examples of how the government wants to link only positive elements to 2010. In another publication, they interview people who are working for the contractors building or upgrading stadiums. Quotes like “*This is my first job since I finished school and I am so proud of myself*” (Republic of South Africa 2007) serve as an example of how the World Cup will be beneficial for everyone, especially the poorest.

I want to conclude that the elite in society are benefiting from the discourse created around 2010, far more than the poor communities do. Another quote from the South Africa is ready! publication states: “*One of the biggest impacts from hosting the 2010 FIFA World Cup will come from the phenomenal marketing and communication opportunity it offers to positively project South Africa and Africa to the world, to build pride, to enable African solidarity and to foster a climate that contributes to growth and development*” (Republic of South Africa, n.a., p. 26). I think we are coming closer to the true legacy 2010 will leave behind, and although I risk of sounding cynical, the phenomenal marketing and the positive image South Africa wants to show the world will be beneficial for economic growth and (economic) development, thus, serving the already better off. As such, it is not surprising that indeed, the image is an important factor and when all the international media arrive in Cape Town in 2010, one might prefer to show the redeveloped N2 (although only from afar) rather than the shabby shacks.

## Effects of the Beautification

The Joe Slovo phase 1, where I was able to conduct 11 in-depth interviews in 2007, is comprised entirely of rental flats, which accommodate those who are not poor

enough to be eligible for a housing subsidy, but who do not have enough capital to apply for a loan. One might, therefore, think that the project offers a solution to a gap in housing policy, but this is simplistic. Those who are currently renting these flats are unable to save because of the amount of rent they have to pay, as it was indicated to me by the respondents. Furthermore, a reduction (due to saving) or a loss of income would mean that they are unable keep up with their rent and would run the risk of being evicted.

When driving along the N2, the views of the Joe Slovo project are promising, and it appears to be a clean and airy development. But although the patios between the buildings are appealing, the flats themselves are far too small. They consist of two rooms and a small bathroom, and have two entrances, which, for the interviewees, meant they feared an increased risk of burglary. As there are only two rooms, one is used as kitchen or dining or living room while the other serves as a bedroom. While the Reconstruction and Development houses, provided by government, can be extended, this is absolutely not the case for the flats. Two of the interviewees have sent their children to live with grandparents because there is not enough space. Most of the respondents complained about the quality of the flats and the fact that they receive no responses to their complaints. The development is actually some sort of gated community as it is completely fenced off from its surroundings.

To be able to start construction, the squatters' settlements had to be cleared and people had to move. They were relocated to so-called temporary relocation areas (TRAs) near Delft and other remote areas in the Cape Flats. A study by the DAG<sup>2</sup> (Smit et al. 2007) highlighted that many of those living in the TRAs have already started to improve their dwellings because they do not expect to be moving soon even though 63% of respondents said that they are unhappy living in the TRA. One of the DAG study's key findings was about the impact of the re-location on families' livelihoods. Previously, when they lived in Langa, job opportunities were near-by and, thus, transportation costs were lower. The DAG study also concluded (again) that a top-down approach, without consultation, cannot expect great support from the households involved. Furthermore, the TRAs have been developed from a single sector viewpoint, resulting in a better infrastructure than in the squatter settlements, but meaning that the broader social and economic impact of the relocation is ignored.

Thus, the beautification process along the N2 has effect, both on its new residents and those who were forcibly removed to the TRAs in Delft. While the new residents in the flats are unhappy with the quality and size of the houses as well as with safety measurements, the life of the people in the TRAs is described by several sources as staying in almost concentration-camp-like areas, related to the Foucauldian notions of a Panopticon space, realising an ever present controlling gaze and trying to "*impose a particular conduct on a particular human multiplicity*" (Deleuze 2006 (1988), p. 29; Foucault 1980a, pp. 151–152). The so-called houses are nothing more than four walls and a roof, without electricity. Showers and toilet facilities have to be shared and water is only provided through communal taps (Chance 2008; Smit et al. 2007). de Vos (2008a, b) critiqued the ruling of Judge President John Hlophe

---

<sup>2</sup> Development Action Group

regarding the forced eviction of 20,000 poor from the Joe Slovo settlement: “*Before the law they have once again become invisible. They are not treated as individual human beings with feelings and needs but merely as a problem to be dealt with. What we need are more judges who really wrestle with the very difficult issues presented by gentrification of informal settlements and the real hurt and pain of forced removals. [...] Perhaps this is too much to ask of a judge who might experience this informal settlement on the N2 as an eyesore and a stumbling block to progress—even as he speeds to his wine farm in his shiny Porsche*” (de Vos 2008a).

I believe de Vos touches a crucial point here. The elite in our societies prefer to keep the undesired at a safe distance. Bourdieu (1999) has already made clear that space is being manipulated by a small elite who have enough power (thanks to the accumulation of the different forms of capital) to do so, and in a way that only serves to reinforce their position in society. They use distance and accessibility, elements which are strengthened by the inertia of physical space (Peleman 2000: 336–337). The opportunities that individuals have are largely defined by the specificities (e.g. the availability of schools and jobs) of the place in which they grow up and reside (Bourdieu 1999). We, thus, can, no, we **must** ask ourselves what the future holds for the children growing up in these TRAs.

## Conclusion

Furedi (2006) has clearly emphasised that “*being an intellectual requires social engagement*” as such, I adhere to Blommaert’s (2007) suggestion that maybe our task should be to see the linkages between diverse elements, to hold a broader view and to translate the voice of marginalised groups through analysing and questioning existing power relations. That is precisely what I have tried to do with this paper. The pressure upon developers, government and other stakeholders is high, as the eyes of the world are all looking at the account South Africa will give of itself. It is within this knowledge that the rapid redevelopment of the squatter settlements along the N2 has to be understood. Although one might argue that beside the coinciding of both there is no hard evidence to prove a true interrelation between the fast-tracking of the N2 development and the acceptance of the South African bid for the FIFA world cup, I have shown that a public discourse is used to enable a non-democratic urban development taking place, very much resembling of its apartheid’s pre-descending forced evictions. And although one might, on the one hand, understand that one wants to show its best side, the “reverse side of the medal” should also be acknowledged. The longstanding community of Langa is being separated and large numbers of its previous inhabitants are moved to the city’s outskirts, where their options for employment, as well as their dependence on existing networks for their everyday survival are compromised. I have shown how mega events, such as the World Cup, are influencing urban developments of which the social outcomes are highly disputable. The long-term effects of the 2010 “legacy” are not all as positive and hopeful as the marketing campaign wants to make us believe. It is imperative that all consequences, positive as well as negative, are being admitted, so that when future events and initiatives announce themselves, the formulation of a development agenda is not only phrased on paper but also achieved in reality.

**Acknowledgements** The author wishes to acknowledge the Flemish Inter-University Council of Belgium (VLIR-IUC) for their financial support, which helped to realise this research and the referees for their helpful notes and critiques.

## References

- Allen, J., O'Toole, W., McDonnell, I., & Harris, R. (1999). *Festivals and special events management*. Queensland: Wiley.
- Andranovich, G., Burbank, M. J., & Heying, C. H. (2001). Olympic cities: Lessons learned from mega event politics. *Journal of Urban Affairs*, 23(2), 113–131.
- Asante, M. K. (1980). International/intercultural relations. In M. K. Asante, & A. S. Vandi (Eds.), *Contemporary black thought* (pp. 43–58). Beverly Hills: Sage.
- Barke, M., Escasany, T., & O'Hare, G. (2001). Samba: A metaphor for Rio's Favelas. *Cities*, 18(4), 259–270.
- Berner, E. (2000). Poverty alleviation and the eviction of the poorest. *International Journal of Urban and Regional Research*, 24(3), 536–553.
- Black, D. R., & Bezanson, S. (2004). The olympic games, human rights and democratisation: Lessons from Seoul and implications for Beijing. *Third World Quarterly*, 25(7), 1245–1261.
- Blommaert, J. (2007). *Het verraad der klerken*. Athens: Indymedia.
- Bourdieu, P. (1999). Site effects. In P. Bourdieu (Ed.), *The weight of the world, social suffering in Contemporary Society* pp. 123–129. Stanford: Stanford University Press.
- Brittan, A., & Maynard, M. (1984). *Sexism, racism and oppression*. New York: Blackwell.
- Broudehoux, A. M. (2004). *The making and selling of Post-Mao Beijing*. New York: Routledge.
- Carlsen, J. (2002). *A study of the community and tourism benefits of the 'best on earth in perth' events campaign in western Australia*. Paper presented at the Events and Place Making, Sydney.
- Catholic Institute for International Relations (1988). *Disposable people: Forced evictions in South Korea*. London: Catholic Institute for International Relations.
- Chance, K. (2008). *Housing and evictions at the N2 Gateway Project in Delft*: Abahlali baseMjondolo.
- Chodorow, N. (1978). *The reproduction of mothering*. Berkeley: University of California Press.
- Collins, P. H. (1986). Learning from the outsider within: The sociological significance of black feminist thought. *Social Problems*, 33(6), S14–S32.
- Cornelissen, S. (2004). 'It's Africa's Turn!' The narratives and legitimations surrounding the Moroccan and South African Bids for the 2006 and 2010 Finals. *Third World Quarterly*, 25(7), 1293–1309.
- Cornelissen, S. (2007). Crafting legacies: The changing political economy of global sport and the 2010 FIFA World Cup. *Politikon*, 34(3), 241–259.
- Davis, M. (2006). *Planet of slums*. New York - London: Verso.
- de Vos, P. (2008a). No compassion for people who do not drive a porsche. *Constitutionally Speaking*, 21.07.08, from <http://constitutionallyspeaking.co.za>
- de Vos, P. (2008b). On housing, Joe Slovo and that Porsche. *Constitutionally Speaking* Retrieved 25.11.08, from <http://constitutionallyspeaking.co.za>
- Deleuze, G. (2006 (1988)). *Foucault*. London: Continuum.
- Department of Housing. (2004). *"Breaking new ground" - the comprehensive plan for the development of sustainable human settlements*.
- Department of Housing. (2008). N2 Gateway must be protected from Anarchy. 19.02.2008. Retrieved 21.07.2008, from <http://www.info.gov.za/speeches/2008/08022009451002.htm>
- Derrida, J. (1976). *Of grammatology*. Baltimore: John Hopkins University Press.
- Derrida, J. (1978). *Writings and difference*. Chicago: The University of Chicago Press.
- Drakakis-Smith, D. W. (2000). *Third world cities*. London: Routledge.
- Eisinger, P. K. (2000). The politics of bread and circuses: Building the city for the visitor class. *Urban Affairs Review*, 35(3), 316–333.
- Foucault, M. (1972). *The archaeology of knowledge*. London: Routledge.
- Foucault, M. (1980a). The eye of power. In C. Gordon (Ed.), *Power/Knowledge: Selected interviews and other writings 1972–1977 by Michel Foucault* (pp. 146–165). New York: Pantheon Books.
- Foucault, M. (1980b). Thruth and power. In C. Gordon (Ed.), *Power/Knowledge: Selected interviews and other writings 1972–1977 by Michel Foucault* (pp. 109–133). New York: Pantheon Books.
- Fredline, E., & Faulkner, B. (1998). Resident reactions to a major tourism event: The gold coast indy car race. *Festival Management and Event Tourism*, 5, 185–205.

- Furedi, F. (2006). *Where have all the intellectuals gone? Confronting 21st century philistinism*. London: Continuum Press.
- Gardner, D. (2004). Sharpening the Focus: A New Look at South Africa's Housing Strategy. Paper presented at the Housing Finance Resource Programme.
- Getz, D. (1991). *Festivals, special events, and tourism*. New York: Van Nostrand Reinhold.
- Getz, D. (1997). *Event management and event tourism*. New York: Cognizant Communication Corporation.
- Getz, D. (1999). The impact of mega events on tourism. In T. D. Anderson, C. Person, B. Sahlberg, & L.-I. Ström (Eds.), *The impact of mega events*. Ostersund: European Tourism Research Institute (ETOUR).
- Getz, D. (2008). Event tourism: Definition, evolution, and research. *Tourism Management*, 29(3), 403–428.
- Goldblatt, J. (1997). *Special events: Best practices in modern event management* (2nd ed.). New York: Van Nostrand Reinhold.
- Hagn, F., & Maennig, W. (2008). Employment effects of the Football World Cup 1974 in Germany. *Labour Economics*, 15, 1062–1075.
- Hall, C. M. (1992). *Hallmark tourist events: impacts, management, and planning*. London: Wiley.
- Hart, G. (2002). *Disabling globalization. Places of power in post-apartheid South Africa*. Pietermaritzburg: University of Natal Press.
- Hiller, H. (1998). Assessing the impact of mega events: A linkage model. *Current Issues in Tourism*, 1(1), 47–57.
- Hiller, H. (2000). Mega-events, urban boosterism and growth strategies: An analysis of the objectives and legitimations of the Cape Town 2004 Olympic Bid. *International Journal of Urban and Regional Research*, 24(2), 439–458.
- Hooks, B. (1984). *From margin to center*. Boston: South End Press.
- Horne, J., & Manzenreiter, W. (2006). An introduction to the sociology of sports mega events. In *Sports mega events: Social scientific analyses of a global phenomenon* (pp. 1–24). Malden: Blackwell.
- Huchzermeyer, M. (2003). Low income housing and commodified urban segregation in South-Africa. In C. Haferburg, & J. Oßenbrügge (Eds.), *Ambiguous restructurings of post-apartheid Cape Town. The spatial form of socio-political change*. Münster: Lit Verlag.
- Jacobs, J. (1961). *The death and life of great American cities*. New York: Vintage.
- Khan, F. (2004). *The N2 settlement upgrade lead-pilot project*. Paper presented at the Isandla Institute
- Kotler, P., Haider, D., & Rein, I. (1993). *Marketing places*. New York: Free Press.
- Kühne, J. (2003). Ainterview at the housing department CMA (Cape Town Metropolitan Area), dd. 17.10.'03. Cape Town.
- Legassick, M. (2008). *Western cape housing crisis: Writings on Joe Slovo and Delft*. Cape Town: Western Cape Anti-Eviction Campaign and Socialist Alternative.
- Lenskyj, H. J. (2002). *The best olympics ever? Social impacts of Sydney 2000*. Albany: State University of New York Press.
- Macleod, C. (2002). Deconstructive discourse analysis: Extending the methodological conversation. *South African Journal of Psychology*, 32(1), 17–25.
- Macleod, C., & Durrheim, K. (2002). Foucauldian feminism: The implications of governmentality. *Journal for the Theory of Social Behaviour*, 32(1), 41–60.
- Matheson, V. A., & Baade, R. A. (2004). Mega-sporting events in developing nations: Playing the way to prosperity. *The South African Journal of Economics*, 72(5), 1085–1096.
- Mihalik, B., & Simonetta, L. (1998). Resident perception of the 1996 summer olympic games-year II. *Festival Management and Event Tourism*, 5, 9–19.
- Mules, T., & Faulkner, B. (1996). An economic perspective on special events. *Tourism Economics*, 2(2), 107–117.
- National Department of Housing, the Western Cape Department of Housing and the City of Cape Town (2004). *Briefing Document for the N2 Gateway Project*. Cape Town: National Department of Housing.
- Omiyi, B. (1995). *The City of Lagos: Ten short essays*. New York: Vantage Press.
- Pagano, M., & Bowman, A. (1995). *Cityscapes and capital: The politics of urban development*. Baltimore: John Hopkins University Press.
- Peleman, K. (2000). Bourdieu, Castells, De Certeau, Giddens, Lefebvre: wie biedt meest? De ruimte en de maakbaarheid van de samenleving. *Ruimte & Planning*, 20(3), 330–340.
- Pillay, U., & Bass, O. (2008). Mega-events as a response to poverty reduction: The 2010 FIFA World Cup and its urban development implications. *Urban Forum*, 19(3), 329.
- Republic of South Africa. (2007). *Magazine 2010*.

- Republic of South Africa. (2008). [www.sa2010.gov.za](http://www.sa2010.gov.za) (Government/South African website/portal for the World Cup. It is the official Fifa-endorsed South African website for the 2010 Fifa World Cup™): 2010 Communication Project Management Unit, Government Communication and Information System (GCIS).
- Republic of South Africa. (n.a.). *Africa's time has come! South Africa is ready!*
- Ritchie, J. (2000). Turning 16 days into 16 years through olympic legacies. *Event Management*, 6, 155–165.
- Rust, K. (2006). *Analysis of South Africa's housing sector performance*: FinMark Trust.
- Skidmore, M. (2002). *Karaoke fascism*. Philadelphia: University of Pennsylvania Press.
- Smith, C. J. (2008). Monumentality in urban design: The case of China. *Eurasian Geography & Economics*, 49(3), 263–279.
- Smith, C. J., & Himmelfarb, K. M. G. (2007). Restructuring Beijing's social space: Observations on the Olympic Games in 2008. *Eurasian Geography & Economics*, 48(5), 543–554.
- Smit, W., Macgregor, H., & Mgwatyu, Z. (2007). *Living on the edge: A study of the Delft temporary relocation area*. Cape Town: Development Action Group.
- Speech by LN Sisulu Minister of Housing at the Occasion of the Budget Vote 2008/9 for the Department of Housing*. (2008). Paper presented at the National Council of Provinces.
- Swart, K., & Bob, U. (2004). The seductive discourse of development: The Cape Town 2004 Olympic Bid. *Third World Quarterly*, 25(7), 1311–1324.
- Taschner, S. (1995). Squatter settlements and slums in Brazil: twenty years of research and policy. In B. C. Aldrich, & R. S. Sandhu (Eds.), *Housing the Urban Poor: Policy and Practice in Developing Countries* (pp. 185–223). London: Zed Books.
- Vecchiato, P. (2008). *FIFA happy with 2010 broadcast plan*.
- Whitson, D. (2004). Bringing the World to Canada: 'The Periphery of the Centre'. *Third World Quarterly*, 25(7), 1215–1232.