

Secondary Cities Symposium

29 November 2018

Durban

ETHEKWINI MUNICIPALITY

SALGA

MILE

The Urban Future

Amira Osman, Tshwane University of Technology, Pretoria

Why secondary cities? WE NEED TO CONSIDER:

- Management and Development
- Creating more economic opportunities
- Becoming more resilient
- Provide good quality living spaces and public amenities
- Build lasting infrastructure

SYSTEM OF CITIES – GLOBAL CONTEXT

Managing systems of secondary cities (Brian Roberts/Cities Alliance)

Traditional ways of defining secondary cities

- Structure
- Population
- Functions (“primary or resource-industry centre or a global centre of cultural, natural or advanced-industry significance.”)

Secondary within the national context?

Global with regards to functions?

- 75 per cent of the world's population lives in rural areas or urban settlements of less than 500,000 people.
- There are more than 4,000 cities in the world with populations exceeding 100,000 people.
- Around 2,400 of these have populations of less than 750,000 people.
- More than 60 per cent of these are located in developing regions and countries.
- Many of these cities are struggling with the problems of rapid urbanization, poverty and job creation.

Context and differentiation – the specificity of place matters both in past, present and future

- FUNCTIONAL SPECIALISATION
- NETWORKS OF CITIES
- VALUE AND SUPPLY CHAINS
- ECONOMIC TYPOLOGIES
- THREE GEOGRAPHIC TYPOLOGIES OF SECONDARY CITIES (SPATIAL TYPOLOGIES)
 - **SUB-NATIONAL NODES, METROPOLITAN CLUSTERS, CORRIDORS (BETWEEN MULTIPLE SECONDARY CITIES)**

“Cities are [...] replacing nation states as the primary economic governance and driver mechanisms for trade and investment. As a result of these changes, a new order, or system, of cities is emerging.”

Why secondary cities in South Africa?

- Differential performance (GDP, GINI coefficients, etc.)
- Contribute a large percentage of urban growth (quicker growth rate than mega-cities?)
- Nexus between mega cities and clusters of smaller urban and rural areas
- Linkages between cities as the key aspect of consideration

SACN research on Secondary cities: <http://www.sacities.net/reports/secondary-cities-in-south-africa> - Spatial transformation (2017)

Is the IUDF's spatial transformation vision to apply for secondary cities (compared to the big metros) or are secondary cities to be treated in a unique manner and through different instruments and policies?

Hidden urbanities (2016) + 4 case studies

Outside the core (2014) + 6 case studies

The Integrated Urban Development Framework IUDF

A National Urban Policy that expresses a spatial vision and levers for transformation

Aligns with the global urban agenda (NUA and SDG 11)

Gives a strong and unified (**#allosociety** is its rallying cry) starting point for collective responsibility and action

Secondary cities, and our smaller towns and cities are an important part of South Africa's urban future:

They could learn from the mistakes of BIG cities

They are important spaces for **experimentation and innovation**

They are more vulnerable than big complex metros and therefore **MUST innovate**

- **DEFINING INNOVATION**
- **SUPPORTING INNOVATION**
- **INVESTING IN INNOVATION**
- **ENCOURAGING OPEN AND TRANSPARENT KNOWLEDGE SHARING**

(PRINCIPLES BASED ON THE PLATFORM 31 MODEL OF THE NETHERLANDS)

- **DEVISE SYSTEMS THAT SELF-REGULATE – WE DO NOT HAVE THE CAPACITY TO REGULATE!**
- **DEVISE SYSTEMS THAT INCREASE RESILIENCE**
- **DEVISE SYSTEMS THE DISTRIBUTE DECISION MAKING**
- **DEVISE SYSTEMS THAT REDUCE CONTROL AT SOME LEVELS – ALLOWING FOR EMERGENCE AND INFORMALITY**
- **DEVISE SYSTEMS FOR COLLECTIVE DECISION MAKING AND ENSURE ORDER AND CONTROL TOWARDS THE ACHIEVEMENT OF COLLECTIVE GOALS**
- **DEVISE SYSTEMS THAT ALLOW FOR THE ACHIEVEMENT OF INDIVIDUAL ASPIRATIONS**

With regards to SECONDARY CITIES:

The same agenda that South Africa charts out in terms of successful cities (or towns) applies

productive, inclusive, sustainable and well-governed

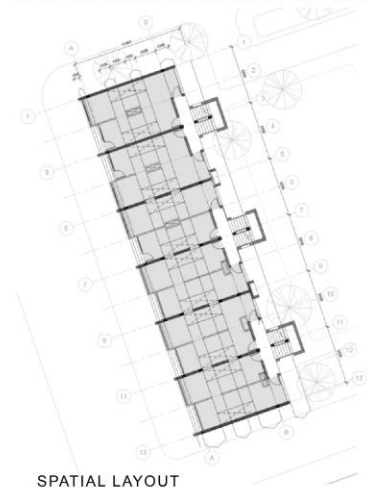
Collective approaches

Government cannot go it alone

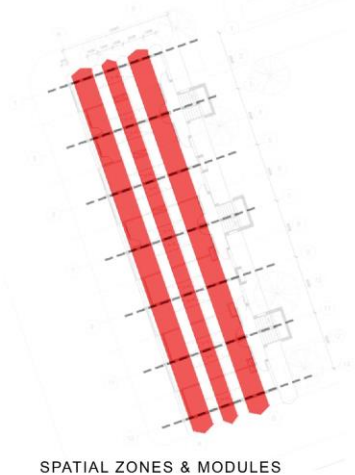
But there is a clear role for government

What is the role of local government in driving these innovations?

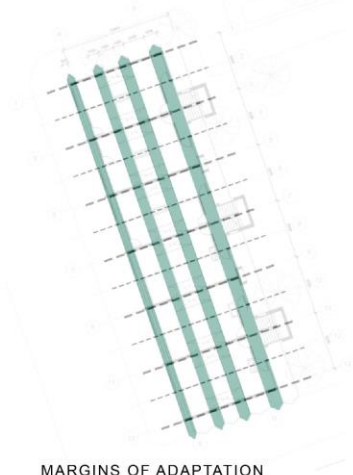
- DEVELOPING A SYSTEM WHERE THE GOVERNMENT IS FACILITATOR
- DISTRIBUTE DECISION MAKING IN THE BUILT ENVIRONMENT
- SEPARATE THE LEVELS OF THE BUILT ENVIRONMENT SO THAT DIFFERENT PEOPLE MAKE DECISIONS AT DIFFERENT LEVELS WITHOUT DISRUPTING THE OVERALL FUNCTIONING AND COHERENCE OF A NEIGHBOURHOOD, A CITY BLOCK, A PRECINCT



SPATIAL LAYOUT



SPATIAL ZONES & MODULES

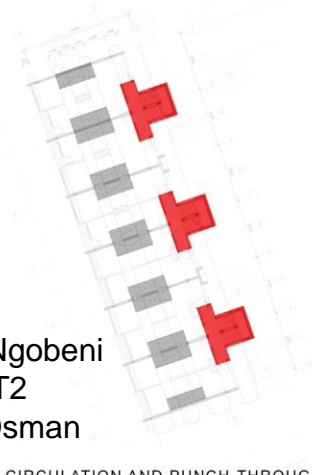


MARGINS OF ADAPTATION



SERVICE SHAFTS CAPACITY

Simon Ngobeni
UJ-UNIT2
Amira Osman



CIRCULATION AND PUNCH-THROUGH OPPORTUNITIES

Can we use the key trends (such as mobility, migration, informality) to be better attuned to

- **Thinking and learning about cities?**
- **Planning cities?**

The future is unknowable

When we plan for the future, we tend to plan for a “clean and pristine future” by ignoring some **CONSEQUENCES** of the rapid growth of secondary cities.

FRAGMENTATION

URBAN SPRAWL

VULNERABILITY DUE TO CLIMATE CHANGE

DISTORTIONS IN INCOMES AND PERFORMANCE

DRIVEN BY POOR GROWTH AND CONSUMPTION

“New combinations of exogenous and endogenous growth strategies are necessary to develop secondary cities in poor regions.”

HOW TO DESIGN/PLAN FOR THE UNKNOWN FUTURE?

DISTRIBUTED CONTROL IN THE BUILT ENVIRONMENT (who makes which decisions, when)

UNDERSTANDING CITIES, INFRASTRUCTURE AND THE BUILT ENVIRONMENT IN TERMS OF LEVELS, SYSTEMS AND CONNECTIONS (the idea of disentanglement – making changes to one system of a city without disrupting others)

MEDIATING BETWEEN INDIVIDUALS AND THE COLLECTIVE IN THE BUILT ENVIRONMENT (balancing individual and collective aspirations)

THE FUTURE AND “SMART CITIES”

“being smart and engaging with people and with our realities”

What’s Smart About Cities? Inviting Exponential Possibilities

GECI SEBINA

<https://www.entrepreneurmag.co.za/advice/doing-business-in-sa/technology-doing-business-in-sa/whats-smart-about-cities-inviting-exponential-possibilities/>

Smart=

“pursuing the idea that everything from the strategic to the operational processes and assumptions of technological change can be more relevant and transformative *as processes of current inclusiveness* than as solutions for a magical future destination called inclusion.”

Smart = technology

Smart = management

Smart = networks/systems

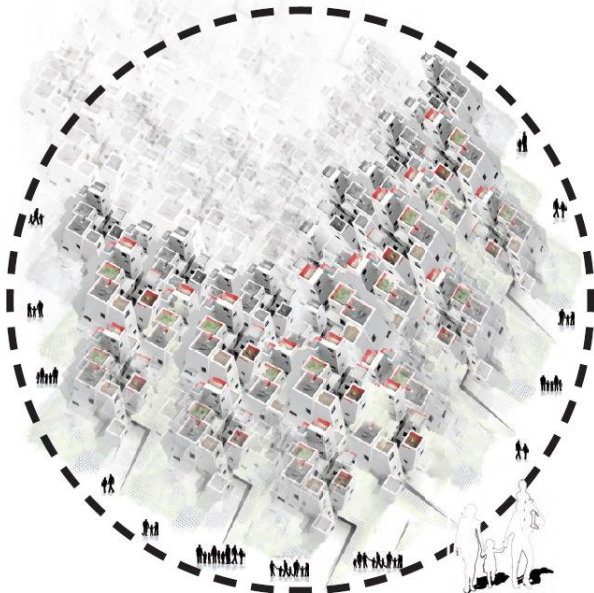
Smart = people and processes of negotiation, transaction and deal-making

Smart = inclusive and equitable

Smart = access and opportunity

The **SMART** city has developed advanced tools and mechanisms to manage **stability** and **change**, the **formal** and the **informal**; it is an **inclusive** city and it embraces **complexity**, the **unexpected** and the **unknown**.

THE 1 HOUR
WALKABLE
COMMUNITY



A DIGNIFIED
CITY



INCLUSIVE
SOCIETY

Visions of Wakanda : high-rise, glass and steel structures, and markets interspersed with African inspired structures, materials, colours, textures – Wakanda partially realized or mere plans: the aspiration of many cities in emerging African economies.



Corinthia Hotel, Khartoum, August 2018

Khartoum's Sunut development has been called
Dubai on the Nile
Sudan's Manhattan

An urban forest, of sunut trees, was destroyed in its development



<https://nypost.com/2007/04/24/outlook-the-new-khartoum/>

“They have removed all the trees, built the neighbourhoods, and called them after the trees”.
(My mother)



The meeting point of the Blue and White Niles: View from Corinthia Hotel, Khartoum, August 2018

“... remembering Joni Mitchell’s 1970s haunting lyrics:

**“They paved paradise
And put up a parking lot**

...

**They took all the trees
And put them in a tree museum
And they charged all the people
A dollar and a half to see 'em**

...

**Let us keep up the engagement and activism and reflection
and imagining and experimenting... we might yet evolve an
African aesthetic that is astonishing and fulfilling and
ours...”**

(Geci Sebina on linkedin)

The imagery that is used implies a scale and interface with the public realm that is highly **exclusive and exclusionary**.

It does not relate to the **finer grain of existing urban fabric**, and it does not imply a relationship with the streets that encourages **different levels of commercial activities** (entry level opportunities being balanced with larger commercial enterprises and anchor developments).

The imagery in terms of architectural character, infrastructure, massing, materials and implied materiality is highly problematic and **lacks sensitivity to climate and context**. It demonstrates a lack of creativity and imagination.

Smaller and more subtle interventions and successes are not as visible or compelling as the imagery linked with future visions of cities.

They are many times small in scale but with immense catalytic and transformational potential. They are less captivating, sometimes invisible, yet vital for the survival of many.

SOUTH AFRICAN URBAN CONFERENCE 2018

#allosociety APPROACH TO THE **IUDF**
INTEGRATED URBAN DEVELOPMENT FRAMEWORK

#allosociety APPROACH TO INNOVATION AND GROWTH

“CONNECTING RATHER THAN SEPERATING”

“LOVE RATHER THAN FEAR”

Can resilience be achieved in societies with high inequality?

Successful urban environments are environments that work for the rich and the poor

The South African City, a manifesto for change, 1991, Uytendogaardt and Dewar

“greater economic equality – not greater wealth – is the mark of the most successful societies”

The Spirit Level, why greater equality makes societies stronger) Richard Wilkinson and Kate Pickett, 2011, Bloomsbury Press, NY

“life-diminishing results of valuing growth above equality”

On The Spirit Level, Lynsey Hanley,

<https://www.theguardian.com/books/2009/mar/13/the-spirit-level>

“...it is not just the poor, but whole societies, from top to bottom, that are adversely affected by inequality.”

On The Spirit Level, Lynsey Hanley,

<https://www.theguardian.com/books/2009/mar/13/the-spirit-level>



Tea Ladies, Khartoum Nile Avenue

<https://bastartdotme.wordpress.com/2013/06/21/humans-of-khartoum> and

Kigali, June 2018

Most cities and towns represent, in a systemic way, how environments organize themselves: The city owns and maintains streets and utilities; the city mandates and enforces building regulations and zoning ordinances; Individuals (families/companies) own segments of the city; tenants independently fit-out their own spaces.

Systemic principles are at work, even if they are not appreciated or are largely invisible at any given time. This living fabric regenerates itself naturally and regularly, if unevenly. There is a certain order to the process. Parts can be replaced without excessively disturbing other parts.

All follow accepted conventions or rules; everyone expands their own territory as far as possible, expresses their own values, uses personal resources conservatively and tries to avoid conflict.

In a healthy living fabric, there are no winners or losers but rather a dynamic balance in time.

Hierarchical structuring helps us to manage complexity.

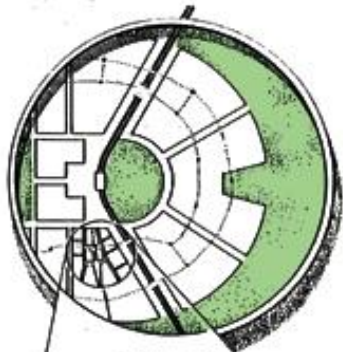
Hierarchical structuring allows for distribution of responsibility with minimal fuss and conflict.

Successful spaces and cities are able to undergo **agile regeneration.**

Successful spaces and cities are valuable, **lovable** and have the capacity to change over time.

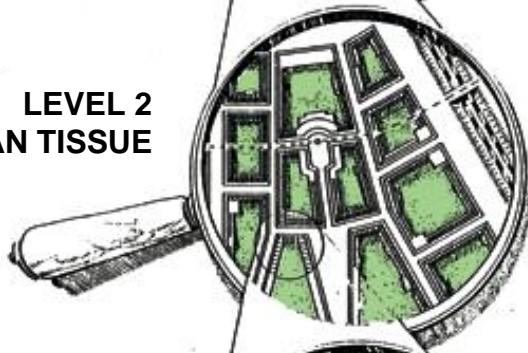
These cities portray a coherent urban pattern. They are simple to build and offer spaces of remarkable quality as well as spatial and technical capacity.

**LEVEL 1
CITY STRUCTURE**



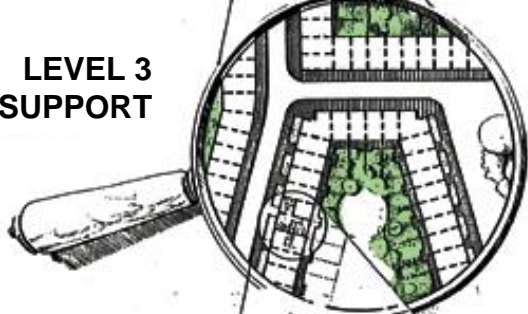
Area: the total territory of the city
Final decisions: city authority
Design elements: roads, public transport, district boundaries and programmes, city centre, university, city park, stadium
Designer: city planning teams
Scale of plan: 1: 10 000

**LEVEL 2
URBAN TISSUE**



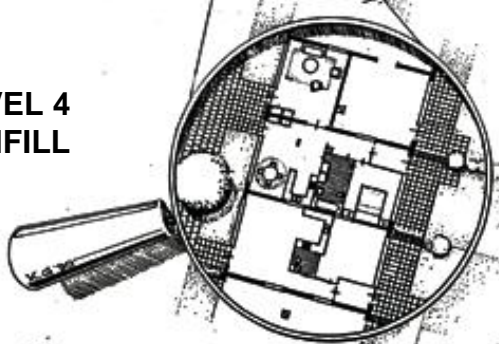
Area: one of the city districts
Final decisions: city authority
Design elements: outdoor spaces, streets, courtyards, parks, building zones, market square, social cultural centre, schools
Designer: city planning teams
Scale of plan: 1: 1 000

**LEVEL 3
SUPPORT**

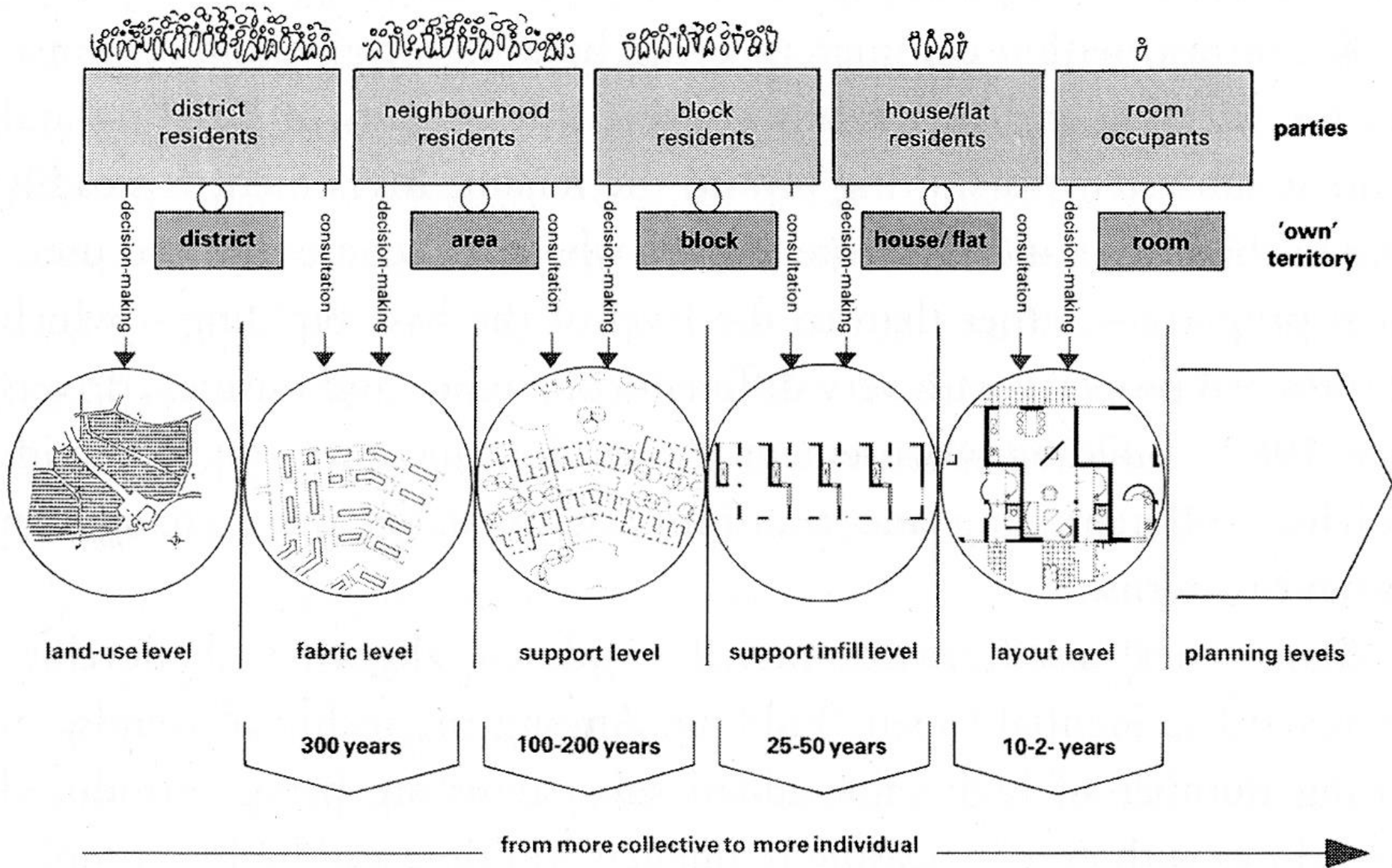


Area: a building lot, a part of the building zone of the tissue
Final decisions: housing association, developer
Design elements: foundations, walls, floors, roofs, facades, stairs, ducts, pipes
Designer: architect
Scale of plan: 1: 100

**LEVEL 4
INFILL**



Area: a dwelling, an office unit
Final decisions: users
Design elements: partitions, doors, fittings, pipes, facades
Designer: consultants to users
Scale of plan: 1: 50 and 1: 20





A PROVOCATION:

NOTHING PRESENTED TODAY, AND IN THE LAST 24 YEARS, IN TERMS OF

- VISIONS
- IMAGES
- SPATIAL DESIGN
- TECHNOLOGY
- POLICY AND ECONOMIC MODELS

HAS BEEN AS POWERFUL, OR HAS CAPTURED THE IMAGINATION AS DID THE INTENTIONS SET OUT IN APARTHEID SPATIAL PLANNING AND ITS SOCIO-ECONOMIC INTENTIONS

EVIDENCE IS: APARTHEID SPATIAL PLANNING STILL DEFINES OUR CITIES TODAY

SPACE HAS POWER
SPACE IS POLITICAL

SPACE IS NOT NEUTRAL
SPACE HAS MEANING

MEANINGS THAT HAVE PERPETUATED IN PRESENT-
DAY SOUTH AFRICAN CITIES

SPACE TELLS US

- **ARE WE VALUED?**
- **ARE WE IMPORTANT?**
- **DO WE COUNT?**

SPACE CAN EXCLUDE
SPACE CAN HUMILIATE
SPACE CAN INTIMIDATE
SPACE CAN ANGER

“Create inhumane environments and people will respond likewise.” (Unknown)

RECLAIM THE CITY
**LAND FOR
PEOPLE**
NOT FOR PROFIT!

Reclaim the City
@ReclaimCT

Home





<http://ewn.co.za/2017/05/12/high-level-committee-set-up-to-resolve-ongoing-housing-protests>

South Africa urgently needs to rethink its approach to housing

June 4, 2017 2.11pm SAST



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Disclosure statement

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Partners



What architects must learn from South African student protests

November 23, 2015 4.38am GMT

Grim, single sex workers' hostels are still common in South Africa's economic capital Johannesburg. Siphwe Sibeko/Reuters

Email

Twitter 43

Facebook 314

LinkedIn

2015 has been a year of protest and struggle at South Africa's universities. The environment remains highly charged.

Academics are trying to establish where they stand. How does it affect me? Should I support it, or steer clear? I believe the protests by students.

Author



Amira Osman
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Westbury: Drugs, gangs and corrupt police



Sudan student protests show how much city planning and design matter

May 5, 2016 10.04am BST



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Resilience

Maybe a crisis is an opportunity to change?

“Changing how we respond to change”

Alan March, <https://www.youtube.com/watch?v=go2DR6Cgpp4>; Urban Planning for Disaster Recovery, Alan March and Maria Kornakova (Editors), 2017, Butterworth-Heinemann



People making their way to the Genocide Museum in Kigali, June 2018

We need to develop an alternative approach to cities, infrastructure and the built environment, where Africa becomes a pioneer and where innovations are found at the interface of various professions.

It is an approach where higher-level strategies enable project level innovations and where project level innovations can inspire policy change and strategic decision making at a higher level.

Facilitate inclusive transformation

Through the

Promotion of policy, legal, finance and design models that achieve quality and participative form-giving and space-making, viable and affordable development strategies

To allow for

Access to opportunity, equity and diversity

propose a system that is inherently PARTICIPATIVE through suggesting:

- NEW PROFESSIONAL GUIDELINES FOR INTERVENTIONS IN CITIES, INFRASTRUCTURE AND THE BUILT ENVIRONMENT
- NEW SYSTEMS, METHODS AND TECHNOLOGIES
- NEW FORMS OF ENGAGEMENT

and most importantly,

- HOW TO REPLICATE INTERVENTIONS AT SCALE TO ACHIEVE MAXIMUM IMPACT

PARTICIPATION = speaking to stakeholders/consulting

PARTICIPATION = management systems

PARTICIPATION = technical decision making

PARTICIPATION = distribution of decision making

PARTICIPATION = economic systems

PARTICIPATION = a re-think on subsidy allocations and what subsidies subsidize?

PARTICIPATION = how space is designed to encourage on going participation over time

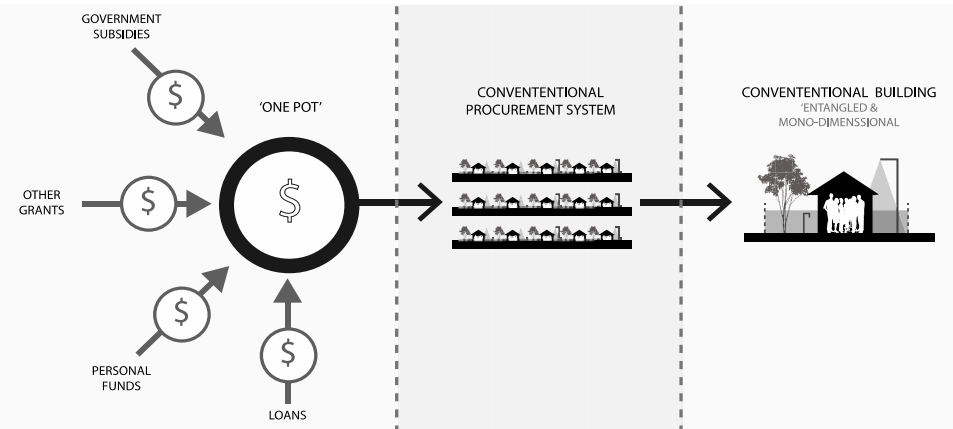
“Participation is not about asking people what they want – as peoples’ expectations are experientially-determined” (DEWAR)

We adopt a “religious fervour” when speaking about concepts such as participation.

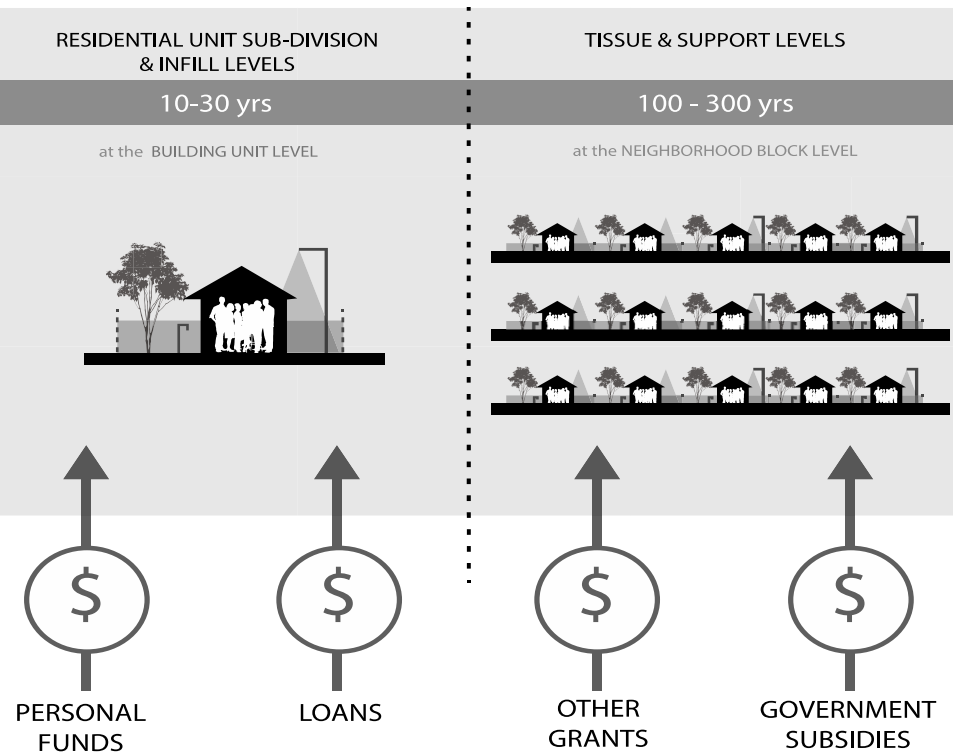
This means that we fail to convey the design, spatial, technical, management, procurement, financial implications of participation.

This means we fall into a trap of “sloganeering” rather than engaging in depth with the concepts.

By failing to fully understand what participation ,in all of its complexity, we are disadvantaging our professions by not equipping properly for practice as well as disadvantaging communities by not providing good professional service.



... How can the professionals operating at the PROJECT LEVEL influence strategic decisions?

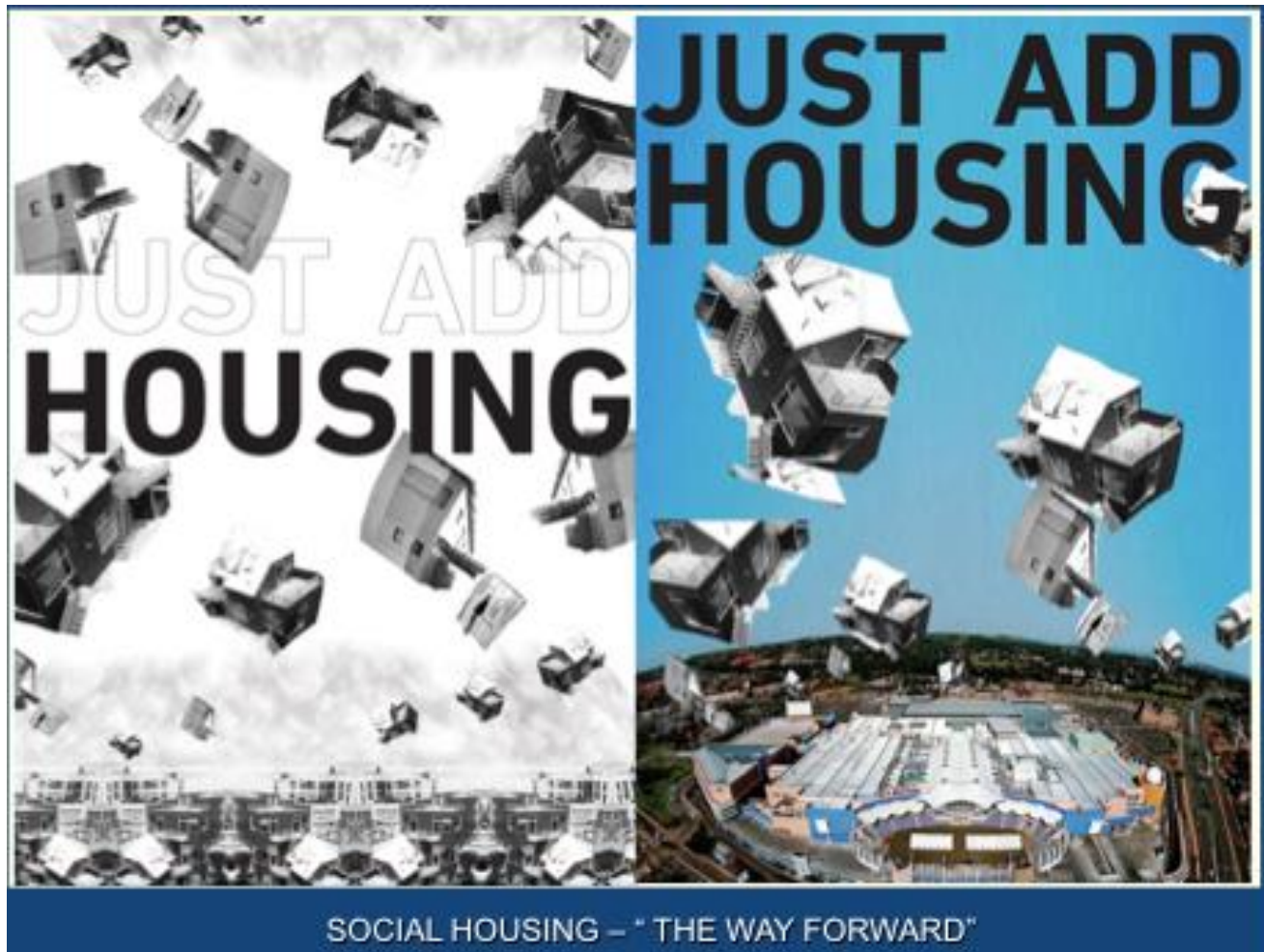


How can we manage project funds differently to help DISTRIBUTE DECISION-MAKING among stakeholders in efficient ways – ensuring the long term viability of interventions on cities and the built environment?

An “open” approach to governance and “open” regulatory frameworks allows for varied responses to contextual needs, **smaller projects be aligned with larger visions**, facilitates coordination between diverse actors, **involves more people** and reduces conflict in complex systems.

3. Just Add Housing

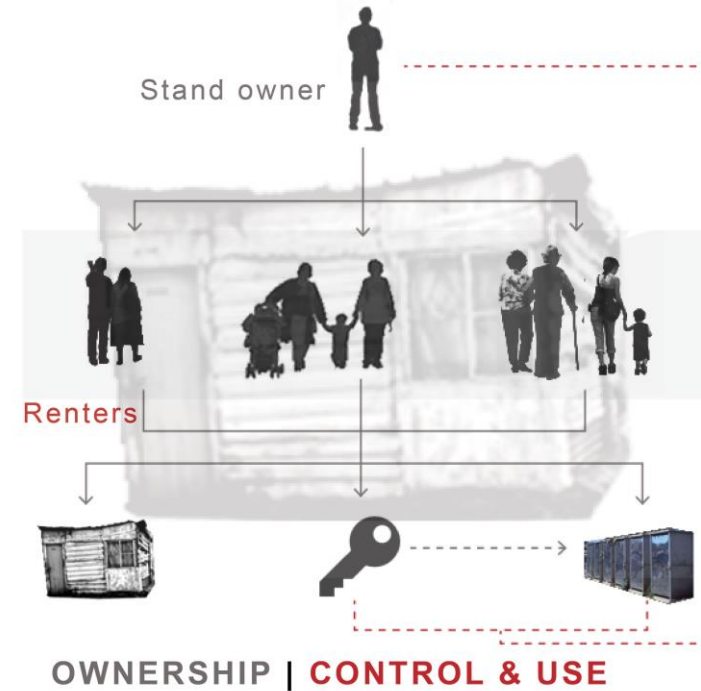
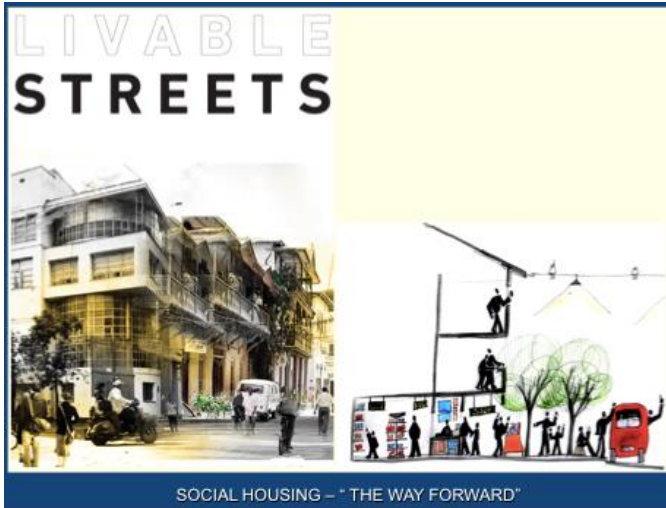
Innovative approaches to locating can be strongly relate to the land issue. Envisioned housing located as an integral part of all existing and new developments. Housing "descending" on the Menlyn Shopping Centre in Pretoria. Think of housing delivery like a "Salt Shaker" where housing is added to the existing city fabric and not outside of it.



Images by Calayde Davey
For the TTDT
Amira Osman/CSIR

6. Street edge activation as a condition for development approvals

Implement a "Wall Tax" in order to activate street edges. Make the long, blank walls surrounding residential security estates ACTIVE walls. These "walls" become active, multi-functional edges, providing an ideal location for social, government-subsidised rental housing as well as other social and commercial functions



Calayde Davey
Simon Manuel
Simon Ngobeni
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Amira Osman

Facilitating experimentation in infrastructure delivery through innovative “open” governance and “open” regulatory frameworks

“Infrastructure assets cost millions if not billions of dollars; they are built to a previous generation’s standards and designed to operate for decades.” (Stewart, 2015)

“As economic and environmental crises deepen, there is a growing recognition that many aspects of our lives need to be reinvented.” (Forum for the Future et al., n.d.)

“Because it is still urbanising, Africa can reap huge benefits by leap-frogging to a green economy.” (Cartwright, 2015).

“There is new interest in how urbanization could boost prosperity, but **little idea about how this might be achieved.**” (Turok, 2016: 32)

A KNOWLEDGE DEFICIT

NEW KNOWLEDGE NEEDED

Infrastructure

- Is built over long periods of time
- Lasts for long periods of time
- Spans a range of geographic scales
- Has physical, technological, social and economic aspects
- Is composed of systems, institutions, individuals, groups with diverse skills, expectations and aspirations**

COMPLEX SYSTEMS OF NEGOTIATION, DEAL-MAKING AND BALANCING OF INDIVIDUAL NEEDS WITH COLLECTIVE INTENTIONS

- THE LONG TERM AND “INVISIBLE/HIDDEN”
- THE VISIBLE AND HIGHLY CELEBRATED
- THE CRUCIAL BUT UNCELEBRATED = MAINTENANCE

REIMAGINE

The African City as a Livable City.

equitable, beautiful functional – has diverse opportunities, offers people a chance at improving lives and livelihoods

The African city as a Lovable City.

resonates with many people, over many years – accommodating and embraces diversity, choice and change – embedded in context its culture and climate