

REPORT TO: CITY MANAGER

**TO BE REFERRED BY THE OFFICIAL TO MAYCO VIA THE RELEVANT SPATIAL
PLANNING AND ENVIRONMENT SECTION 79 COMMITTEE [AFTER CONSIDERATION
BY CITY MANAGER]**

1. ITEM NUMBER

2. SUBJECT

**FEEDBACK ON THE INTERNATIONAL/OUTSIDE THE BORDERS OF THE
RSA TRIP UNDERTAKEN FROM 24th TO 25th SEPTEMBER 2024 TO
ATTEND C40'S COASTAL LAND USE PLANNING WORKSHOP IN ACCRA,
GHANA**

ONDERWERP

**TERUGVOERING OOR DIE REIS NA DIE BUITELAND / BUITE DIE GRENSE
VAN DIE RSA ONDERNEEM VAN 24 TOT 25 SEPTEMBER 2024 OM DIE
C40-WERKWINKEL OOR KUS GRONDGEBRUIKBEPLANNING IN ACCRA,
GHANA BY TE WOON**

ISIHLOKO

**KUNDULULWE UKUBA MAKUTHATHELWE INGQALELO KWAYE
KUQWALASELWE INGXELO ENGEMVA KOHAMBO OLUYA
KWIWEKSHOPHU YEC40 ENGOCWANGCISO LOKUSEYETYENZISWA
KOMHLABA OSELUNXWEMENI OLUTHATYATHWE NGUGQR DARRYL
COLENBRANDER NGOWAMA24 UKUYA KOWAMA25 KWEYOMSINTSI
2024.**

R2142

3. EVENT SUMMARY

EVENT DETAILS	
CONFERENCE/SEMINAR	C40'S COASTAL LAND USE PLANNING WORKSHOP
OTHER	The City was invited to participate, advise and present at the Coastal Land Use Planning Workshop 2024 on 24 th and 25 th September 2024.
DATE	Tuesday 24th September to Wednesday 25th September 2024
VENUE	Accra Metropolitan Assembly Building, Accra, Ghana
TOTAL COST TO THE CITY	R14 346.80
CITY	Accra
COUNTRY	Ghana

ATTENDEE DETAILS	
NAME AND SURNAME	DESIGNATION
Darryl Colenbrander	HEAD: COASTAL POLICY DEVELOPMENT AND MANAGEMENT PROGRAMMES
PROVIDE SUMMARY OF HOST ORGANISATION / CITY	
C40 is a network of nearly 100 mayors of the world's leading cities, who are working to deliver the urgent action needed to confront the climate crisis, and create a future where everyone, everywhere can thrive. Mayors of C40 cities are committed to using a science-based and a people-focused approach to help the world limit global heating to 1.5°C and build healthy, equitable and resilient communities. Through a Global Green New Deal, mayors are now working alongside a broad coalition of representatives from labour, business, the youth climate movement and civil society to go further and faster than ever before. The C40 Land Use Planning Network intends to bring together cities that are active in the field of urban planning to exchange knowledge, share best practices, and collaborate to support cities in developing their climate responsive and use plans and policies.	

4. OBJECTIVE

Whilst C40 has organized a land use planning workshop in Africa previously, the workshop hosted in Accra was a first-of-a-kind event that brought city officials together from Cape Town, Nairobi, Accra and Lagos to share best practices and challenges from a global south perspective in developing and implementing coastal area land use plans and policies. The workshop also supported the development of Accra's first coastal area land use plan, which was shared with the wider C40 land use planning network. The workshop

provided a two-way learning process whereby officials representing the various countries both provided valuable feedback and input on Accra's draft coastal area land use plan based on experiences from their respective countries, but also received valuable learnings from the Ghanaian experience in the development of the coastal area land use plan (Annexure A provides details on the workshop agenda and the topics covered). These insights and learnings are included in the section below on "OUTCOMES". The intent of the workshop was also to set the foundation for enabling a community of practice for continued engagement and learning on the topic of coastal land use planning in the context of climate change induced coastal risks and hazards.

The relevance of this workshop is emphasised given the recent findings in the latest International Panel on Climate Change (IPCC) report. The IPCC outlines the importance of planning policies as cross-cutting enablers of emissions reduction and resilience, and as a key tool to institutionalise climate action plans. It is on this basis that C40 intends to build energy in the domain of urban planning and land use in the coming years to provide increased support to coastal cities in this important field. The coastal land use planning workshop in Accra is reflective of C40's intent to ensure this.

Cape Town has a high coastal risk profile. This profile is due mainly to an extensive coastline that is highly developed, its coastal environment is characterised as having high wave energy and is exposed to severe winter storms. Further, the City's risk profile is expected to increase in the medium to long term given climate change induced sea level rise projections. The relevance and importance of the coastal land use planning workshop was therefore especially pertinent to the Cape Town context where governance responses to climate change risk and hazards are now also being formally institutionalized through the City's urban planning and design strategies. These approaches are finding expression in the modelling of climate risks and hazards, spatially mapping these risks and hazards, and including these risks and hazards in the City's key planning mechanisms, namely the Municipal Spatial Development Framework, the more localized and site specific scale of District Spatial Development Frameworks and to a lesser extent the Coastal By-law which contains key provisions in respect of the regularization of building development activities that may amplify coastal risk and vulnerability.

5. OUTCOMES

The workshop focused on a two-way feedback process whereby city officials from the various African countries provided input into Accra's coastal area land use plan whilst also gaining valuable insight from the Ghanaian experience. Similarly, reflections on city experiences from the various other officials provided valuable insight for other delegates attending the workshop. Key learnings and outcomes of the two day workshop included the following:

The importance of proactive planning to avoid opportunity loss and an elevated risk profile

Accra's development of a coastal area land use plan was developed with the intent to enable and promote coherent planning interventions and urban design typologies that would optimize the socio-economic and environmental value of a coastal precinct which was key to Accra's local economy. Further to this, the plan also seeks to establish guidelines for promoting and managing inclusive, climate-resilient, and sustainable development in the city's coastal area.

The coastal precinct within Accra demonstrated historically high tourism value as well as a hub which was key to the livelihoods of fisher communities. The future potential of the precinct, provided appropriate and sustainable land use and planning interventions were put in place, was considered to be significant. However, and until recently, no detailed district specific spatial development framework to guide and inform land use planning and urban form has been in place. As a consequence the following has taken place in this coastal precinct:

- Anomalous forms of development have taken place which has significantly impacted the sense place and aesthetic appeal of this coastal precinct in Accra.
- Incompatible land use forms have been established.
- The aforementioned challenges have been compounded by land invasions by indigent communities. These land invasions have now also resulted in the following:
 - o Elevation of Accra's risk profile, especially for those coastal communities that have established themselves close to the coast (Figure 1 refers). Whilst coastal setback lines have been established to spatially demarcate coastal hazards, communities have now established themselves seawards of these coastal setback lines and are now literally located on the beach (Figure 1).
 - o Elevated pollution levels in environmentally sensitive areas, such as coastal and estuarine environments (Figure 2 and 3 refers)
- The aforementioned challenges have now resulted in significant opportunity costs for the coastal precinct that may have otherwise been achieved through adequate planning and other proactive interventions.



Figure 1: Land invasions and the subsequent elevated exposure of such communities to coastal hazards.



Figure 2: Raw sewage discharging onto the beach from informal settlements



Figure 3: Pollution in river and estuarine systems.

The importance of capacitation in law enforcement and the prevention of land invasions

The City of Cape Town gave a presentation on coastal spatial and land use planning to the delegates of the workshop. Of particular interest to the Ghanaian delegates was the City's ability to rapidly and proactively respond to planned coastal land invasions. The City elaborated on the various systems and networks that were in place to prevent this, as well as the fundamental requirement to ensure that such land invasions were undertaken through legal processes and that permission to act on the prevention of land invasions was first obtained through the courts. The recent case study of attempted coastal land invasions in Macassar in April 2024 was used as an example of this. Ghanaian delegates were thoroughly impressed by the systems in place and the rapid response the City is able to mobilize for such invasions. A key challenge for Accra is that there simply is no capacity to replicate the City's approach. This capacity is neither evident from an administrative function, nor is it evident from a law enforcement 'boots on the ground' perspective. The example from Accra of land invasions and the consequent opportunity cost – now potentially set against indefinite timeframes - is a stark reminder for the City of Cape Town to continue, and build, its effective systems and responses surrounding the prevention of land invasions.

Planning for climate hazards that have emergent risk properties

A key challenge expressed by officials from Accra was the degree of uncertainty which is inherent in climate risks and which presents major difficulties for future planning for such risks. Specifically this risk included climate change induced sea level rise and extreme sea level events. It is now an established norm that the land-sea interface, due to its complexity, has emergent risk properties. Emergent risk properties are effectively unknown risks that may materialize into the future. These emergent risk properties are essentially a result of coastal systems being complex, multi-scalar and dynamic systems that are difficult to understand and are influenced by systems that function at extensive scales. The City presented on this topic, specifically how to plan for uncertainty, and elaborated on the importance of 'option retention' in this process. The City's coastal urban edge and its intent was used as a key example to demonstrate this. The concept of 'option retention' proved valuable to the delegates at the workshop. The process of building 'option retention' capabilities into their spatial planning and development plans, as well as physical developments will be a key focus area for the delegates from Accra.

Successional risk transfer, and the importance of deeds of sale

The elevated risk profile of the coastal precinct in Accra also provided some learnings to the City of Cape Town in terms of the concept of 'successional transfer of risk'. A number of buildings within the formal economy in the Accra coastal area precinct were considered to be at risk to coastal processes. Whilst these buildings are at risk, building ownership is still transferred between differing property owners over time. Through this transfer over time, and in the absence of undertaking any intervention to address or reduce the

current risk, risk and hazards surrounding these properties escalate and ultimately have dire consequences for both property owners, as well as the wider community who depend on coastal areas for their livelihoods. It has come to light in recent years that a similar phenomenon of the ‘successional transfer of risk’ is taking place in Cape Town: a number of coastal properties have been sold, without the new property owners being aware of the vulnerability of properties to coastal processes, such as coastal erosion and storm surges. It appears that real estate agents are not disclosing this vulnerability. On this basis the City’s Coastal Management Branch should investigate the application of a similar model to which Cape Town’s Catchment Management applies – that of including known risks and vulnerabilities into the deeds of sale of properties for sale.

Government silos and the need to ensure land use planning interventions are aligned

National government in Ghana has recently established the Coastal Development Authority (CDA). The intention of the CDA, which is positioned at national level and is separate to local government and its planning processes, is to streamline and promote coastal development. Coastal development, as it is in Cape Town, is being used as a conduit from which to build the local economy and in so doing improve the livelihoods of coastal communities. It appeared however that the CDA and the local planning authorities were operating in silos. When queried at the workshop whether the coastal area land use plan had received input from the CDA, municipal officials responded that there had been none. When queried whether there would be any future engagement with the CDA on the proposed coastal area land use plan, the response was tentative. The absence of the CDA from the workshop in itself was telling. Delegates from the various other countries were at pains to point out to the delegates from Accra that this siloed formation between the local authority and the CDA was counterproductive and as long as it is evident, the coastal area land use plan is unlikely to achieve its intended goal. The delegates from Accra committed to pursuing engagement and improved dialogue with the CDA.

6. ACTIONS REQUIRED

No actions were required from this workshop. Due to the success and value of the workshop in cross-pollinating ideas to resolve coastal spatial planning and land use challenges, C40 is considering the formal establishment of a land use planning network. Given the importance of the City’s Municipal Spatial Development Framework, District Development Framework and the value that such tools provide in managing and mitigating against climate risks, the City should stay abreast with future developments in this network.

7. IMPLICATIONS

7.1 Constitutional and Policy Implications

No ☒

Yes ☐

- 7.2 Environmental implications No ☒ Yes ☐
- 7.3 Financial Implications No ☒ Yes ☐
- 7.4 Legal Implications No ☒ Yes ☐
- 7.5 Staff Implications No ☒ Yes ☐
- 7.6 Risk Implications No ☒ Yes ☐
- 7.7 **POPIA Compliance**

- ☒ It is confirmed that this report has been checked and considered for POPIA Compliance.

NOTE: POPIA Section MUST be completed otherwise the report will be returned to the author for revision.

Contact your Directorate POPIA Stewards should you require assistance.

The City has a contract in place with Izani Embassy Joint Venture for the safe-keeping of Traveller's personal information as required by the POPI Act.

8. RECOMMENDATIONS

It is recommended that the feedback report on the trip C40'S Coastal Land Use Planning Workshop 2024 undertaken by Dr. Darryl Colenbrander on 24th and 25th September 2024 **be considered and noted.**

AANBEVELINGS

Daar word aanbeveel dat die terugvoeringsverslag oor die reis na die C40-werkwinkel oor kus grondgebruikbeplanning 2024, onderneem deur dr. Darryl Colenbrander op 24 en 25 September 2024, **oorweeg en daarvan kennis geneem word.**

IZINDULULO

Kundululwe ukuba makuthathelwe ingqalelo kwaye kuqwalaselwe ingxelo engemva kohambo oluya kwiwekshophu yeC40 engoCwangciso lokuSeyetyenziswa koMhlaba oseluNxwemeni oluthatyathwe nguGqr Darryl Colenbrander ngowama24 ukuya kowama25 kweyoMsintsi 2024.

9. GENERAL DISCUSSION

The recent coastal area land use planning workshop in Accra, Ghana, allowed for City officials from various African cities to engage on Accra's proposed coastal area land use plan and to share learnings on this important topic.

As indicated in the "Objective" section of this report C40 intends to increase the emphasis in the domain of urban planning and land use in the coming years to provide increased support to coastal cities in this key field. This on the basis that the latest IPCC report has outlined the importance of planning policies as cross-cutting enablers of emissions reduction and resilience, and which will be a key tool to institutionalise climate action plans. With respect to coastal risk more specifically and the importance of land use planning in coastal cities, the IPCC AR6 notes the following:

- Relative sea level rise is *likely to virtually certain* to continue around Africa;
- Rising sea levels will contribute to increases in the frequency and severity of coastal flooding in low-lying areas;
- Rising sea levels will contribute to coastal erosion along most sandy coasts (*high confidence*), and
- Due to relative sea level rise, extreme sea level events that occurred once per century in the recent past are projected to occur at least annually at more than half of all tide gauge locations by 2100 (*high confidence*) (IPCC, 2021:34). This is based on the principle that higher sea levels will require smaller storm events to reach or exceed what is classified as an 'extreme' event.

In the context of a coastal metropole such as Cape Town where a significant proportion of the coastline has been developed in close proximity to the shoreline and where there are already existing vulnerable areas, the above risks – some of which are currently evident in Cape Town - from projected sea level rise and extreme sea level events are expected to manifest in the following ways for the City:

- Increasing CAPEX and OPEX expenditure on protecting City infrastructure and amenities over time through the establishment and maintenance of shoreline defence initiatives such as sea walls, revetments and dune rehabilitation projects;
- Increasing exposure of private property to coastal hazards and the subsequent development of privately funded shoreline defence structures which typically adopt hard engineering approaches;
- Incremental growth in 'hard edging' of Cape Town's coastal environment and the associated impacts of this,
- Increasing impact and gradual loss of beaches over time as Coastal Public Property, especially where such beaches lie adjacent to the immovable built environment.

Socio-institutional responses, in particular land use and spatial planning interventions, are key city mechanisms that are being used to promote risk averse decision making and essentially resilient coastal cities. The C40 workshop on coastal

land use planning was structured in such a way that ensured Accra city council received the most relevant input and guidance from other city officials on their coastal area land use plan. The workshop was also structured in a manner which enabled the sharing of experiences and learnings between workshop participants based on their own experiences and expertise on the subject of coastal land use planning.

On the first day of the workshop delegates were given a brief on Accra's coastal area and which was the loci for the development of the land use plan as developed by Accra City officials. Following from this briefing delegates were taken on a site visit to key areas of interest along Accra's coastline. These included the following:

- Accra's newly established fishing harbor (Figure 4)
- Coastal areas subject to land invasions (Figure 1-2 refers). These included coastal and estuarine environments including along the banks of river systems.
- Other informal settlements within Accra.



Figure 4: Accra's newly established fishing harbor.

Following from the site inspections, workshop delegates returned back to the workshop venue whereby sessions were held on the following topics:

- Climate risk-informed land use zoning in coastal areas
- Strategies for enhancing climate resilience in coastal areas

On the second day of the workshop proceedings commenced with sessions on the following:

- Strategies for enhancing climate resilience in coastal areas continued - Lagos and Dar es Salaam experience
- Planning with informality in Accra
- Managing development in coastal areas
- Action planning

These sessions were interactive sessions whereby workshop participants were given the opportunity to scrutinize Accra's coastal area land use plan, which included elements relating to Accra's grapples with informality, and how to plan for it. It was

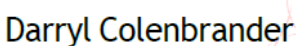
during these sessions that the outcomes and key planning issues, as elaborated Section 5 of this report, were identified. Dr Darryl Colenbrander also presented on the 2nd day of the workshop. The presentation covered the following aspects:

- How the City developed and implemented the coastal urban edge.
- Timelines surrounding the development and implementation of the coastal edge.
- Regulatory mechanisms attached to the coastal edge and compliance surrounding these regulations.
- The impact of the coastal edge in terms of promoting risk averse decision making.
- Details surrounding stakeholder participation of the coastal edge.
- How the City overcomes silos both interdepartmentally as well across different spheres of government and other agencies.

10. ANNEXURES

ANNEXURE A: AGENDA OF THE COASTAL LAND USE PLANNING WORKSHOP

FOR FURTHER DETAILS, CONTACT:

DATE	20 January 2025		
NAME	Darryl Colenbrander	CONTACT NUMBER	021 487 2355
E-MAIL ADDRESS	Darryl.Colenbrander@capetown.gov.za		
DIRECTORATE	Spatial Planning and Environment	FILE REF No	7/4/31
SIGNATURE :	 Digitally signed by Darryl Colenbrander Date: 2025.01.21 06:32:47 +0200		

**Robert
McGaffin**

Digitally signed by
Robert McGaffin
Date: 2025.01.21
15:54:37 +0200

EXECUTIVE DIRECTOR

[ROBERT MCGAFFIN]

The ED's signature represents support for report content and confirms POPIA compliance.

COMMENT:

SIGNATURE:

NAME _____
DATE _____

MANAGER: INTERNATIONAL RELATIONS

COMMENT:

DR. DENVER VAN SCHALKWYK

SIGNATURE: **Dr Denver van Schalkwyk**
DATE _____

Digitally signed by Dr
Denver van Schalkwyk
Date: 2025.01.21
17:58:35 +02'00'

☐ REPORT COMPLIANT WITH THE PROVISIONS OF COUNCIL'S DELEGATIONS, POLICIES, BY-LAWS AND ALL LEGISLATION RELATING TO THE MATTER UNDER CONSIDERATION.

LEGAL COMPLIANCE

☐ NON-COMPLIANT

COMMENT:

NAME

TEL

DATE

Certified as legally compliant based on the contents of the report.

CITY MANAGER

☒ NOTED

☒ REFER TO THE MAYORAL COMMITTEE VIA THE RELEVANT SECTION 79 COMMITTEE

DATE

COMMENT:



ANNEXURE A



1. Draft Agenda

We will share the final agenda with you in Accra!

Day 0: Arrival Day - Monday 23rd September

Time	Activity/Topic
From 14:00	External delegates check-in at Accra City Hotel
20:00 - 21:30	Informal dinner for external delegates @ Accra City Hotel



Day 1: Tuesday 24th September

Time	Activity/Topic
07:00 - 8:10	Breakfast @ Accra City Hotel for external delegates
08:20	External delegates & C40 staff meet in hotel lobby to walk to workshop venue
09:00 - 9:20	Welcome, introductions & housekeeping
09:20 - 09:45	Accra coastal area brief
09:45 - 10:00	Break & head to bus for site visit
10:00 - 12:30	Site visit: Accra coastal area
12:30 - 13:30	Lunch
13:30 - 15:40	Session 1: Climate risk-informed land use zoning in coastal areas
15:40 - 15:55	Break
15:55 - 17:00	Session 2: Strategies for enhancing climate resilience in coastal areas
17:00 - 17:10	Day 1 wrap-up
17:10 - 19:00	Free time
19:00 - 20:30	Dinner @ Accra City Hotel (TBD)



Day 2: Wednesday 25th September

Time	Activity/Topic
07:00 - 8:10	Breakfast @ Accra City Hotel for external delegates
08:20	External delegates & C40 staff meet in hotel lobby to walk to workshop venue
09:00 - 10:00	Session 2: Strategies for enhancing climate resilience in coastal areas continued - Lagos and Dar es Salaam experience
10:00 - 10:15	Break
10:15 - 11:15	Session 3: Planning with informality in Accra
11:15 - 12:30	Session 4: Managing development in coastal areas
12:30 - 13:30	Lunch
13:30 - 14:15	Session 5: Action planning
14:15 - 14:30	Workshop feedback
14:30 - 14:40	Workshop close
14:45 - 15:00	Break (external delegates can return to Accra City Hotel to leave belongings behind if they wish)
15:30 - 19:00	Exploring the city of Accra
19:00	Dinner (TBD)