



Cultural mapping, planning and impact assessment

for sustainable urban development



UNIVERSITY OF CAPE TOWN
IYUNIVESITHI YASEKAPA • UNIVERSITEIT VAN KAAPSTAD



1

How-to Guide

Part 1 of the SA-EU Dialogue series

Dialogue collaborators

National Department of Sport, Arts and Culture: Dr Abraham Serote; African Centre for Cities (University of Cape Town): Dr Rike Sitas and Vaughn Sadie; Arts and Culture Branch of the City of Cape Town: Shamila Rahim; Urban Future Centre (Durban University of Technology): Dr Kira Erwin; Wits City Institute (University of the Witwatersrand): Dr Jonathan Cane and Dr Noëleen Murray; Cities Lab Katedra (University of Deusto, Bilbao): Dr Milica Matovic, Prof Roberto San Salvador del Valle Doistua and Dr June Calvo-Soraluze; School of Art History and Cultural Policy (University College Dublin): Dr Victoria Durrer; Urban Development Unit (Gothenburg Cultural Affairs Administration): Dr Niklas Sörum, Ylva Berglund and Dennis Axelsson; Cities, Centro de Estudos Sociais (CES) | Centre for Social Studies (University of Coimbra): Dr Nancy Duxbury; UNESCO Creative Cities Network through the Catalytic Sectors Office at the City of Cape Town: Robin Jutzin; and Molemo Moiloa.

Acronyms

ACC	African Centre for Cities
CCT	City of Cape Town
EU	European Union
ICC	Council of Europe's Intercultural Cities
IDP	Integrated Development Plan
IUDF	Integrated Urban Development Framework
NUA	New Urban Agenda
SA	South Africa
SDG	Sustainable Development Goal
UCLG	United Cities and Local Governments
UCT	University of Cape Town
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WUF	World Urban Forum

About the series

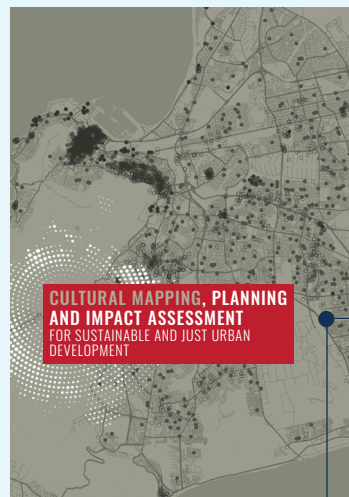
Funded by the European Union, through the "SA-EU Dialogue Facility Project", this dialogue brought together a variety of South African and European practitioners, academics and experts to explore the role of culture in urban development. The dialogue series created a platform to share case studies and best practices about the role of cultural mapping, planning and impact assessment in promoting sustainable and just cities. The SA-EU Dialogue built on existing relationships between government and the African Centre for Cities through the Mistra Urban Futures' Cultural Heritage and Just Cities project.

The SA-EU Dialogue focused on the following three dimensions:

Policy instruments: reviewing local and regional policy instruments identify ways to strengthen policy implementation through cultural mapping, planning and impact assessment.

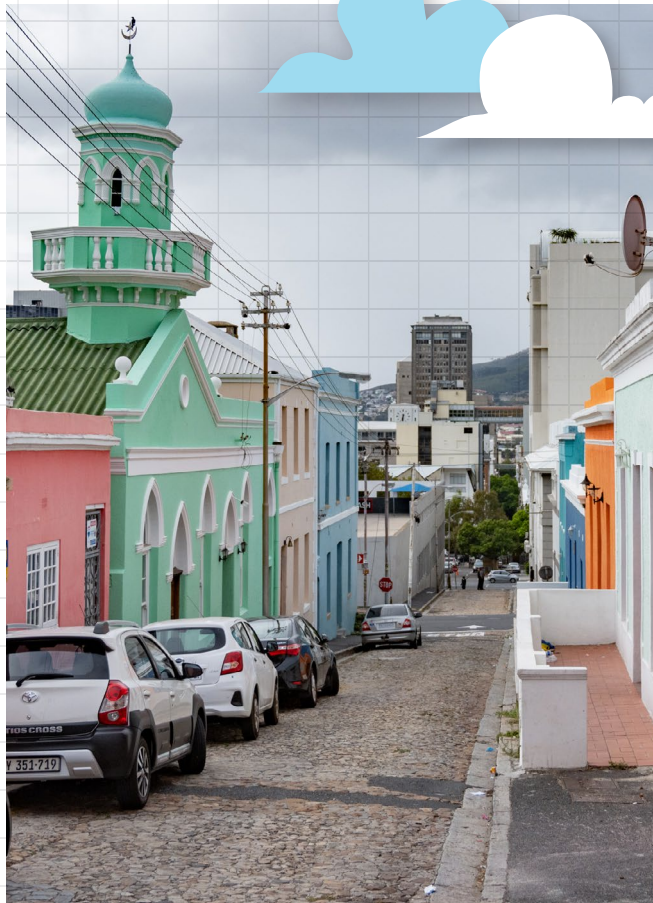
Good practice: examples of good practice from different contexts that can shape policy discussions. Partners bring a wealth of knowledge in this regard and can share the kinds of action-oriented experiences that may strengthen policy discourses and practices.

Dialogue: The exchange provided a platform for dialogue between role players from Durban, Cape Town, Johannesburg, Gothenburg, Bilbao and Dublin, with an interest in developing sustained relationships between different partners that ideally extend beyond the scope of the SA-EU dialogue opportunity.



This series of 4 toolkits and policy orientated action briefs is based on the South Africa–European Union Dialogue on *Cultural mapping, planning and impact assessment for Sustainable and Just Urban Development*.





About this brief

It is increasingly recognised that culture, heritage, and the environment are inextricably intertwined, but how to leverage the cultural heritage dimensions of sustainability in practice is still underexplored. Cultural mapping, cultural planning and impact assessments offer an exciting and engaging way to rethink neighbourhood development and the implantation of the Sustainable Development Goals (SDGs) through a cultural lens.

This brief addresses:



the **importance of culture** in sustainable and just urban development



the **need for cultural consideration** in working towards the SDGs



the **concepts of cultural mapping, planning and impact assessment**, how they contribute to the promotion of culture for future urban sustainability, and their respective processes and challenges faced



Why is it important to consider culture for sustainable and just urban development?

Culture is intricately linked to the achievement of major sustainable development goals and targets



Agenda
2063
The Africa we Want



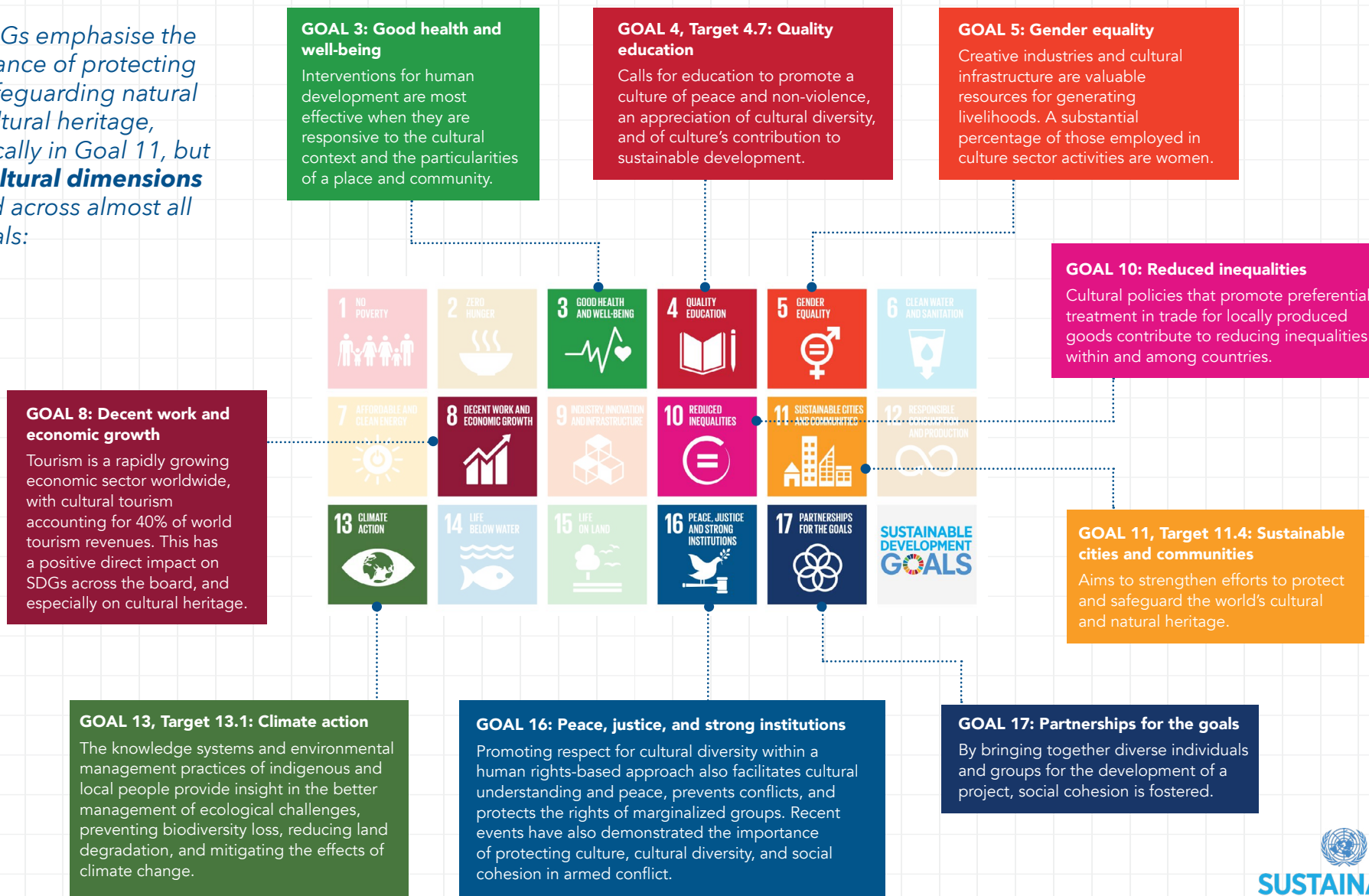
culture 21
Agenda 21 for culture
Agenda 21 de la culture
Agenda 21 de la cultura

"...cities and towns are hubs of innovation in the economic, cultural, and social realms. In the context of defining a new people-centred and planet-sensitive sustainable development agenda, cities are transformative platforms."

- DUXBURY ET AL., 2016



The SDGs emphasise the importance of protecting and safeguarding natural and cultural heritage, specifically in Goal 11, but with **cultural dimensions** implied across almost all the goals:





What role does culture play in sustainable urban development in South Africa?

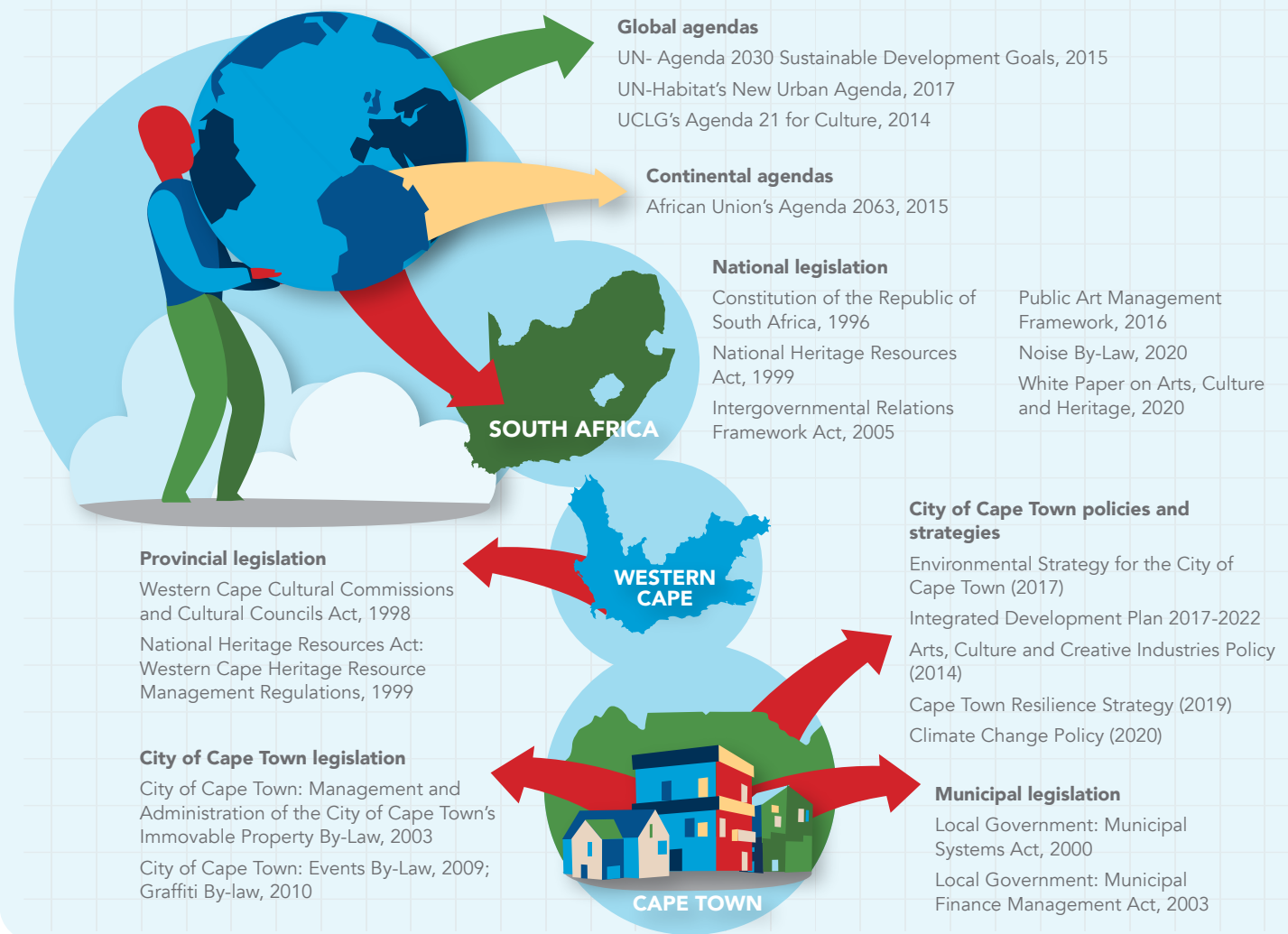
Cultural mapping and planning are well placed to identify opportunities of where culture can be leveraged to overcome the range of intersecting challenges that South African cities face, from poor service delivery, food insecurity, violence, to lingering and stubborn spatial segregation entrenched during colonialism and apartheid – all amplified by Covid-19. Inserting cultural indicators in development endeavours is crucial for long-term measurable success in creating just and sustainable cities, and in developing responses to and recovery from the Covid-19 pandemic.

Alignment of culture to the SDGs in the City of Cape Town

Cape Town is recognised locally and internationally for its commitment to incorporating culture within its sustainability objectives, localising the SDG's across all departmental strategies, initiatives, programmes and activities such as the:

- **Integrated Development Plan (IDP) 2017–2022**
- **Spatial Development Framework**
- **Cape Town Resilience Strategy**

High-level agendas, governing legislation, and local strategies and plans for embedding culture in sustainable urban development in Cape Town



Culture in CCT's sustainability objectives



CAPE TOWN RESILIENCE STRATEGY

The resilience strategy identifies culture as one of the sub-drivers of resilience through its capacity to promote cohesive and engaged communities through two action points:

- **Action 1.3.3.** Celebrate diversity and build cohesion and inclusion through art and community storytelling, to create greater social cohesion for an improved response to acute shocks and chronic stress.
- **Action 1.3.4.** Develop programmes that foster welcoming neighbourhoods, to increase social cohesion and create a sense of belonging and acceptance for foreign nationals living in Cape Town.



SPATIAL DEVELOPMENT FRAMEWORK

- **Spatial Priority 1.** Build an inclusive, integrated vibrant city: Identify, conserve and manage the heritage resources, cultural landscapes, scenic routes and special places fundamental to Cape Town's unique sense of place; Celebrate and reinforce Cape Town's diverse historical legacies.
- **Spatial Priority 3.** Plan for employment and improve accessibility as well as access to economic opportunities: provide services aimed at promoting social cohesion and enhancing social mobility in identified areas in greatest need; and facilitate economic growth and respond appropriately to the spatial needs of the economic sectors that are attracted to and operate in Cape Town.



INTEGRATED DEVELOPMENT PLAN

- **Inclusive City – Objective 4.3b Citizen Value Programme.** CCT recognises the importance of heritage in building bridges between communities, fostering public pride and making everyone feel valued in Cape Town.
- **Opportunity City – Strategic Focus Area 1.** To create an economically enabling environment and a forward-looking, globally competitive city, including cultural sectors via the Events Project, Local Tourism Project, Informal Economy Support Project, and Unlocking the Night-time Economy Research Project.



"Cultural heritage, in all its multiple forms, from memories to landscapes, is a testament to human creativity, and is a resource for the construction of the identities of people and communities. As something that is alive and constantly evolving, it should be integrated into life and society in dynamic ways."

-UNESCO'S CULTURE FOR THE 2030 AGENDA (2018) (UCLG, 2014)



How can culture be included in sustainable development planning?

Three main processes for leveraging culture for future sustainable development:

1 Cultural mapping

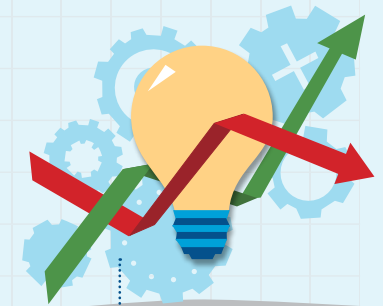
To surface local activities and networks through the people who are resident, living, and interacting within a neighbourhood. It is their knowledges, experiences, movements, and memories that become integral to redefining the cultural assets and meanings of the neighbourhood.

2 Cultural planning

To insert the findings of mapping exercises into city planning processes.

3 Cultural impact assessments

To enrich the ways in which cultural indicators are valued in economic and infrastructural development agendas.



FOR MORE INFORMATION:



See the '**EarthLore: Venda Eco-Cultural Mapping**' case study, where historical indigenous knowledge of the neighbourhood was mapped to enable the community to visualise how much diversity they had lost and to emphasise the need to work together to bring back ecological land governance systems.

See the '**City of Cape Town Cultural Mapping and Planning Programme**' case study, where the adoption of the Arts, Culture and Creative Industries Policy (2014) allowed for longer term research and the development of a cultural mapping and planning methodology that speaks more directly to the social, political, economic, spatial and historical context of Cape Town.

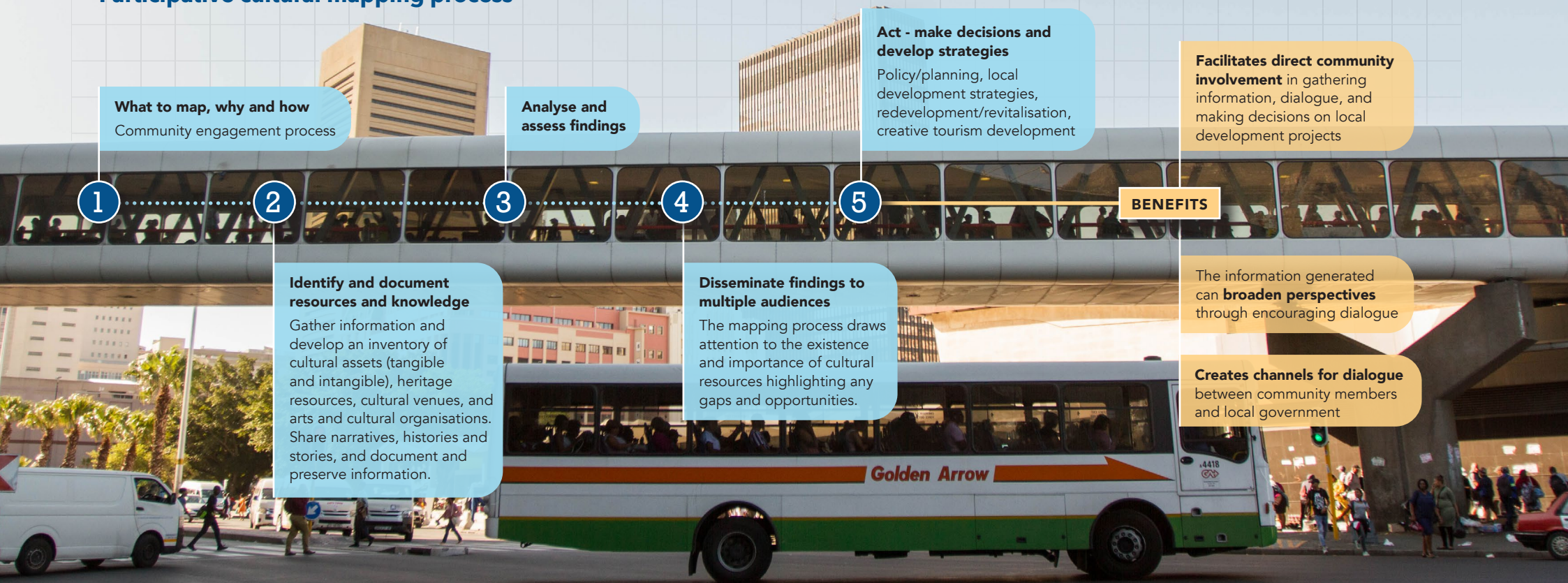
See the '**Port et Passages: Jën Rekk**' case study, in which creative and artistic work was used as a dialogue initiator to engage community members of a traditional Senegalese fishing town in assessing the cultural impacts of overfishing by foreign vessels.

1 Cultural mapping

Cultural mapping, in the context of sustainable urban development, is essentially a mode of enquiry that applies a diverse range of research techniques and tools to map a city's tangible and intangible cultural assets. Traditionally, this involved the identification, documentation, and articulation of cultural assets in a neighbourhood, but has increasingly shifted to focusing on the people who are resident, living, and interacting within a neighbourhood. A cultural map acts as a vehicle for culture-related information and comes in many different forms e.g. an artist's rendering to a web-ready, hyper-linked, multi-media interface.

It is the residents' knowledges, experiences, movements, and memories that become integral to redefining the cultural assets and meanings of a neighbourhood.

Participative cultural mapping process



2 Cultural planning

Cultural planning is an inclusive place-based process that engages local community members to identify their cultural needs, opportunities and assets to create a shared vision, strategy and action plan. This assists local government to identify cultural assets, to think strategically about how the assets can help a community achieve its civic goals, and to assess the future benefits that such assets could bring to the community.

Citizen/resident-focused cultural planning offers a culturally sensitive approach and encourages a more integrated and holistic framework to thinking through and enacting public decisions and actions.

Preparation

Identify who will be involved, the funding and timelines

Gather information and conduct research

Identify cultural needs, opportunities and resources

Assess and analyse

Review all data/information and identify opportunities and challenges

Create a shared vision, strategy and action plan

Test and adjust

Consult the public on the findings

Finalise

Implement, monitor and review

Consultation is ongoing to identify community priorities and the benefits of cultural resources

POSITIVE DEVELOPMENT OUTCOMES

Human: creative self-expression, intellectual and emotional stimulation, creative 'out-the-box' thinking and innovation

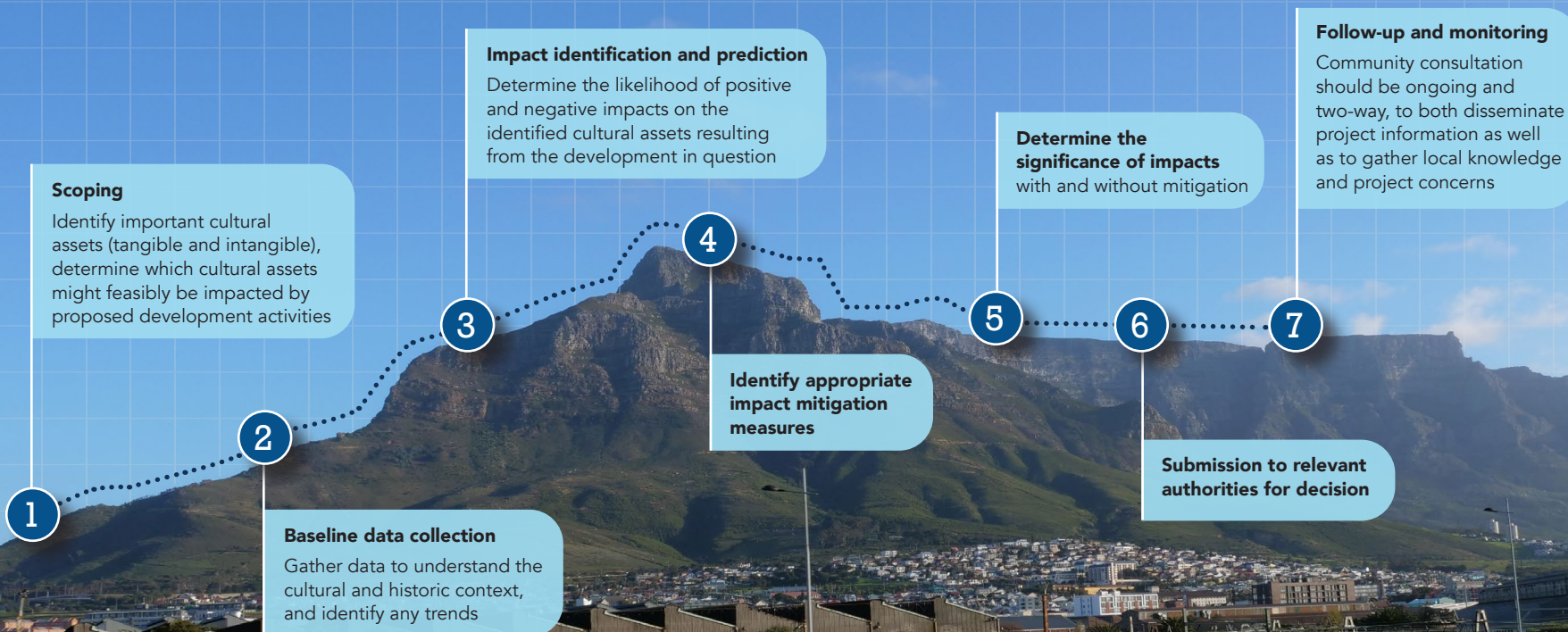
Economic: income and job creation, investment opportunities

Social: community engagement, youth development, social cohesion, local democracy and social capital

Spatial: urban growth and revitalisation, sense of place and public space

3 Cultural impact assessment

In a multicultural urban context, the design and implementation of a locally resonant cultural lens and impact assessment process on all public policies and public decision-making processes promises to be a useful tool to inform and guide planning and policy towards more sustainable and just development trajectories.



Cultural impact assessments that focus on the cultural impacts of public decisions and actions complement the international movement to integrate cultural concerns within broader planning contexts and aligns with growing calls for just and sustainable cities.

Process challenges

Despite the widespread recognition of cultural mapping, cultural planning, and cultural impact assessment, both conceptual and operational challenges continue to be evident internationally.

Integrating cultural considerations into the broader systems of urban planning, policy, and development may challenge the scope of traditional systems and reinforce questioning of how urban planning can work with incremental modes of development more aligned with community sustainability planning approaches.

Although there is agreement on the importance of culture, and the economic dimension to cultural industries, the fine-grained realities in urban contexts are often overlooked in the development agendas of cities.

Underlying challenges in cultural mapping, cultural planning and cultural impact assessments



References

African Union. (2015). *Agenda 2063: The Africa We Want*.

CCT. (2019). *Draft Cape Town Resilience Strategy*, Version 1.

Du Plessis, A. and Rautenbach, C. (2010). *Legal Perspectives on the Role of Culture in Sustainable Development*. PER / PELJ, 13(1).

Duxbury, N. (2019). *Cultural mapping, a new tool for community engagement and sustainability*. The 8th meeting of Ministers of Culture and highest appropriate authorities. Bridgetown, Barbados, 19-20 September 2019.

Duxbury, N., Cullen, C. and Pascual, J. (2012). Cities, Culture and Sustainable Development. In Anheier, K., Isar, Y. and Hoelscher, M. (Eds.), *Cultural Policy and Governance in a New Metropolitan Age*, Cultures and Globalization Series. SAGE.

Duxbury, N., Garrett-Petts, W.F. and MacLennan, D. (2015). *Cultural mapping as cultural inquiry*. New York; London: Routledge/Taylor and Francis Group.

Holleman, R. (2020). *Arts, Culture and Creative Industries Policy*. Concept Note. Arts and Culture, SDECD: Community Services and Health Directorate, City of Cape Town.

Hosagrahar, J., (2017). Culture: at the heart of SDGs. *The UNESCO Courier: Many voices, one world*. E-ISSN 2220-2293.

Sitas, R. (2017). Cultural policy and the power of place, South Africa. In V. Durrer, T. Miller, & D. O'Brien (Eds.), *The Routledge Companion to Global Cultural Policy*. Routledge.

Stevenson, N. (2003). *Cultural Citizenship: Cosmopolitan Questions*. Open University Press.

UCLG. (2014). *Agenda 21 for Culture*.

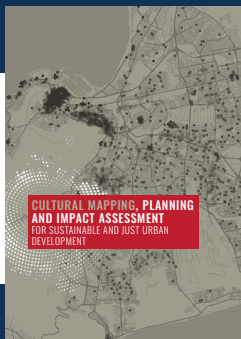
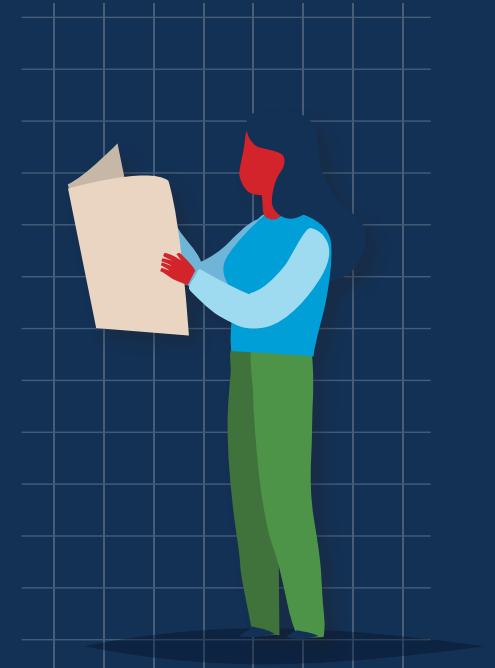
United Nations Educational, Scientific and Cultural Organisation, (2018). *Culture for the 2030 Agenda*.

United Nations (2016) *New Urban Agenda*.

United Nations. (2015). *Transforming our world: the 2030 Agenda for Sustainable Development*.

United Nations. (2015). *Transforming our world: the 2030 Agenda for Sustainable Development*.

World Urban Forum. (2020). *The Tenth Session of the World Urban Forum*. Abu Dhabi, UAE. UN-Habitat for a better urban future.



This document is one of four toolkits and policy orientated action briefs based on the South Africa–European Union Dialogue on Cultural mapping, planning and impact assessment for Sustainable and Just Urban Development, and connects to the Mistra Urban Futures’ Cultural Heritage and Just Cities project.

