

1. INTRODUCTION

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INTRODUCTION

1.1. FOREWORD

District Six is not like any other restitution project, nor should it be treated as such! It holds deep meaning across broad sections of our society, and as such has importance in the minds of many. Its significance goes well beyond popular culture or political significance, it holds value for its residents and beneficiaries in the most basic everyday way: that of living with dignity in a place called home. At the core of the experience of the place is the sense of an ongoing injustice in our collective inability to restore the rights of those who were removed and reinstate what is due to them.

The injustice of an entire community being uprooted has been aggravated by the sloth-like progress of returning the land to its beneficiaries. It did not go amiss to this team that the oldest beneficiary, Shariefa Khan, passed away through the course of executing this task. Ms Khan, like many others, passed away while waiting for their opportunity for justice. Events like these have ushered in a sense of urgency to implement the myriad of tasks required in making ready a vibrant and complete home. Traditionally, restitution and the rebuilding of District Six is imagined to be solely through the delivery of houses. It became clear, through the course of our work, that this is the primary narrative being affirmed.

Thus far, only 247 housing opportunities have been built. This includes the 108 units that are currently being handed over. The pace of housing delivery has been excruciatingly slow. Consequently, the overwhelming narrative of the restitution process has been focused on the number of housing units being delivered as a measure of its effectiveness.

The foundation of the work contained in this report expands on the idea of restitution and spatial justice going well beyond simply returning people to houses. We have framed restitution to include the provision of streets and places that supports a healthy and

complete public realm, along with the long overdue provision of houses. The public realm is the stage for communal life and, in District Six, was also a victim of forced removals. Delivery of houses without a functional public realm will most likely deliver the same mono-functional housing developments to which these communities were moved to on the Cape Flats, along with the associated lack of amenities and loss of a collective identity. Returnees have already complained about the lack of amenities for the youth, as well as, their sense of feeling unsafe in their revived neighbourhood.

Without the cloak of nostalgia to distort the nature of the place, District Six included a set of uses and services that supported a vibrant communal life and access to the amenities of city living. Many of the stories heard in conversations with beneficiaries and those stories found through research were embedded in the experience of people doing everyday rituals in the public realm: the smell of supper wafting down streets and the bustling sounds of Hanover Street; the memory of visiting the sweet shop; the taste of the hot “worsies” from the butcher; the excitement of watching a bride and her retinue descend the church steps. All of these stories paint a picture of the spirit of the place that did not only reside in the house. Restitution, to achieve a sense of justice, must therefore include the remaking of streets, public spaces and public infrastructure that once supported the people’s lived experiences.

The goal of this project was to identify and describe the extents of the public realm in District Six and to imagine its spatial qualities as part of a broader Public Realm Strategy and Investment Framework. The aim is to produce a living document that will continue to shape action and ensure a program for delivery of public space. While it is likely that the public realm will be delivered over a protracted period, the drive is to ensure that there is coherence in its evolution.

Many of the open spaces identified, have an existing footprint or have been described in work previously produced by others. The Public Realm Strategy collates these into spatial systems and imagines how they could perform as a collective. Individual spaces were identified, their roles clarified and design principles developed to ensure spatial continuity and coherence within the collective.

Key to our strategy was demarcating the extents of the public realm in what we found was surprisingly undervalued in both new proposals for the neighbourhood or in the minds of participants to our process. The 2012 Draft Spatial Development Framework set up important principles for the spatial structure of District Six and appropriately valued various places of historical significance. Frustratingly, these principles have been referenced in a cursory way resulting in a fragmented approach to making the public realm. I include the work done on Site Q by Jakupa Architects and Urban Designers in this assessment. It has become self-evident that the 2012 Draft Spatial Development Framework lacked the means of enforcement and was ineffective in directing the overarching vision in the interests of the common good.

Our task is timely in setting out the rules for a coherent public realm, to guide actors delivering buildings in District Six. The work, produced through a comprehensive process of design-oriented workshops and Open House Exhibitions, was produced in consultation with representatives of a diverse set of local organisations. This is fully described in the document. Authority is acquired by embedding this work in the Local Spatial Development Framework [LSDF] being prepared by the City’s Spatial Planning and Environment Directorate. The Public Realm Strategy, Investment Framework and Design Guidelines have been undertaken in parallel with the LSDF. This work has been integrated into the LSDF.



The Public Realm Strategy is framed as a set of ideas, spatialised at a fixed point in time. This represents the outcomes of an intense and rigorous process of negotiation and debate with Caretakers and the professional team, with careful review by the client body. However, these ideas can evolve in response to changing needs and circumstances over time. It is our expectation that the various implementation teams need to apply their minds in the execution of the detailed planning work. By necessity, the evolution of the plan must be undertaken by many hands to build in its depth through iteration and the layering of ideas. Similarly, it is our view that the spatial strategy should be reviewed regularly, adjusted to meet circumstances and be improved upon, in the service of making high-quality responsive public realm for people.

Ultimately, this report is a call to action. We have no ambition for it to be another glossy document that collects dust on a shelf. The success of this work will be in its ability to shape and drive delivery. To this end, we rely on officials in the City of Cape Town to understand their role in executing the plan and to actively and systematically drive the implementation of the numerous projects.

These principles and guidelines must be used by consultants delivering the building and bulk infrastructure programs, to help shape a built environment that reflects the overriding philosophy and vision for District Six. Infrastructure cannot be self-serving and must do multiple tasks: bringing together ecological systems; social and heritage systems, as well as, answer the servicing needs of the place. Action in this context means applying minds rather than replicating generic engineering solutions. In practice, this implies that bulk services engineers must think laterally in how their services are delivered. The overwhelming ambition must be to make a high-quality environment that addresses site conditions and balances sensitive heritage concerns with contemporary ideas of making public space.

There are many divergent interest groups in District Six and they, by nature, will advocate for their particular interests. One of the significant successes of this exercise is the fostering of a collective that has been able to represent these varied interests in one place. This structure, despite its imperfections, with some significant players choosing not to participate, is a highly valuable collection of voices. They have been rigorous and outspoken, but more importantly, they have consistently been involved in advocating for their interests. The Caretaker Group is as much a valuable outcome as the spatial strategies are. The City would do well to fill the gaps and build on this structure for their continued engagement.

District Six is not like any other restitution project and deserves our best efforts to shift from visioning and planning to execution.

Khalied Jacobs
*Director of Jakupa Architects
and Urban Designers*



INTRODUCTION

1.2. PROJECT BACKGROUND

1.2.1. Public Realm Strategy Introduction

The City of Cape Town embarked on the Public Realm Strategy Project with the intent that the work produced in this process will feed into the Local Spatial Development Framework for District Six. The aim of the project is to support land restitution, but to go beyond merely providing houses, and to look holistically at how to guide the design of resilient and sustainable neighbourhoods.

A multi-disciplinary team was assembled in terms of contract (375C/2018/19) by Derek Kock Architects to develop the District Six Public Realm Strategy. This ultimately will support the larger Local Spatial Development Framework process (LSDF). This project ran parallel with the District Six Water Study which was led by HHO Consulting Engineers. These findings, where applicable, have been considered in the Public Realm Study. The services provided by sub-consultants for the development of the Public Realm Strategy include Urban Design, Landscape Architecture, Heritage, Town Planning and Cultural Heritage. The team was led by Jakupa Architects and Urban Designers in the execution of the task with the remainder of the professional team providing ongoing input.

The Urban Design team includes Khalied Jacobs [principal urban designer] and Ilana Steenkamp [urban designer]. The urban design team is supplemented by Andrew Berman from Urban Design Services who has provided his urban design and heritage services. Terra+ are the landscape architects on the project with Ankie Bormans [principal landscape architect] and Maria Kulikovskaya [landscape architect]. @Planning, led by Anine Trümpelmann [town planner], have provided their town planning services. The service of cultural specialist is provided by Tracey Randle [historian] of Cape Heritorian.

The District Six Public Realm Strategy ran alongside other processes, including the City's Local Spatial Development Framework and land restitution processes under the auspice of National Government. Where the Public Realm Strategy deviates markedly from the above is its focus on identifying the public open space network (past and present) of District Six.

The team acknowledges previous work done by other professional teams over the years, as such, this document builds on this extensive existing knowledge base, with an aim towards better understanding District Six and specifically its.

The study area is generally described as the area within the limits of the following boundaries:

- ▶ Phillip Kgosana Drive
- ▶ Roeland Street
- ▶ Buitenkant Street
- ▶ Darling Street.
- ▶ Sir Lowry Road
- ▶ and the eastern edge of Trafalgar Park leading into Cambridge Street.



Fig. 1.1. District Six Aerial and Public Realm Strategy Study Area



1.2.2. Scope and Methodology

The project developed in the following 5 phases:

- ▶ Phase A – Inception
- ▶ Phase B – Analysis
- ▶ Phase C – Collaborative Design Process
- ▶ Phase D – Public Realm Investment Framework
- ▶ Phase E – Public Spaces and Street Design Guidelines

During the initial analysis, the team collated information and knowledge previously produced, analysed the information available and formed a collective understanding of the site. This formed the basis of engagement throughout the co-production and collaborative design processes. The co-design process involved six structured workshops where the professional team collaboratively engaged with nominated Caretakers from various community groups in District Six. These workshops ran alongside four open virtual Public Meetings and two Open House Exhibitions, where all interested and affected parties were invited to join. This process informed the strategies laid out in the Public Realm Strategy component of this document. The Public Realm Investment Framework and Guidelines for Public Spaces and Streets were further developed based on inputs from the professional team, the City of Cape Town and the outcomes of the Public Participation Process.

This document provides a brief summary of the Reading the Landscape Document previously produced; documents the Public Participation Process with the City of Cape Town and Caretakers of District Six; describes the Public Realm Strategies; provides a Public Realm Investment Framework; and suggests Guidelines for Public Spaces and Streets of District Six.

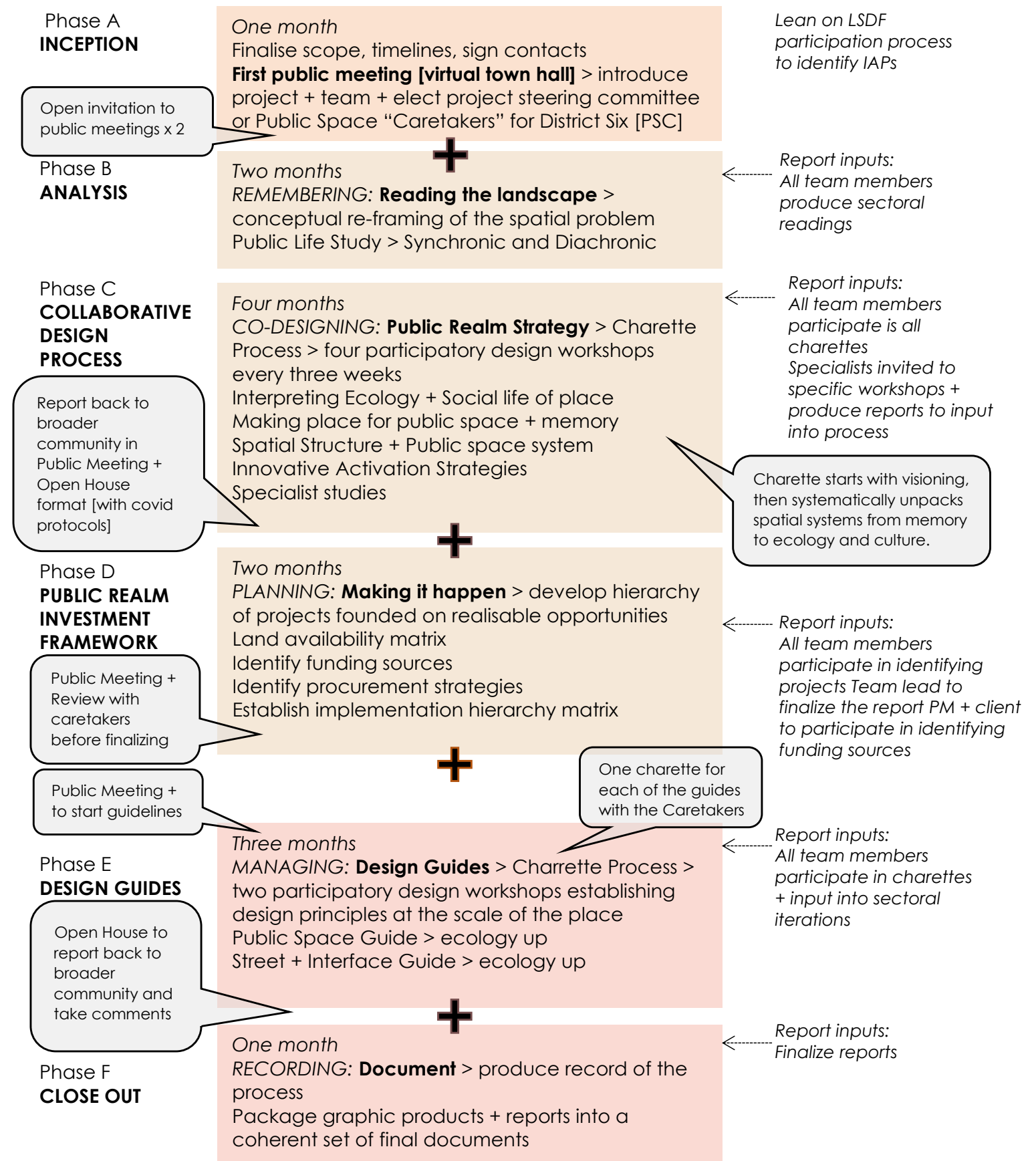


Fig.1.2.Public Realm Strategy Methodology



1.2.3. Purpose of the Document

The purpose of this document is to create the groundwork for future engagements and provide a basis for projects moving forward:

- ▶ Provide a spatial reading of the site from urban design, heritage, landscape, cultural and town planning perspectives and develop a shared understanding of the site.
- ▶ Document the process and public participation that formed the basis of much of the work generated over the course of the project.
- ▶ Provide a set of spatial strategies for the public realm of District Six with the goal of:
 - Creating a 'sense of place' — Focusing on spaces/places where people can meet and engage with one another, the natural environment and living memorialisation.
 - Celebrating culture and community — taking history/memory into consideration.
 - Focusing on different user groups, especially the youth and elderly and how they use spaces.
 - Highlighting the value of the activating the public realm.
 - Improving and enhancing the environment for the community of District Six and visitors to the cultural institutions in the area.
 - Incorporating elements of resilience and sustainability.
 - Supporting sustainable communities.
- ▶ Develop a Public Realm Investment Framework that gives direction for the implementation and prioritisation of future projects (Which projects need to be implemented?).
- ▶ Provide a set of general Guidelines for Public Spaces and Streets in District Six that will inform how projects are developed. (How are these projects implemented? How do they contribute to the character of District Six?)



Fig.1.3. City of Cape Town, Cape Environs Map 1937



1.2.4. Overriding Philosophy

Over and above the ideas previously mentioned, the professional team's approach is governed by ideals translated into pragmatic solutions. These high level guiding principles are:

1

Places Matter Most >

places are much more important than individual buildings or traffic volumes. We will create attractive and interesting places that are shaped by the human scale, qualitative [phenomenological] and functional organisation of the site, enlivening the physical experience of the development by both its occupants and passers-by. The rich potential of the site's history and its broader context already provide key qualitative principles from which to draw inference.

2

Responsiveness >

attention to the grain and texture of the making of public places and urban form must be complemented by the crafting of the making of the place.

3

People and Space Integration >

we will encourage a positive relationship with the existing morphology and integrate it with its genius loci. The sense of place includes the relationship of people, their activities and cultural practices, ultimately reflecting their character in its making.

4

Community over Time >

systems thinking and incremental development will allow opportunity for the development to shape its form and character over time. Sustainability [social, economic, environmental, resource] is to be treated as a matter of course, furthermore, we argue that the development should allow for flexibility in accommodating a changing program that may be influenced by changing needs over time.



Fig.1.4. District Six Historic Density and Land Use, c.1960



1.2.5. Overriding Philosophy

City of Cape Town Urban Design Policy

The Public Realm Strategy focuses on spaces that provide common ground for all. Rather than focusing on individual or private spaces, this project focuses on the spaces of the city accessible to the public and on the elements which provide for a holistic and integrated neighbourhood. This project has strong conceptual roots based on the City of Cape Town Urban Design Policy (2013). The following overarching principles highlight the importance of this position.

1 **The greater public good >**

"Cities are places where people come together to enjoy the benefits of living and working in close proximity to others. Through the arrangement of activities, built form and open space, urban development must ensure that these benefits are accessible to all and generate further opportunities for social and economic development. Sustainable development can only result when there is an improvement in the environmental, social and economic situation, and whether driven by the public or private sector, the objective should always be to create a better city for all to enjoy and benefit from."

2 **The "whole" above the "parts" >**

"Urban environments are constantly under pressure to change and meet a multitude of often conflicting demands. Due to the complex and interrelated nature of urban environments, the optimisation of one component of an urban system could have detrimental impacts on other related parts of the same system. In order to maintain a dynamic equilibrium it is therefore necessary to focus on the overall performance of the whole, not the optimisation of individual parts. Urban design therefore seeks to take an informed and balanced approach to the short term needs of today and the long term opportunities, capacities and limitations of the environment and future generations."

3 **Identity, Context and Place making >**

"The city's identity changes over time through the transformation of the natural, historical, social and economic environments. This change results from thousands of independent decisions and actions at project level. Every design proposal should appreciate this context. "Place making" is conscious of this layered identity and places people and their experience of their urban environment at the centre of the design process. Without thorough analysis and an understanding of how a proposal fits into the bigger picture, any development initiative is at risk of being irrelevant, inappropriate or of compromising the performance and quality of the whole."

(City of Cape Town Urban Design Policy, 2013: 7)



Fig.1.5. CCT, 2013, Urban Design Policy



INTRODUCTION

1.3. WHERE DOES THE PROJECT FIT IN?

1.3.1. What is the Public Realm Strategy?

The City of Cape Town initiated this project with the aim to enhance the quality of District Six's (D6) streets and public spaces. The Public Realm Strategy works alongside other initiatives of District Six. The focus for this project is on developing the streets and spaces between the buildings as meaningful quality public spaces – stitching together the area. The project aims to create representational spaces and places within District Six, where we remember the past, where we share in the present and where we work towards a shared future.

This process informs the Public Realm Investment Framework (See Section 5) and Guidelines for Open Spaces and Streets in District Six (See Section 6). Through developing a Public Realm Strategy (PRS) with the community, between July 2021 and June 2022, the team sought to build on what makes District Six distinctive and to celebrate public spaces within the network that collectively form the public realm.

1.3.2. Where does this project fit in?

The Public Realm Strategy works at a local level focusing on public spaces and streets. It operates alongside other processes such as the National Government Housing Programme and the City of Cape Town's Local Spatial Development Framework.

The National Government Housing Programme focuses on the restitution process and the delivery of housing to individual claimants who were previously dispossessed of land in District Six. To support this restitution process and as part of the larger District Planning process, the City of Cape Town has developed a 2022 Local Spatial Development Framework (LSDF). The previously produced 2012 Draft Spatial Development Framework (SDF) formed the bases of the 2022 LSDF, as well as this Public Realm Strategy. Collectively, these tools will assist in guiding future public and private development and the design of integrated neighbourhoods in the area.

To strengthen the larger scale planning processes, The District Six Public Realm Strategy and Water Study were commissioned by the City of Cape Town, in recognition of the importance of the public realm as part of the restitution process. These have informed the development of the 2022 LSDF. However, the Public Realm Strategy focuses in particular on the open spaces and streets of District Six, focusing on more detailed work in support of implementation beyond the planning processes.

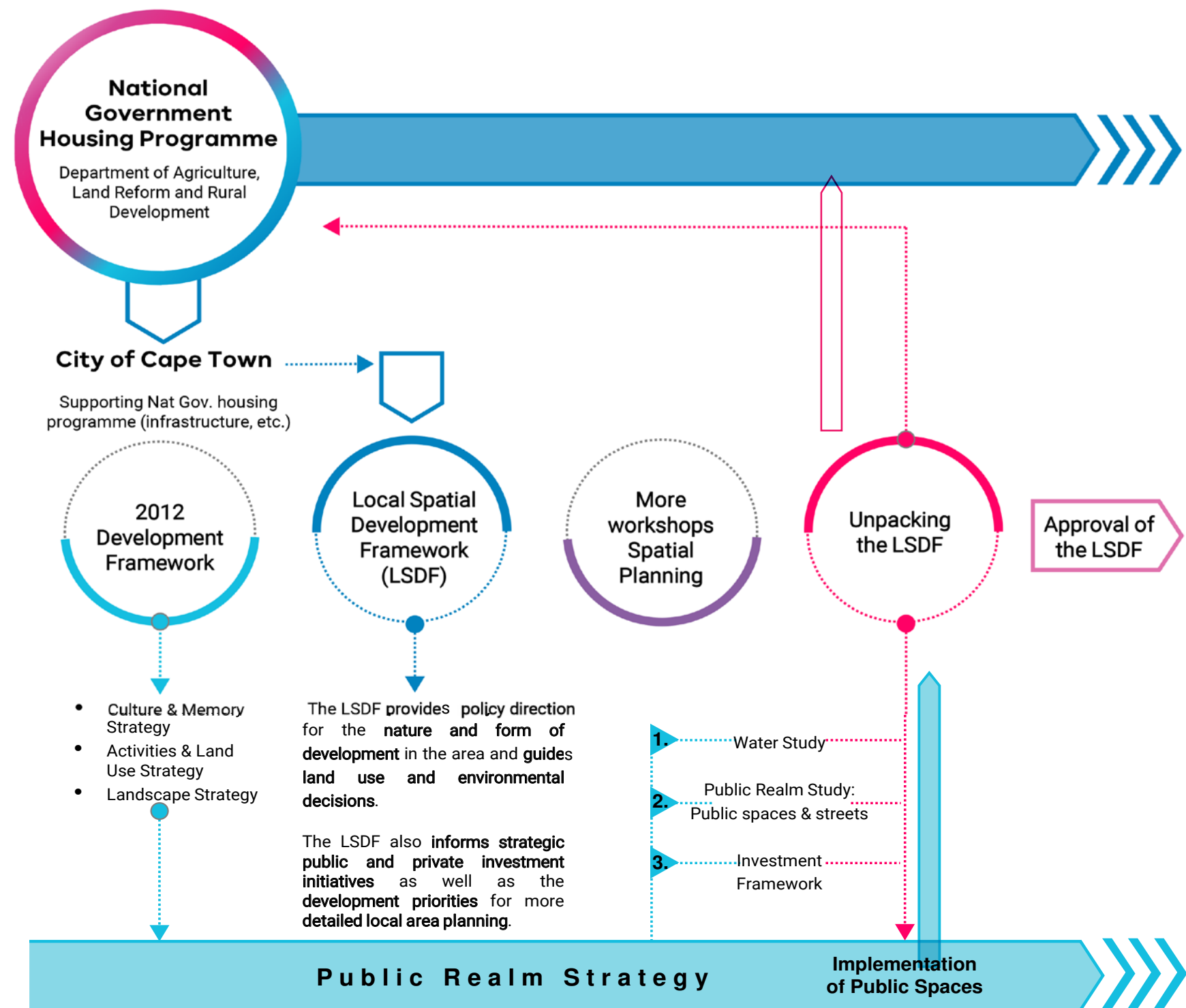


Fig.1.6. Governmental Parallel Processes Diagram



1.3.3. The 2012 Draft Spatial Development Framework

The Public Realm Strategy builds on the 2012 Draft Spatial Development Framework. It develops concepts identified in the original draft document in more detail and focuses more specifically on public spaces and streets.

The 2012 Draft document provided short descriptions and suggested the further development of:

- ▶ a Culture and Memory Strategy;
- ▶ a Activities and Land Use Strategy;
- ▶ and a Landscape Strategy

The Public Realm Strategy encompasses the above and further develops and refines these strategies in addition to formulating a Public Realm Investment Strategy and Guidelines for streets and public spaces in the area.

The 2012 Draft Spatial Development Framework identified a study area of ± 40 ha incorporating a potential 5 000 new homes (population ± 20 000). The network of public spaces integrates existing and proposed schools, pockets parks and urban agricultural opportunities, the latter associated with schools, into the green system. McKenzie Park, Memorial Park and several smaller parks are indicated as open green spaces. The collective area of these open spaces is indicated at 12ha in total, including 7.5ha which are located within school grounds.

The proposed landscape strategy in the 2012 Draft Spatial Development Framework evolved through reinforcing the following:

- ▶ Natural green/ water systems of parks and mountain
- ▶ Institutional sites integrated into the public space system
- ▶ Reinforce New Hanover Street as an active street
- ▶ Religious sites as active venues and places of community gathering
- ▶ Potential strategic green/ urban linkages across the site – connecting surrounding communities
- ▶ Memorial sites as integrated public spaces
- ▶ Sustainable use of water resources
- ▶ No net loss of open space for District Six
- ▶ Interrogate and rationalise the location of existing open spaces - if needs be, reallocate elsewhere where there is a deficit
- ▶ Transplanting of Ficus trees from New Hanover Road reserve to reinforce public open space
- ▶ Development of zone abutting N2 as positive open space supporting proposed institutional resources and help manage rainwater
- ▶ Provide integrated recreational spaces into existing educational sites, public parks and proposed.



Fig.1.7. 2012 Draft District Six Development Framework by NM & Associates and Lucien Le Grange Architects and Urban Planners. (page 29, 33 and 64)



1.3.4. The 2022 Local Spatial Development Framework

The 2022 Local Spatial Development Framework (LSDF) is in the process of being updated and formalised. The LSDF is based on the 2012 Draft Spatial Development Framework described previously. It provides high-level policy direction for the nature and form of development through public and private initiatives and informs development priorities in the area. The Public Realm Strategy has run concurrent to this, with inputs from the Public Realm Strategy feeding directly into the 2022 LSDF.

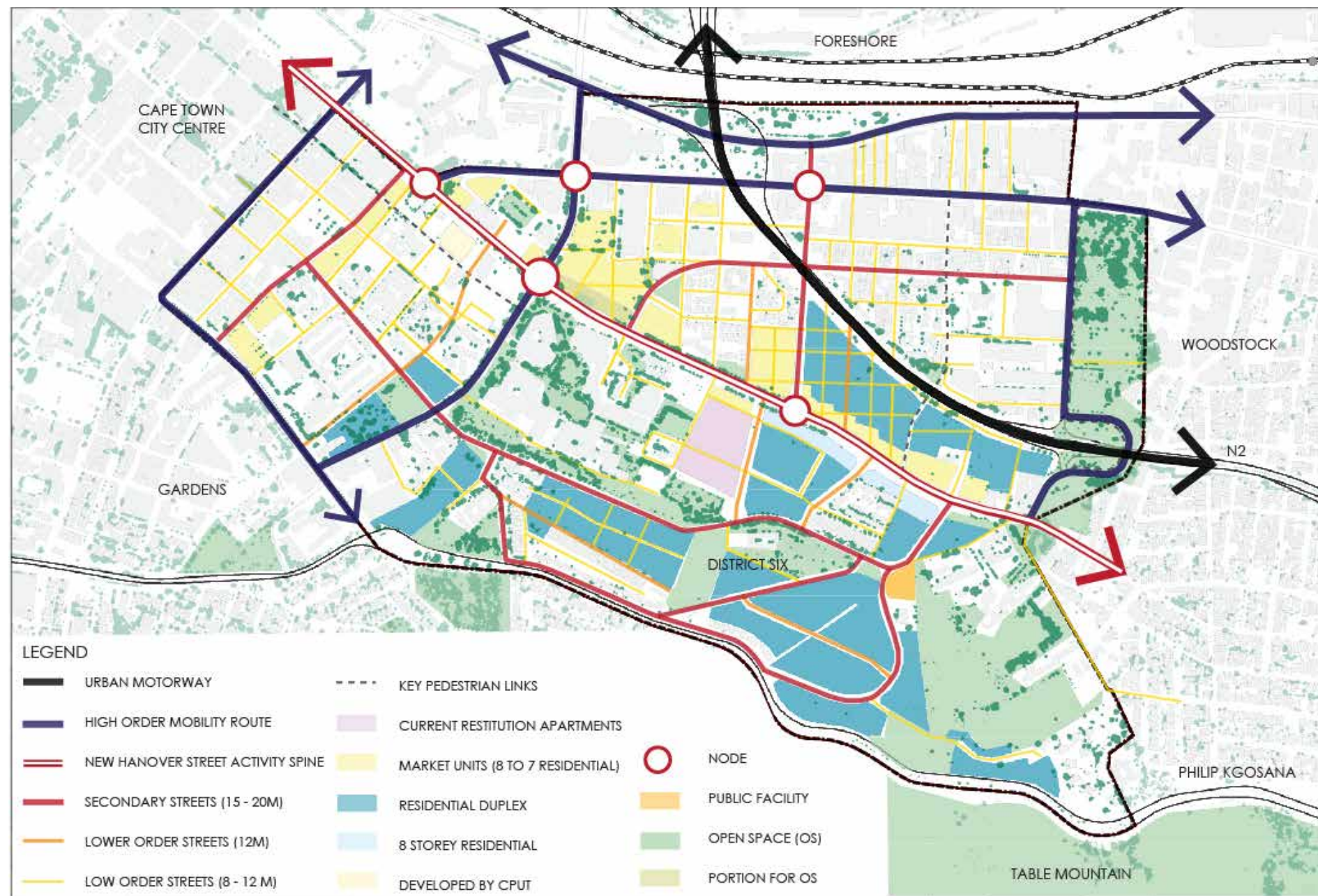


Fig.1.8.District Six Local Spatial Development Framework, in progress

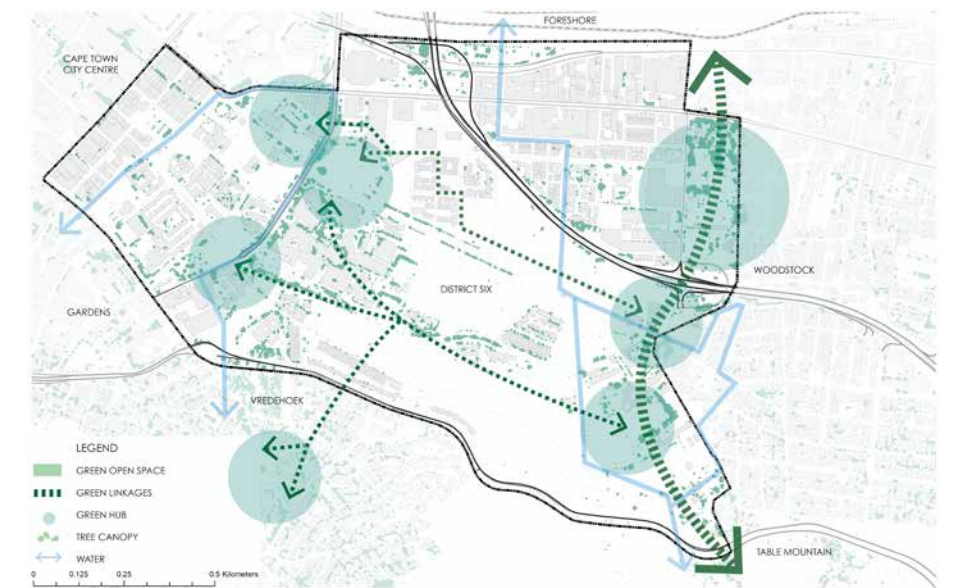


Fig.1.9.Open Space D6



Fig.1.10.Pedestrian Movement D6

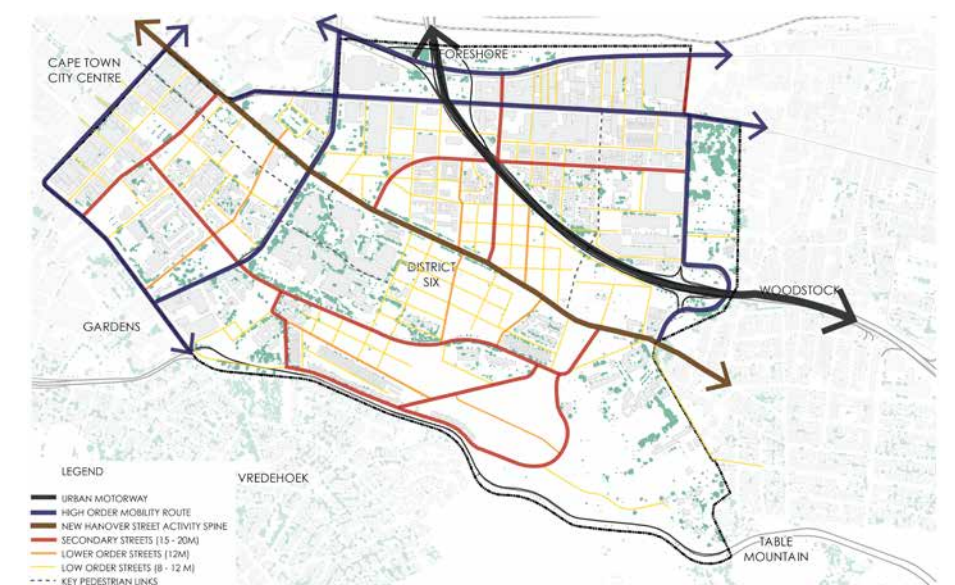


Fig.1.11.Transport Hierarchy D6



1.3.5. The Draft Heritage Impact Assessment (2003)

The Draft Heritage Impact Assessment was compiled by Lucien Le Grange Architects and Urban Planners. It describes the historic development of District Six; a statement of significance; and urban design indicators. This document provides vital information as to the heritage position taken towards District Six as a site of historical significance. As such, it has formed part of the desktop study of the core team at the start of the process. The document does not currently have legal status, but is considered a seminal component of work done on the heritage of the area.

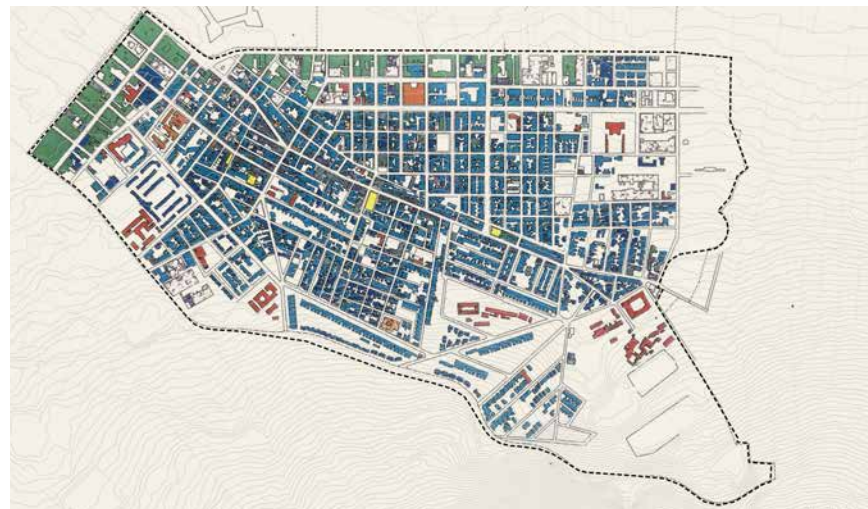


Fig.1.15. District Six Land Use 1964, by LLG Architects and Urban Planners

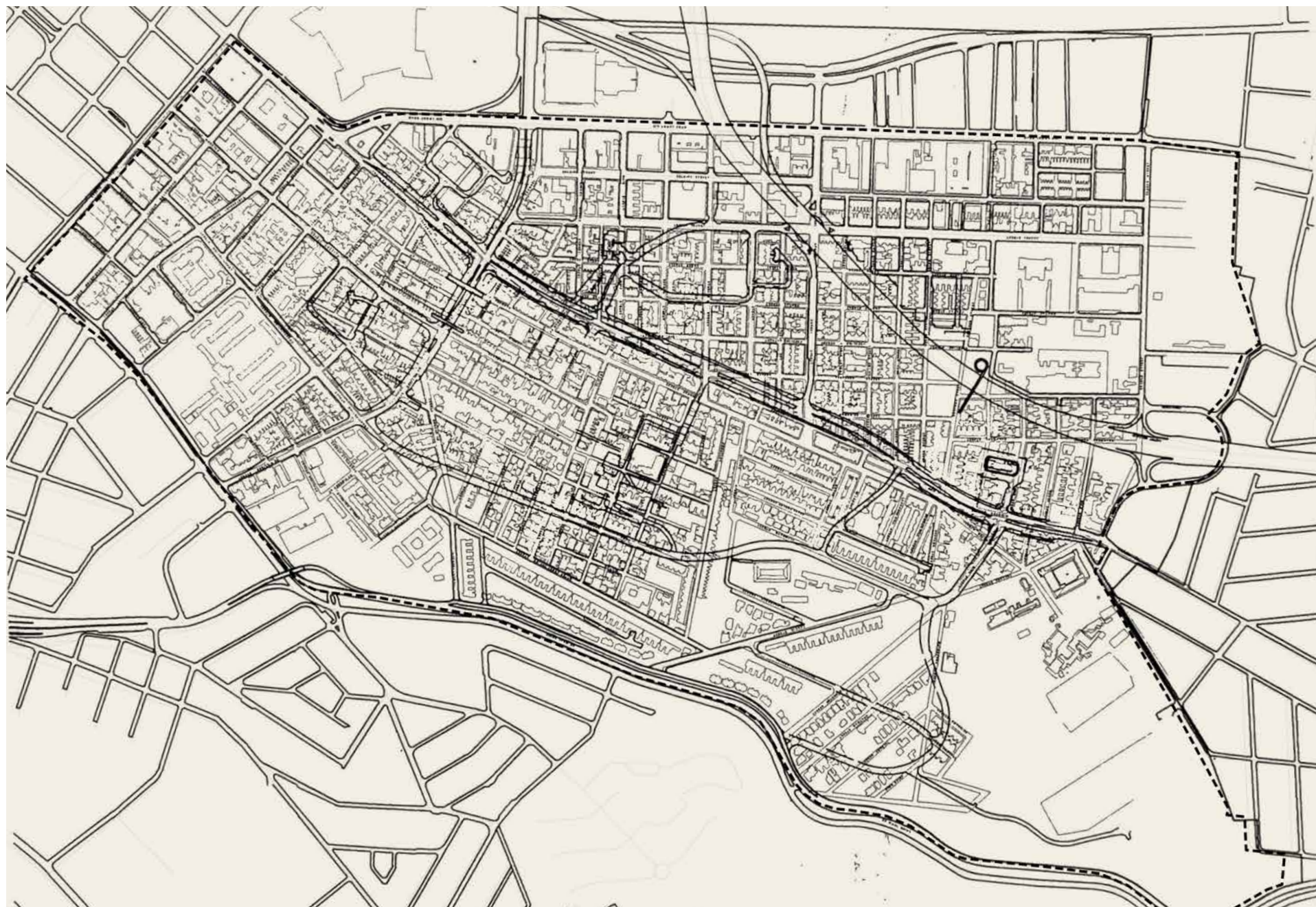


Fig.1.12. District Six Historic Fabric and New Roads 1964, from the Draft Heritage Impact Assessment by LLG Architects and Urban Planners

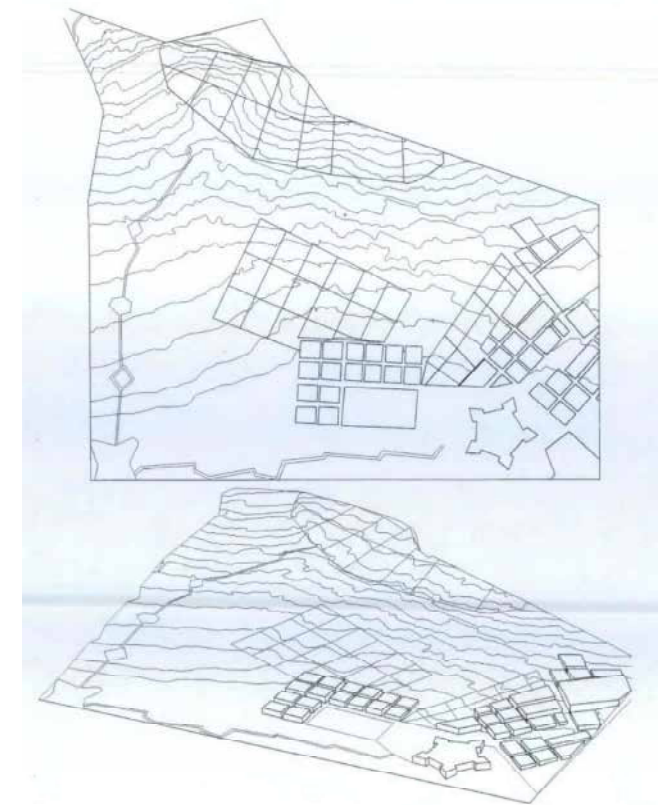


Fig.1.13. District Six Development, circa 1812, from the Draft Heritage Impact Assessment by LLG Architects and Urban Planners

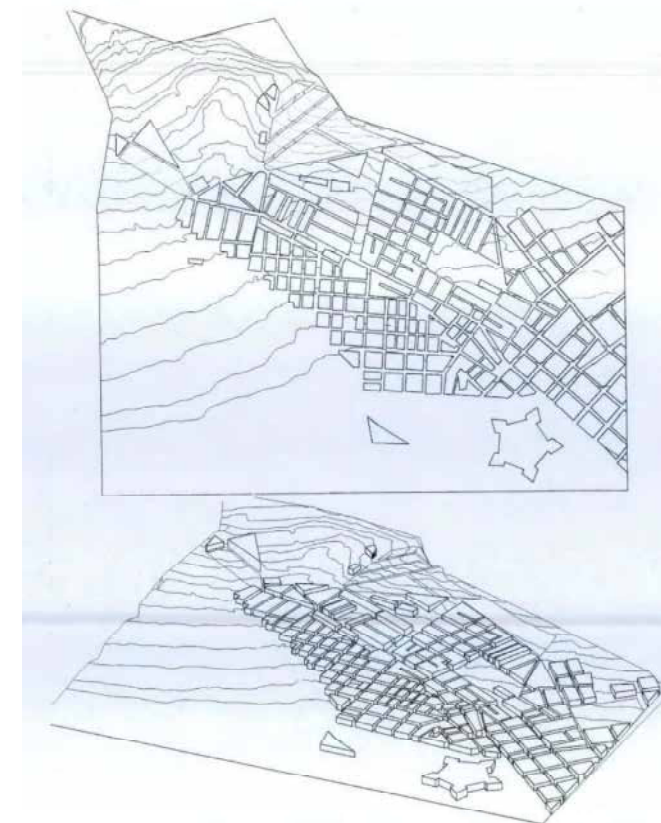


Fig.1.14. District Six Development, circa 1962, from the Draft Heritage Impact Assessment by LLG Architects and Urban Planners



INTRODUCTION

1.4. PROCESS

1.4.1. Process and Programme

The process was designed as a highly engaging participatory process to run for a year from June 2021 to June 2022. The process promoted a mind-set shift towards appreciating the role of public space in creating resilient, healthy and sustainable communities. It was critical that this process was developed in collaboration with the District Six community to ensure the richness of their knowledge and experiences of place-making were incorporated into the process. Rather than merely incorporating thoughts of community members, the ideas generated collectively formed the basis for the Public Realm Strategy, ensuring a sensitive approach to intervention in the public realm. (Chapter 3 provides describes the Process in more detail.)

The project started with initial meetings, an analysis and desktop study of the work produced by previous consultants and various organisations. This phase involved site analysis and developing an understanding of the landscape and narratives of District Six.

The team then embarked on a process to gather knowledge, communicate with interested and affected parties and elicit responses from the public that could feed into the project. The project involved collaborative ways of production through a participatory approach to design. A series of co-design workshops with community members and the City of Cape Town were held to elicit meaningful engagement in the decision-making process. The following events formed the basis of the process:

- ▶ 5 Virtual Public Meetings;
- ▶ 6 intensive Co-Design Workshops;
- ▶ 2 Open House Exhibitions

In addition, many smaller meetings were held with line departments and many strategies for communication employed (see Section 3) to ensure transparency and engagement throughout the project. The inputs and feedback from the City of Cape Town, the Caretakers and the public were vital to the outcomes presented in this document.

From June 2021 to December 2021, the workshops and meetings were focused on the Public Realm Strategy - the larger systems of public spaces and streets and the open spaces located within them.

Between January 2022 and May 2022, the workshops and meetings honed in on the Guidelines for Streets and Open Spaces in District Six. Here, workshops were asked to consider, in more detail, the way in which spaces are made.

This process informed and directed the **Public Realm Strategy**, **Public Realm Investment Framework** and **Guidelines for Public Spaces and Streets** of District Six. Through the work with the community and City over the course of the project the team aimed to build on the knowledge of the District Six community and develop a shared approach to place-making.

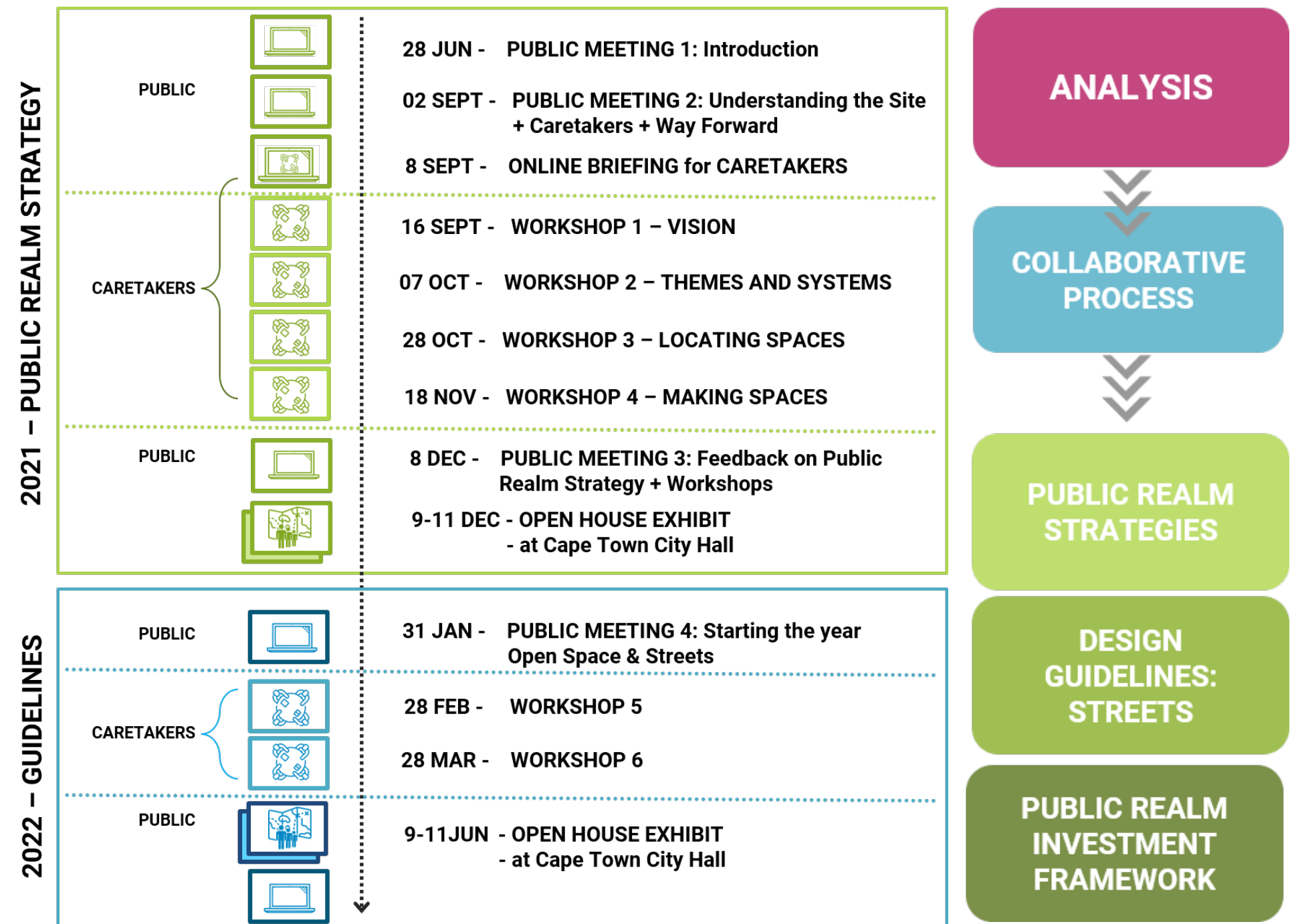


Fig.1.16. Project Process



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