

les Ateliers

maîtrise d'œuvre urbaine



CALL FOR APPLICATIONS

For the Flash International urban planning workshop

ENABLING CAPE TOWN'S DREAM OF HOPE

Working together to turn urban planning into a reality

30th September to 4th October 2022

CAPE TOWN, SOUTH AFRICA



PREAMBLE

Les Ateliers, a non-profit association created in 1982 by the urban planners of the New Town of Cergy-Pontoise, organizes collaborative workshops in France and abroad to support territorial projects, allowing for fresh perspectives, varying scales, the surmounting of administrative boundaries and the revisiting of territories in order to promote innovative, creative and relevant urban development, integrating both short- and long-term perspectives.

These workshops bring together student and professional volunteers of all nationalities, selected with the utmost rigour, from a variety of disciplines: urban planning, geography, economics, landscape design, sociology, art, engineering, environment, etc.

Les Ateliers serves as a tool and methodology available to cities and their partners to help define urban development strategies and identify promising initiatives. It also acts as a catalyst for projects thanks to its platform of partners committed for the long term.

A Flash Workshop is designed at the request of local authorities based on a specific topic and territory. It brings together fifteen volunteer participants — experts in various fields from various regions, countries and continents — as well as local specialists and local actors for a period of 5 days. The Flash workshop's methodology enables participants to develop innovative, creative and forward-looking proposals, and promotes a collaborative working platform during 5 days which brings together elected officials; local, economic and administrative actors; and civil society representatives to address the major challenges facing the city.

The City of Cape Town wished to bring international perspectives and peer reviews on their updated planning documents. The French Development Agency (AFD) organised first contacts between Les Ateliers de Cergy and the City of Cape Town in order to consider the organisation of a Flash international Workshop in the coming months. A preparatory mission of experts from Les Ateliers in Cape Town took place from 5th to 12th of July, 2022 and featured meetings with a variety of actors within the municipality, academia, non-profit organizations and architects, in order to understand the City's main challenges, and define together the most relevant purpose for this Flash international urban workshop.

The workshop team

Workshop Pilots

Blanca Calvo Boixet, Urban planner and researcher, Spain

Olawale Olusoga, Architect, Nigeria

Preparatory mission experts

Jean Grébert, architect and mobility expert, France

Bongani Ikaneng, urban planner, Botswana

Les Ateliers' team

Véronique Valenzuela, geographer, director of projects, Chile / France

Simon Brochard, geographer and historian, coordinator, France

City of Cape Town team

Nigel Titus, District Planning and Mechanisms, City of Cape Town

Annelise De Bruin, City Growth Management, City of Cape Town

French Development Agency (AFD) team

Yasmeen Dinath, Project Manager, Municipalities and Urban Development

Zoé Ramondou, Project Manager, Municipalities and Urban Development

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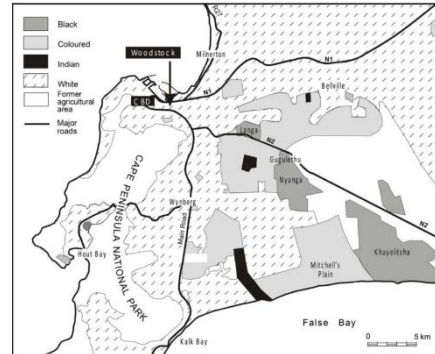
ENABLING CAPE TOWN'S DREAM OF HOPE

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1. Cape Town, City of Hope

1.1 A diversified and spectacular geographical context

The city of Cape Town, which is on the southwest coast of South Africa, has a diversified landscape that includes mountains, oceans, 294km of coastline, lowland vegetated areas, green open spaces, wetlands, and a constructed environment. The Cape Peninsula exhibits a Mediterranean-type climate with mild wet winters and warm dry summers. Rainfall varies interestingly with some areas receiving over 1,000 mm of rain annually and others receiving as little as 350 mm. The average monthly temperature in the city ranges from 25 °C in January to 17 °C in July. These impressive biophysically diverse features contribute significantly to the city's appeal as a unique and desirable place to live, work and travel.



1.2 A growing population and economy despite strong inequalities

Cape Town is South Africa's second most populous city after Johannesburg with a population of 4.68 million people, a quarter of which are below the age of 14, and a 2-3% steady population growth that is starting to slow down, anticipating a shift towards an increased old-age dependency ratio. The City is the second largest contributor to national employment and the second busiest container port in the country.

Despite the country's economic downturn, the locally quite well diversified economy has been quietly expanding in recent years, especially the import and export, ICT, and financial sectors. Nevertheless, this has not lessened the city's structural unemployment (2021: 30.2% unemployment, 47.3% young unemployment), but rather increased the gap between the supply and demand of lower-skilled labour and the need for high-skilled tertiary labour. This has been further exacerbated by the covid-19 pandemic, disproportionately affecting women, the poor and particularly those employed in the informal economy (11.2% of the population).

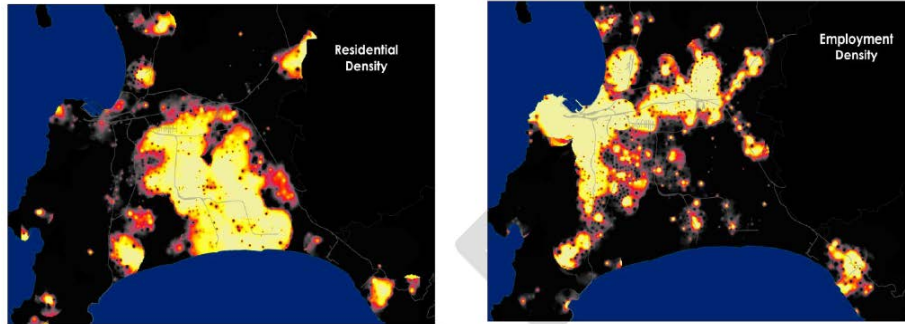
Cape Town is home to both formal and informal settlements. About 20.5% of the city's population reside currently in informal housing and with varying access to basic services such as electricity and waste management.

1.3 Cape Town, a Post-Apartheid city

Like other South African cities, Cape Town's social composition and fractured spatial form bear the strong imprint of its colonial and apartheid history. Apartheid city planning demarcated specific urban areas for different racial groups and uprooted millions of individuals from their homes, destroying well-established communities, to move them underdeveloped and poorly resourced peri-urban areas popularly known as the "Townships". These peripheral townships were built on new blank sites, following modern ideas of order and control and sterilised of all reference to indigenous culture and tradition and built in the form of military camps with minimal "matchbox houses".

2. Metropolitan Challenges

Thirty years after its end, the footprint of Apartheid spatial planning is still very present in Cape Town. One of the main expressions of the mismatch between residential and employment densities that puts immense pressure on the road and transport infrastructure. Residential densities are much higher in the former townships while most of the jobs concentrate in the former white areas. The concentration of poverty, crime, informal settlements and other forms of socio-economic vulnerability in the former townships is the most vivid reflection of the legacy of Apartheid.



Despite the massive supply of different forms of government housing after the end of Apartheid, housing remains one of the most challenging problems in South African cities. Cape Town is no exception to this. A growing number of people live in different forms of informal and precarious dwellings, mostly backyard shacks and informal settlements. The latter accommodate about 10% of the city's population, a percentage that is quickly growing as unlawful land occupation spiked after the covid 19 pandemic (232Ha of city-owned land in 2018 to 247Ha in July 2022 - 339ha in total), contributing, among other factors, to cancellation of public housing projects and negatively impacting natural reserves.

Access to well-located land for government projects, and particularly for affordable housing, is one of the main challenges. As a result, subsidized housing has mostly been built on peripheral land inside and around the former black and coloured townships reinforcing spatial inequality and segregation. The fact the great majority of subsidised housing consists of stand-alone homes contributes to land pressure and unsustainable density. The last few years, however, an increasing number of micro-developers have started to build two-three stories buildings providing affordable housing opportunities and densifying in a more sustainable and safe manner these impoverished areas. While this is seen as a great opportunity for the City, it stressing already existing infrastructure capacity problems.

Not only low-income housing takes place in peripheral areas though. Much of the new middle and high-income housing developments also take place at the outskirts of the city, increasing the number of commutes for both its residents and the people they employ to take care of their residences and family members. This has particularly become a challenge the last few years as the railway system has started to crumble and many passengers have opted for cars and the informal minibus sector (locally known as "taxis"), despite the expansion of the BRT, further aggravating traffic jams and CO2 emissions in the city.

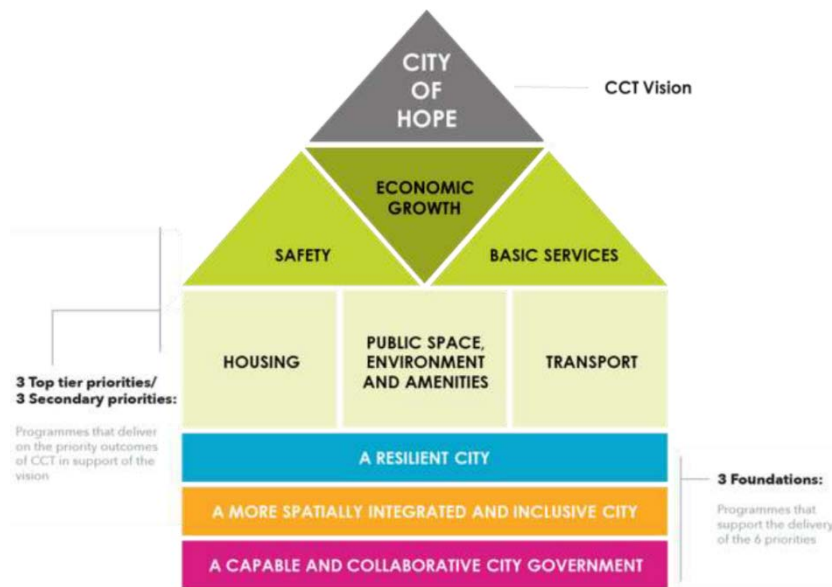
Decline of commuterrail services contributing to more cars on the roads



3. The City’s integrated planning tools

3.1 Integrated Development Plan (IDP) 2022-2027

The Integrated Development Plan (IDP) is the municipality’s principal strategic planning instrument that guides all municipal planning in South Africa. This document is reviewed every five years with City’s new political term-of-office and outlines the City’s long-term vision and how the City plans to achieve it. The current IDP (2022-2027), was recently approved after two unprecedented disastrous events - the Covid-19 pandemic and the 1 in 300-year drought, which tested the resilience of the City. It envisions Cape Town as a “City of Hope for all – a prosperous, inclusive and healthy city” and sets six delivery programmes divided across three top tier priorities and three secondary priorities as well as three “foundations” to support the delivery of these six priorities.



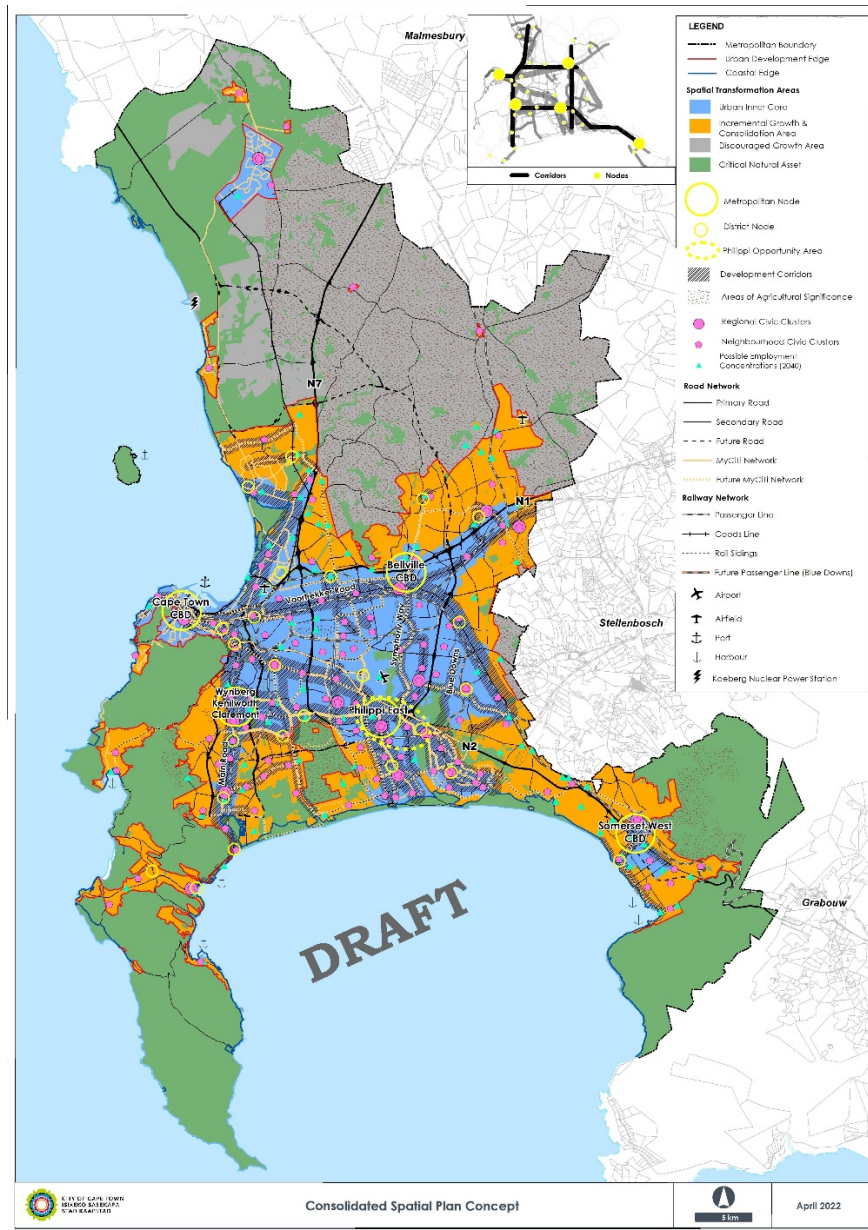
3.2 Municipal Spatial Development Framework (MSDF)

The Municipal Spatial Development Framework (MSDF) provides a 10-year spatial vision that is updated every five years coinciding with the new IDP. This spatial vision and the development priorities to realise a reconfigured, inclusive spatial city structure in the MSDF are a spatial reflection of the commitments and priorities of the IDP.

Cape Town’s 2017-2022 MSDF envisioned a “more inclusive, integrated and vibrant city that addresses the legacies of Apartheid, rectifies existing imbalances in the distribution of different types of residential development, and avoids the creation of new structural imbalances in the delivery of services. Key to achieving this spatial transformation is transit-oriented development (TOD) and associated densification and diversification of land uses.” To achieve this vision, the MSDF incorporated the three spatial strategies: 1) Building an inclusive, integrated, vibrant city, 2) Managing urban growth and creating a balance between urban development and environmental protection, and 3) Plan for employment, and improve access to economic opportunities.

The MSDF identifies four types of primary Spatial Transformation Areas to manage growth in the city: The Urban Inner Core is the priority area for development and investment and hence the main focus for City-led interventions; Incremental Growth and Consolidation Areas are areas where the CoCT is committed to servicing existing communities and where new development will be subject to infrastructure capacity;

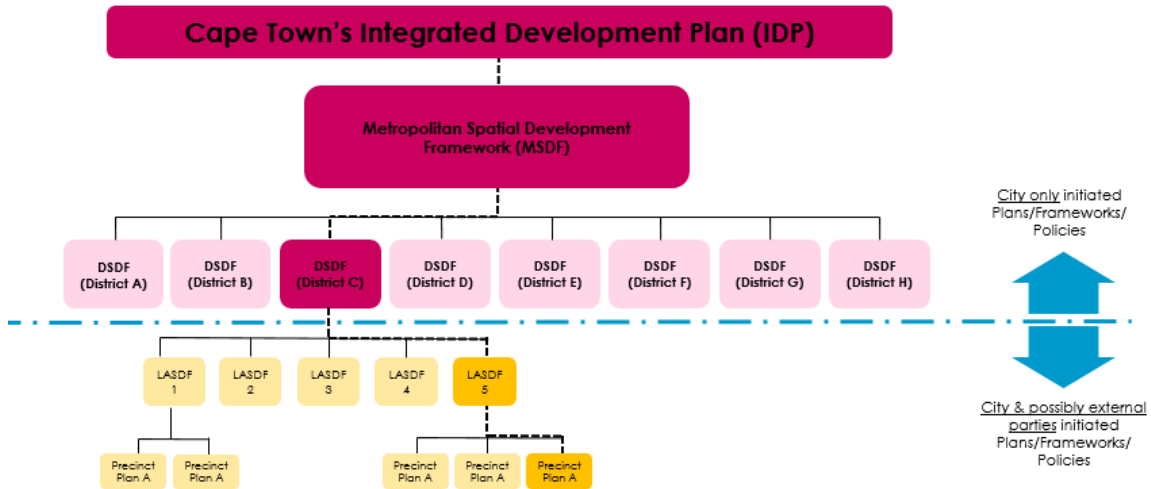
Discouraged Growth Areas are areas where the CoCT will not invest in and include areas that do not contribute to spatial transformation, areas with a lack of social and physical infrastructure and protected areas; last, Critical Natural Assets are areas that contribute significantly to the City’s future resilience or have protection status in law.



In response to Cape Town’s spatial, social and economic challenges, the MSDF placed sustained job-generating economic growth at the heart of its spatial priorities. It did so by supporting investment in well-located growth nodes, reinforcing transit-oriented corridors and linking growing nodes with lagging nodes through connective infrastructure. The MSDF identified eight sub-metropolitan nodes, two metropolitan nodes and two emerging nodes, being Philippi East one of them. Overall, the policy followed the principles of affordability, accessibility, efficiency and intensification (densification and diversification) of land uses.

3.3 Other planning policies and different scales of planning

Growth and Development Strategy
Components to achieve desired urban form



Spatial planning in South Africa consists of different integrated scales. From larger to smaller scale, two spatial planning levels fall above the municipal level (national and provincial) and four within it (metropolitan or municipal, district, local areas and precincts). Urban design only starts at the smallest scale, in the Precinct Plans. Besides these spatial planning documents and the aforementioned IDP, there are other critical policies from other municipal departments, such as the Integrated Transport Plan and the Climate Change Strategy, that are of critical importance for urban development in the city.

4. Philippi as an emerging metropolitan node

4.1 Philippi, a township with Cape Town's main agricultural area



Philippi, a large urban area in Cape Town's flat lands situated to the southeast of the Central Business District, is the area of interest for this workshop. Philippi encompasses a unique and distinctive landscape and is home to one of the last remaining agricultural areas in the Cape Town metropolitan area that is critical to the city's food security. Philippi has an estimated population figure of 119,257 (2.5% of the City's population), with a high density level of 68 dwelling unit/hectare relative to the estimated average of 9-12 dwelling unit/hectare for Cape Town as a whole.

As one of Cape Town's poorest neighbourhoods, Philippi is characterised by a very young population that is largely unemployed, with low levels of education and significant amounts of informal habitation. The area is also known for its high levels of social deprivation and socioeconomic fragility, overcrowding, crime, susceptibility to fire outbreak, and poor environmental quality. It does, however, have significant economic potential due to its long-standing industrial region.

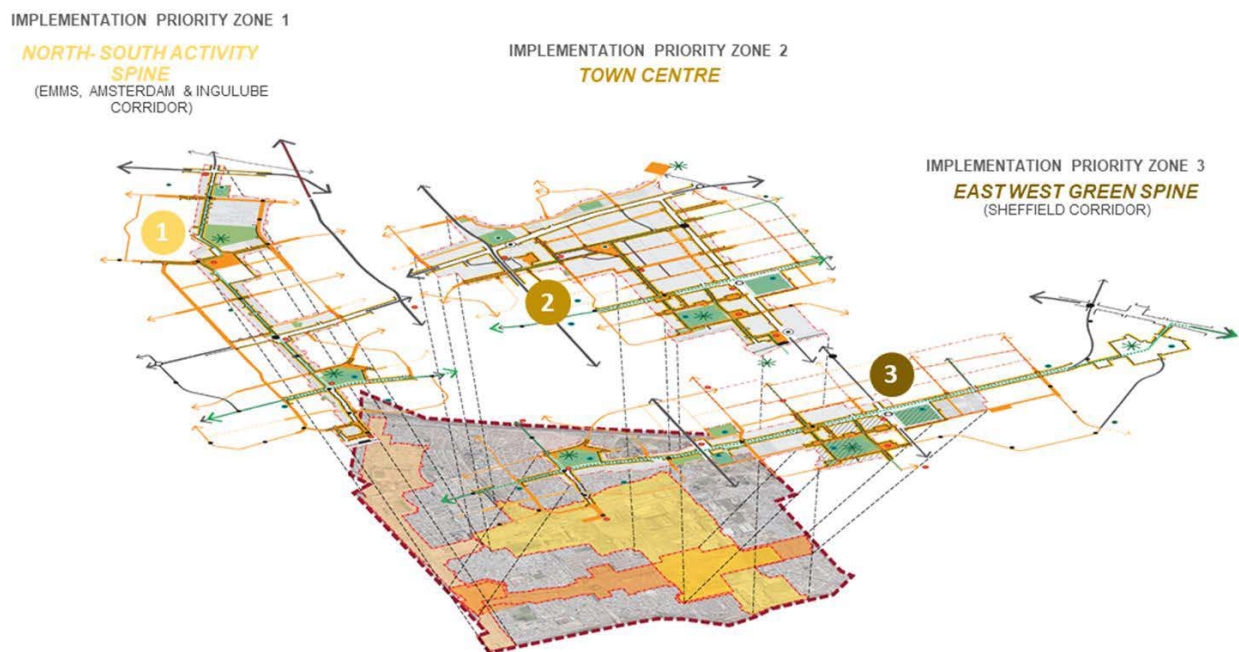
Historically known as the Philippi Horticultural Area (PHA), it has been a place where the black population has sought to claim its rights to the City. However, the Philippi Horticultural Area is under tremendous strain due to urban growth and development, which are linked to a dire demand for housing and other types of urban development, such as industrial space.



4.2 Philippi's future in the eye of the city

The Local Spatial Development Framework (LSDF), which aligns with higher level planning frameworks found in the MSDF, is a strategy to guide spatial development within a localized area. It offers more detailed planning guidelines for land use management as well as public and private investment. In order to provide growth opportunities, it also provides guidance on how to make infrastructure investments.

The development of the POA gravitates around the development of two Public Transport Interchanges (PTI's) and as well as the vacant and underutilised, publicly owned land in between these two station precincts. The diversification and intensification of land use in this space is to support the transit infrastructure and, most importantly, create a town centre for the POA that realises the highest potential of the limited land available. In addition to this, the POA LSDF proposes the extension of key roads to better connect the POA with its surroundings and the rest of the city as well as many other smaller interventions distributed across three priority zones.



4.3 Exploiting Philippi's local assets as an emerging metropolitan node

Despite the region's evident drawbacks, there are still a number of chances and resources in Philippi. The Philippi Opportunity Area (POA) is an emerging Metropolitan Node which presents the potential to become a catalyst for the development and transformation of the metro south-east region. Key sectors in the Philippi economy include: agriculture, the informal enterprise, waste and recycling, industry and manufacturing, transport and logistics. Another locational attribute of Philippi is the railway line that passes through it and connects to other stations. Some key assets and opportunities identified and provided in the LSDF include:

1. Optimizing of the POA's central location with supportive development to improve its links to surrounding destinations, connectivity, and activity nodes (Airport, PHA, and Swartklip site)

2. Support and add value to emerging economic activities such as agri-processing and food production
3. Build on existing local precedent for multi-functional solutions to addressing competing challenges like stormwater management and recreational space
4. Dedicate strategically located vacant and under-utilized land in public ownership within the POA to address local needs and diversify the land use mix.

5. Obstacles to implementation

A number of specific circumstances with an impact on implementation were revealed by the first Les Ateliers exploratory trip to the city of Cape Town (CoCT) in July 2022. The workshop's goal is to collect and share innovative ideas and international references to help the CoCT move towards a seamless process of implementation of Cape Town's ambitious policies.

The dream vs. reality

The mismatch between high level spatial planning, which encapsulates the vision for the future of the city (the dream, strategies), and smaller scale planning and urban design, reflecting the present situation (reality, actions), makes it challenging to put the City's policies and strategies into action. This raises questions about how to address the tension between the dream and actual reality on the ground.

Trapped in the silos

Silo-working is possibly the most common challenge in organizations and the CoCT is no exception to this. Cross departmental collaboration both at the city level and across different spheres of government (National, Province and City) has proven to be complex due to administrative and bureaucratic procedures related to budget and resource allocation as well as departments' different objectives and timelines.

Coordination and homogeneity among different policies and plans under the IDP are also less obvious when entering into the details. This becomes evident in the misalignment between the prioritisation of the implementation of projects by different line departments. Furthermore, partnerships for structuring projects with foreign actors, such as large transportation projects, must meet both the expectation of the City and the foreign actor.

Challenges related to public land and asset management is one of ways in which the silo-working approach comes out. This can be attributed to the split of public land across different government spheres and the fact that the department that is in ownership (or in custodianship for the local level) of public land is the only one that can invest in it and has the obligation to manage and maintain the assets (buildings, etc.) in that land. This has multiple negative consequences.

Firstly, public land too often sits vacant for decades in areas where there is a massive need for land because the department that owns the land does not have the resources to use it for what it is intended to. These pieces of land often ended up squatted, further preventing the land to be used for what it was intended to as the government has the obligation to relocate evictees. Secondly, public facilities are often built in "the wrong" locations because the prevailing principle is land ownership, not planning or real need. Thirdly, line departments often reject development paid by other line departments (or other actors) in their land because they do not have the resources to maintain those assets. Lastly, this silo-operating approach blocks the opportunity for real mixed-use buildings. The fact that the government is not allowed to invest on private land also blocks interesting opportunities for development.

How to generate coordination and homogeneity among different policies and plans under the Integrated Development Plan (IDP)?

How to anticipate supportive effects of transportation (BRT trunk, multimodal hubs) to the whole economy of both the Philippi area and the metropolis?

Planning through opportunities

Because of the many constraints that city officials face to implement their projects, implementation of projects is often driven by had hoc opportunities rather than through planning and regular institutionalized programmes. These opportunities emerge among line departments when project “champions” persuade officials in different line departments. They often arise from outside government through NGOs, communities and private developers as well.

How to connect with other institutions in order to share the responsibilities and build long term relations?

How to ensure partnerships for structuring projects with foreign actors?

Understanding the needs of the different actors in the city

Good government efforts, interventions and policies at the municipal level do not always reflect the needs of communities on the ground, nor those of other actors such as developers and NGOs who play a crucial role in city-making. Local and/or community requirements in Philippi and other parts of the city are also somewhat at odds with municipal concepts. As a result, there is a gap in the coordination of accomplishing practical actions on the ground and communities often feel excluded from government programmes.

How can the government improve participatory processes to better respond and support the needs of different actors in the city?

How to make residents more aware of government strategies, plans and projects?

How do we unlock Philippi’s assets to support socio economic opportunities?

Some initiatives and organizations also launch innovative projects which when completed, struggle to get legal status due to failure to comply with regulations.

How may Philippi become an experimentation and transformation lab in the city through new implementation processes?

How can the City learn from these experiences to identify and update regressive legal frameworks that currently obstruct innovation?

Implementing the urban sustainability and resilience agenda

Urbanisation, globalization, technological advancement and climate change in the CoCT suggests a need for a holistic approach to anticipated shocks and stresses. The city is impacted by climate change in a variety of ways, which increases the frequency and severity of extreme weather events like droughts, heat waves, and storms. Future sea level rise and coastal erosion could have an influence on Cape Town’s

expansive coastline areas and low-lying residential neighbourhoods. People living in informal settlements, a rapidly growing population group estimated now at 10% of the total, are the most vulnerable to the negative effects of shock occurrences.

To address the current situation, the CoCT's Climate Change Strategy and Action Plan outline the strategies and the path for action with specific focus areas, goals and actions. Those that are relevant for urban development have been incorporated into the MSDF and translated into specific goals and actions. Nevertheless, climate change issues are multidimensional and the City's response to it appears to be too scattered and not well-resourced in terms of capacity and enforceability. In addition to this, the needs related to mitigation and adaptation to climate change seem to be in competition to other urgent needs such as housing and economic development.

How do we ensure sustainable urban development in an area marked by encroachment like Philippi?

How do we take advantage of the population density in Philippi to improve the local economy and the resilience of the area?

Workshop calendar and participation

The workshop is organised following the original method of Les Ateliers, which consists of bringing together professionals from different countries and fields of expertise and having them work in multidisciplinary teams. The flash international urban planning workshop is an intense format which requires full availability during the workshop and a little preparatory time to follow the preliminary exchanges.

6.1. Programme schedule

Prior to the workshop (September 2022)

Participants will be invited to participate in the two international round tables in videoconference introducing the territory and the main stakes of the workshop.

Participants will receive the “context document” sharing the main useful information to prepare your work in Cape Town.

Thursday, 29th September

Arrival of the international participants

Friday, 30th September

Visits and conferences

Saturday, 1st until Monday, 3rd of October

Teamwork (and potential additional visits/conferences)

Tuesday, 4th of October

Exchange forum: final presentations and debate

From Tuesday evening

Departure of the international participants

6.2. How to participate

This workshop is open to professionals of all ages and nationalities, who practice a profession or have an experience linked with urban management or urban studies. All professions are welcome: urban planners, sociologists, geographers, informal economy specialists, architects, elected representatives, engineers, economists, environmental experts, etc. The workshop welcomes international experts from all over the world as well as South African professionals.

Proficiency in English is required. Participants will be housed in Cape Town and will work in the premises provided.

Participants will not be remunerated, but the following costs will be covered: travel costs (within a reasonable limit), accommodations, catering, field visits, and work materials.

The selection of the 15 participants will be made by the workshop's pilot team based on the candidates' professional capacities, experiences with similar themes, ability to communicate (language, graphic skills) and motivation!

To apply, please send your application by email to

candidatures@ateliers.org

by Tuesday, 16th of August, 2022

The following elements must be included:

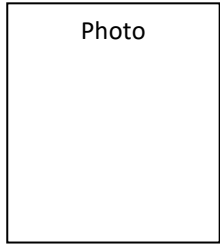
- Completed application form (available below). File name: LAST NAME_ First name
- CV on 1 page. File name: LAST NAME_ First name_CV
- A motivation letter explaining the nature of your interest in participating, and the skill and experiences you can bring to the workshop. File name: LAST NAME_ First name_Note

The selection results will be announced two weeks after the deadline.

Any questions? Please do not hesitate to write to 40ans@ateliers.org!

Application form

Participant to the Cape Town's workshop:



Family name: _____

First name: _____

Date of birth: _____ Nationality: _____

Postal address: _____

E-mail: _____ Mobile phone: _____

Somebody to contact in case of problem: _____ Tel. : _____

Degrees: _____

Current situation: _____

Participation to other collective works: _____

How did you hear about Les Ateliers?

Former participation	
Friend/colleague	
University/professors	
Internet	
Other (please specify)	

Skills (from 0 : nul to 4 : mastery)

LANGUAGES	0	1	2	3	4
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French					
English					
Other (please specify)					

EXPRESSION	0	1	2	3	4
Hand drawing					
Computer drawing					
Writing					
Photo					
Indesign software					
Oral/written presentations					
Other (please specify)					

SPECIFIC SKILLS	0	1	2	3	4
Urban management					
Participation					
Economy					
Sociology					
Environmental planning					
Public Transport					
Landscape design					
Other (please specify)					

Describe yourself in 80 words (English)