

REQUEST FOR PROPOSALS (2017.Urban Land Paper Series Vol. 2: A Transit Oriented Development lens/140,003)

(Closes: 3 February 2017)

CALL FOR PROPOSALS

Urban Land Paper Series Vol.2

1 Introduction

The South African Cities Network (SACN) was established in 2002 by the Minister for Provincial and Local Government, in collaboration with the mayors of South Africa's largest cities and the South African Local Government Association (SALGA), as an independent Section 21 company with the mandate to:

- Promote good governance and management in South African cities;
- Analyse strategic challenges facing South African cities, particularly in the context of global economic integration and national development challenges;
- Collect, collate, analyse, assess, disseminate and apply the experience of large city government in a South African context; and
- Promote shared-learning partnerships between different spheres of Government to support the management of South African cities.

The inclusive cities theme of the SACN looks at the critical interventions required in the urban environment for South African cities to be effective drivers of local and national development. The sustainable cities theme examines the key vulnerabilities faced by cities with the focus on issues such as natural resources, climate change, city finance, institutional capacity and land. Important elements required for building inclusive and sustainable cities are urban land and land management to drive the transformation of space towards meeting the developmental and transformative objectives of cities.

Urban land is a classic finite and rival good. It is needed for key built environment interventions including the provision of shelter, efficient public transport, and a range of economic activities. It is also important to have sufficient land for social and cultural activities, open space that encourages social interaction, and the opportunity for city residents to also commune with the natural environment and their broader surrounds as well as for effective functioning of ecological systems. Land is also vital for agriculture and food production. All these activities legitimately compete for particular forms of land access and land use approaches. For cities to be efficient, sustainable, productive *and* well governed, they have to find ways of responding to and balancing between all of the above demands. This is complicated by the fact that South Africa's land history is sensitive with a great deal of emotional, political and cultural investment. In order to address and respond to the above, it is necessary to navigate honestly this challenging context.

Following on from SACN's *Urban Land Paper Series Volume 1* where many of these issues were discussed more broadly, the SACN is commissioning a set of discussion papers on key urban land questions relating specifically to the inclusive transit oriented development¹ (TOD) agenda of cities. As the concept has become an essential component of many South African cities' growth and development strategies.

2 Objectives

The objective of this working paper series is ***to inform and encourage city stakeholders to engage robustly on the role of land and urban land governance toward achieving inclusive transit oriented development within cities, and translate this understanding into practice.*** This research aims to locate the role of municipalities and other stakeholders within the transformation agenda particularly in regard to the plans and programmes that will be required for effective spatial transformation that will drive local and national development. The working papers are intended to outline and capture a set of perspectives (be they aligned or conflicting) that will form a common basis or platform for debating and engaging that could then lead towards more appropriate and effective land interventions. The papers are aimed at the following audiences:

- a. People who influence land decisions (policymakers, planners, sectoral interests, developers, land owners, investors)
- b. Academia in order to stimulate new land conversations and research streams, particularly around urban land.
- c. The public conversations and debates about land – A deeper, more evidence-based debate that substantiates what the **outcomes** (not just owners / supposed agents) of spatial transformation (and urban land use, therefore) ought to be.

3 Scope of work

Cities are being tasked with driving spatial transformation. This transformation objective must meet the need for inclusivity, mobility and access, economic development that drives local and national growth prospects, and the critical issue of transforming space in a manner that is socially and environmentally sustainable. Many cities have devised transit oriented development strategies as their core approaches to achieving spatial transformation. A TOD approach is explicitly supported by the National Development Plan, The Integrated Urban Development Framework (IUDF) and included in the Built Environment Performance Plan (BEPP) guidelines. This Volume of papers intends to apply different conceptual and functional

¹ Transit Oriented Development (TOD) is a phrase used to describe a particular approach to and outcome of city building focused on public transport access and mobility. the most widely accepted criteria for TOD is higher density, mixed land use property development in close proximity to public transport stations that has high quality pedestrian infrastructure and significantly reduces parking for private vehicles, Inclusivity within TOD environments is growing in prominence and refers to significant levels of subsidised and, affordable housing and supporting community facilities and amenities to ensure a viable mix of income groups. The South African Cities Network has a series of publications on transit oriented development that can be referred to as further reference found at www.sacities.net.

lenses to the employment of TOD as a strategic response to the urban spatial transformation question, with specific attention to the role of land and urban land governance.

Proposals should respond to one of the following themes:

3.1 Land ownership

Research papers responding to this theme should look at the redistributive aspects of land but expand this to reflect on how we ensure that those who own land are able to implement measures that tie in with the transformation goal of South Africa, and of their local city governments in particular. This would include an exploration of the strategies that could be used to engage relevant stakeholders towards meeting inclusive transit oriented development objectives in this instance. This paper should respond to following questions:

Who owns urban land in and surrounding public transport corridors in South African cities? What proportion of land ownership (particularly strategic land) is held by government spheres, state owned enterprises, private owners of different kinds, etc.? Who are set to be the major 'winners' resulting from the intensive investment in public transport corridors; Is it worth debating and exploring how to diversify and broaden land ownership along the corridors? What would some specific redistributive requirements for land owners to meet in targeted corridor areas entail? What approaches could be utilised to ensuring broader based black owned equity stakes in TOD?

3.2 Role and management of public space, roads and open space networks

Public space and roads are often not thought about in land terms. However these are critical land inputs into the fabric and character of any urban environment that stitch the city together. Management response and the envisioned role of this land is often dependent on who claims ownership (gating of streets, fencing of parks ect). Research proposals for this theme should respond to the following questions: How can streets, sidewalks and public spaces more effectively facilitate multiple transport modes and users access and safety. How can open space be better managed to promote the functioning of natural ecosystems? What kind of management, retrofitting and development of public urban land and roads is required to more effectively contribute to realising inclusive TOD outcomes? What public space and road management models could be employed in targeted TOD areas to create inclusivity and safety?

3.3 Land based financing

A significant amount of interest has been generated around capturing land value increases associated with infrastructure investment to finance TOD. There have been a number of research pieces internationally and increasingly locally exploring the various ways land can become instrumental to financing TOD. Proposals provided under this theme should engage specifically with what land based financing could mean for achieving inclusivity in TOD in South Africa. This paper will need to respond to the following questions: Which land based financing approaches could facilitate the development of inclusive TOD and explain how they could to be structured -Are there specific considerations or approaches for how South Africa ought to understand and pursue land based financing models in order to achieve its objectives?

Are there instructive local / international examples where value capture has provided for more than financial returns to ensure more social and just outcomes are achieved?

3.4 The policy and legislative framework

Inclusive TOD seems in large part to have to deal with the redevelopment of existing areas of the city. Experiences in well located corridor development to date has demonstrated the power of existing residents to halt, change and even resist change that they perceive will negatively influencing their private interests but has clear policy support and anticipates greater public benefit. Is there a need to revisit the land and property owners' rights in South Africa relative to redistribution and broader based access to high quality urban amenity? Are the legal aspects protecting existing private ownership patterns not contradicting the ability to effectively translate land and urban transformation policy intent into practice? Taking a long-term view, are there also issues to consider regarding how multi-generational accumulation and aging populations also serve to undermine the urban spatial transformation and urban efficiency agendas?

Papers provided under this theme should deliberately explore this contentious and highly emotional topic. In the face of much societal frustration, there has been notable socio-political advocacy for land transfers with no compensation. Considering the possible scenarios and accompanying permutations is perhaps an import aspect to engage for TOD-based development strategies (e.g. if these corridors are believed to be where the future prosperity of cities will lie, is it not important to think about which urban land ends up in whose hands and who has the power to decide and influence land development and for whose benefit?).

3.5 Informal land markets and uses

Significant proportions of urban growth will locate within informal settlements or informal land development processes. Much of the populations living in these environments will depend on public transport or walking for access and mobility. If inclusive TOD is the desired objective, then does this issue not provide different challenges and opportunities for ensuring improved living conditions for poorer residents living in cities? Papers responding to this theme need to consider how informal land development and use processes can be factored into achieving TOD outcomes. How can informal land markets function more effectively without diminishing their attractiveness to poor (sometimes migrant) residents who benefit from the affordability and anonymity that such environments provide? How can land based interventions improve the living and access conditions in informal settings?

3.6 Package of land development rights and densification

Land intensification and densification along public transport routes is a prominent element of achieving effective TOD. Unit densities are reliant to a large extent on the permissible land development rights associated with a particular land parcels zoning. To achieve the required densities developers are often required to go through a cumbersome series of processes to obtain land development rights. Cities have a history of attempting to provide incentives for developers in various ways. Some cities are continuing to explore the possibility of rezoning priority areas internally to make these areas more attractive to developers. Proposals

responding to this theme would need to consider: What has been done in cities in the past to promote development and densification in priority areas and what have been the outcomes to date? What are the implications for cities in running a series of internal arrangements to ease the burden for developers in obtaining the package of rights? What are the challenges and what are the opportunities? What other land factors should cities be aware of when thinking about an areas densities- Are there minimum space requirements (public and private) for certain density thresholds? What are the key factors that determine density? What practical programme can be proposed for city governments to facilitate density in TOD corridors considering the factors within their control but acknowledging those outside of their control?

3.7 Institutional systems and behaviours

It is unclear the extent to which Institutional systems and behaviours are in fact engaging with land as a strategic asset. A key question for consideration in this paper is to what extent our existing public institutions are intentioned, positioned and capable of the kind of effective land governance we would need to achieve the set objectives? (i.e. including the kinds of transversal governance, transparency, inclusive beneficiation, assertive / aggressive positions, efficient administration, etc.). Moving beyond this reflection the paper should discuss and recommend the various institutional and behavioural transformations that are required to give effect to complex land based strategies?

3.8 Economic development and employment

Cities are the engines of economic growth but are expected to improve their economic output and grow significant employment opportunities over the coming years. Given the urgent pressure on cities to grow economies (large and small) and employment, what would the implications of a TOD-based strategy be in terms of the kinds of priorities and choices around use of urban land required? Are there contradictions? How can a TOD approach be thought about in a manner that promotes the growth of economies and concurrently provides inclusive and liveable environments? What regional economic questions relate to the development of highly dense compact corridors? What urban regional land considerations are required in the functioning of urban regional economies? Are there instructive local or international examples to substantiate?

4 Deliverables

The following series of deliverables is defined per successful proposal:

1. Agreement with the project manager on delivery timeframes, and intermediate milestones within 1 week of confirmation of contract (2nd week of February 2017);
2. A presentation of the concept outline to be made at a collective review workshop in early March 2017 , including initial lines of argument and analysis in the form of a PowerPoint presentation accompanied by a paper outline. Deliverable specifications for contributions are as follows:
 - a. Papers should be scholarly research, policy or review (descriptive) papers written in English language.
 - b. Word count should be between 5000 and 6000.

- c. Papers to be submitted as a Word document with supporting figures and imagery supplied in high-resolution. Data for figures and tables should also be provided in excel format and clearly labelled.
3. A first complete draft paper presentation to be made at the second collective review workshop in mid-April, including research findings, analysis, core arguments and recommendations in the form of a PowerPoint presentation accompanied by a complete first draft paper;
4. A final paper (following inputs from 2nd workshop), with an executive summary to be submitted by 15 May 2017.

5 Expertise Required

The successful bidder/s should display relevant experience, technical expertise or capabilities with respect to the following:

- ✿ Understanding of local government /city/ urban development and spatial planning and land use development
- ✿ Knowledge and understanding of literature and practice around urban land management, spatial planning, sustainability, land and the role of effective land and spatial planning in transforming and reconfiguring urban space
- ✿ Knowledge of powers and functions in South African government, as well as the legal and policy framework for land management
- ✿ Understanding of the Transit Oriented Development concept and its accompanying principles and local contextual issues would be advantageous
- ✿ Experience with public policy and planning
- ✿ Familiarity with the South African Cities Network would be of added advantage
- ✿ A track-record of good, accessible communication and writing
- ✿ Ability to work to timeframes and specified outputs
- ✿ Capacity to work interactively and consultatively

6 Resources and costing

The cost for each paper has been set at R50 000. The project is considered to be mainly of a desk-top nature, and contributors should note that the two workshops (referred to under deliverables) will be held in Johannesburg. Any disbursements such as travel and subsistence for contributors outside of Gauteng to attend these events will be covered separately by the SACN.

7 Criteria for selection

The selection of discussion papers for inclusion will be based on the proposed topic and its contribution towards the debate and will be assessed according to whether or not it responds to the scope of work. Contributors should be mindful that while contributions should be academically and theoretically rigorous, they should also have practical relevance and appeal. Collaborations between authors are also welcome.

8 Submissions and enquiries

Interested contributors should provide the SACN with:

- ✿ An abstract: indicating the theme that you are responding to; describing the proposed paper and its sources (e.g. prior research, work in progress, data sources, etc.). Proposal submissions should be up to 500 words.
- ✿ Copies of authors' profiles and CVs to support the proposal.

E-mail your proposals (or enquiries – by 25 January only) to sadhna@sacities.net by close of business on 3 February 2017.

For any technical enquiries please contact Geoff Bickford geoffrey@sacities.net.

Published on 11 January, ©SACN 2017