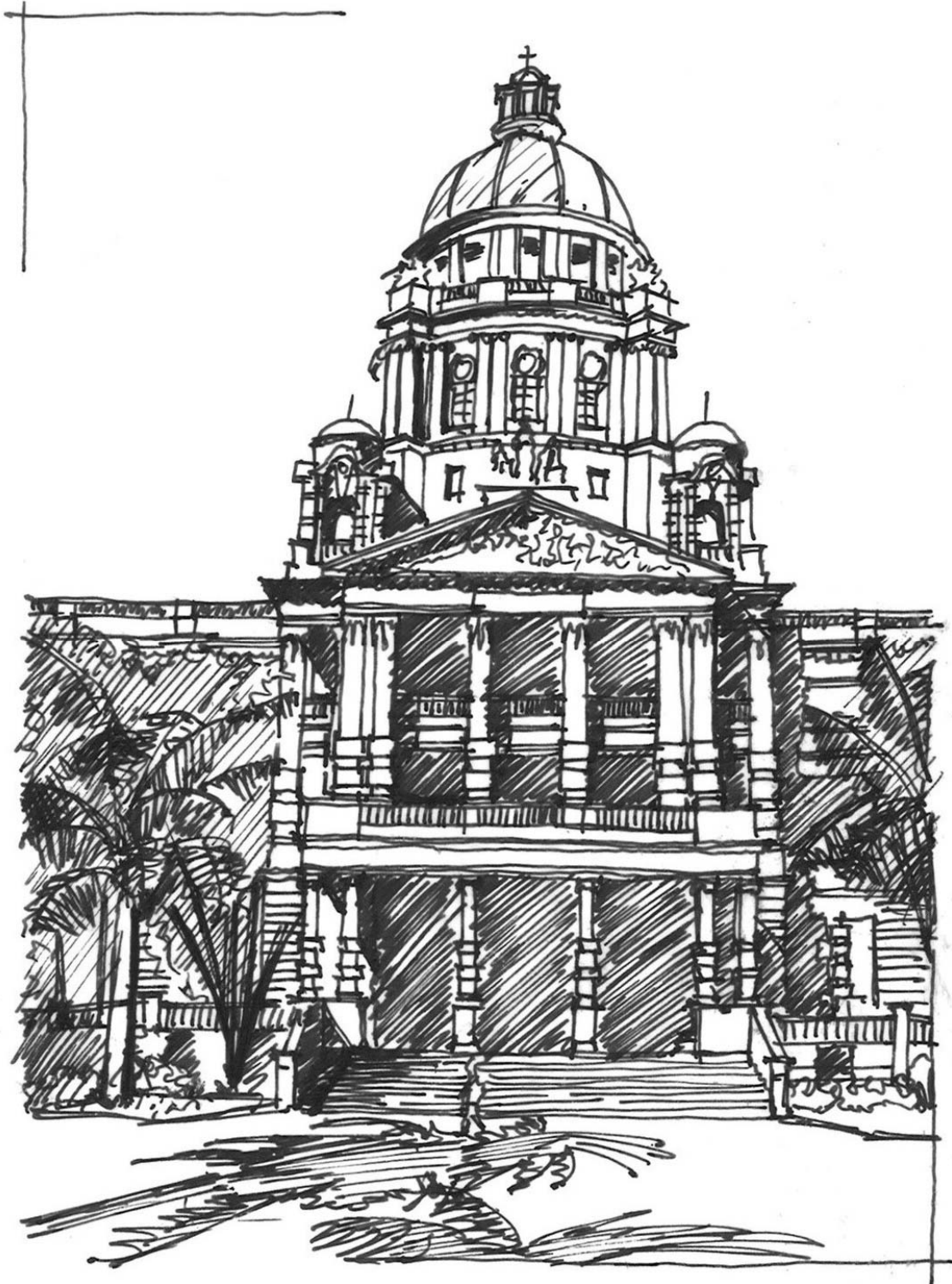


UNLOCKING THE POTENTIAL OF THE DURBAN CITY HALL PRECINCT: AN URBAN DESIGN/
TOWN PLANNING RESPONSE FOR A POST-APARTHEID SOUTH AFRICA



DECLARATION

Submitted in fulfilment of the requirements for the degree of Masters of Town and Regional Planning in the School of Architecture, Planning and Housing; University of KwaZulu-Natal, Howard College Campus.

I declare that this dissertation is my own unaided work. All citations, references and borrowed ideas have been duly acknowledged. It is being submitted for the degree of Masters of Town and Regional Planning in the Faculty of Humanities, Development and Social Sciences, University of KwaZulu-Natal, Durban, South Africa. None of the present work has been submitted previously, for any degree or examination in any other University.

Sudheshna Nair

14 January 2011

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ABSTRACT

Public space is a fundamental component of the urban condition. Throughout the history of settlement planning, its inclusion has represented the role and identity of the citizen in society. By definition, it encapsulates concepts of freedom, justice and social inclusion. The apartheid spatial experience however, has woven persistent spatial distortions into the urban landscape. Public space was imbued with apartheid ideology, promoting sinister nationalist agendas whilst defining spatial experience by race. It is the premise of this paper that South African public space must be re-conceptualized in order to embody the aspirations of a new democracy and to maintain its relevance in a post-apartheid landscape.

The Durban City Hall Precinct should represent the symbolic heart of the city. The City Hall and its primary public square, Francis Farewell Square, should capture both the city's history and the direction of its developmental potential. As the most central and prominent public space, its re-conceptualisation has the capacity to re-inspire civic identity and turn the tide of a thirty year decline of the inner city.

The process used to achieve such aspirations requires an approach broader than a single built environment discipline. Contemporary approaches to complex urban challenges call for greater integration between disciplines, in particular, the fields of town planning, urban design and architecture. The modernist paradigm has seen the divergence of interests and agendas between built environment disciplines at the ultimate expense of place making and identity. As cities grow, we are faced with the expanding monotony of an urban landscape which surrenders the upliftment of the human spirit for infrastructural demand.

This study serves to highlight the potential of the City Hall Precinct and the process and depth of approach required to inform relevant public space. The study explores integrative approaches to planning challenges and the role of design in the redevelopment of public space in city centres. Using the City Hall precinct as a case study, the study pursues this holistic approach as a replicable methodology which should underpin the development of all public space initiatives.

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CHAPTER 1 – INTRODUCTION

1.0 Introduction

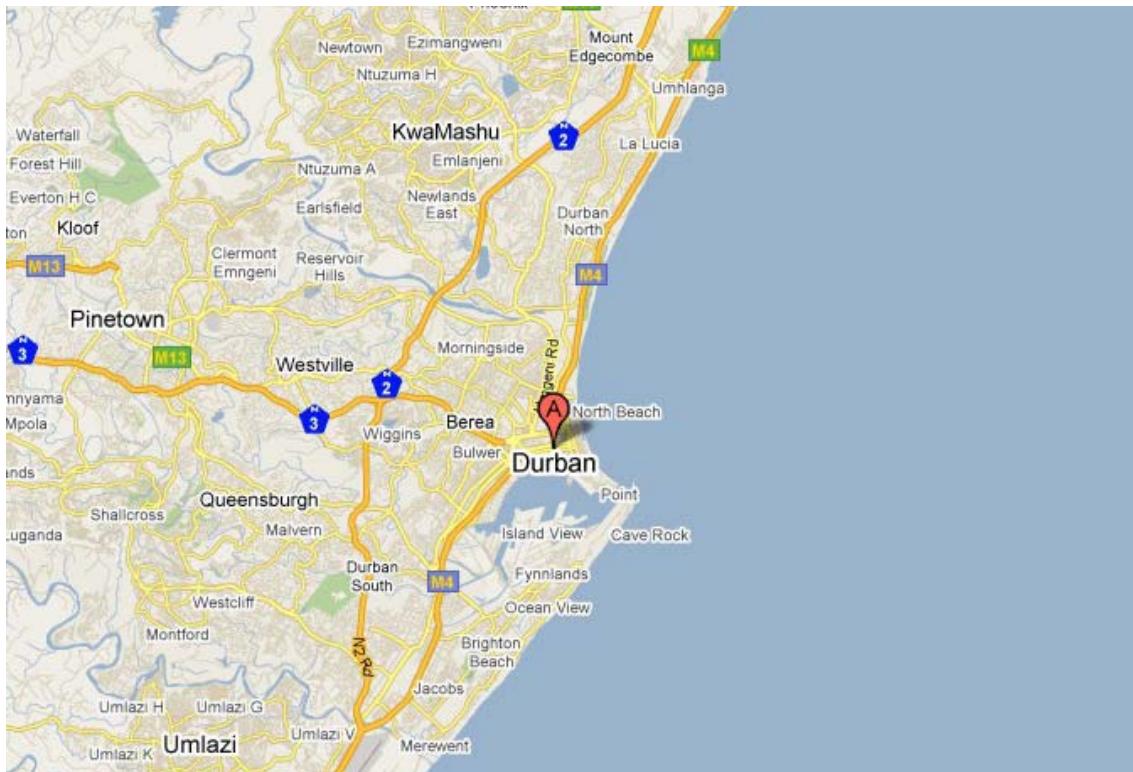


Figure 1: Map illustrating the position of the Central Business District of the city of Durban. (Google Maps, undated)

The City Hall precinct is a well documented area within Durban's eThekweni Central Business District (figure 1). It is geographically centrally located within the city centre. While there are no formally defined boundaries for the precinct, municipal literature generally defines it as the space between Dr Pixley KaSeme Street (West Street) to the north, Anton Lembede Street (Smith Street) to the south, Dorothy Nyembe Street (Gardiner Street) to the east and Samora Machel (Aliwal Street) to the West. The precinct is the administrative seat of Durban and includes the Office of the Mayor, the Office of the City Manager, as well as the Durban Art Gallery and the Natural Science Museum.

It is the premise of this dissertation that the City Hall Precinct fails to acknowledge and promote public interaction and activities within the inner Central Business District (CBD). It was designed around principles of exclusion, and therefore a re-conceptualisation of the precinct is necessary to restore its position as the social heart of the city.

A consolidated, relevant and accessible City Hall Precinct (as the social and administrative core) would represent a positive foundation for future planning of the CBD. Planning alone, while central in this endeavour will not redress the spatial, functional and social imbalances.

Contemporary international approaches towards urban regenerative planning advocate a strongly integrated approach. Their principles include:

- The integration of Planning, Design and Management as an essential trinity when dealing with urban space – the exclusion of any one of these will compromise spatial success;
- Input from a range of built environment professionals at the formative planning phase;
- An acknowledgement of the relevance of good design as key to urban success;
- The acknowledgement that design decisions can, and do, impact on planning decisions and vice versa.

This dissertation will explore the integrated approach as well as its component parts – planning, design and management - as a tool for achieving the aims of the precinct.

The dissertation will comprise and address qualitative and empirical research aspects within the study area. The research component will contextualize the study area, review the evolution of public space and examine the forces shaping urban space. Empirical research into the study area will develop benchmark criteria, and provide design guidelines and operational suggestions on how to improve the precinct.

From a procedural planning perspective, the research will develop a replicable urban management methodology that could be applied to other small scale urban precincts around the city. In addition from a spatial design perspective, a design process advocating responses to certain critical factors can be presented. The dissertation will investigate the City Hall Precinct as an archetypal project of a precinct of defined quality and size, which is essential to the larger urban network of social, administrative and functional space.

It must be noted that whilst an integrative approach will show how a significantly consolidated public space can be achieved, the research process will also draw heavily on built environment and academic fields outside of the specific arena of Town Planning. It is argued that the benefits of

research into a comprehensive planning/ design approach could change spatial planning perceptions. The cross-sector benefits of this research are understood to be as follows:

- To streamline the integration of design disciplines (at various scales) and urban planning;
- To consolidate the understanding of space in planning through a greater understanding of the human scale;
- The understanding of space and place-making at various scales may influence planning priorities or provide valuable alternative perspectives;
- To highlight the value-added benefits of a comprehensive application of design disciplines in the case study area;
- To highlight for planners, the importance of having a comprehensive background when engaging with projects;
- To raise cross-sector debates such as the importance of design disciplines in a resource scarce context when acting in the public sector capacity, by questioning the true cost of pragmatism versus design innovation; and,
- To assist in the development of procedural tools necessary in the Town Planning field for example, micro area management strategies and urban planning/ design master planning for short, medium and long term periods.

1.1 Hypothesis & Research Rationale

It is the hypothesis of this dissertation that a redesign of the City Hall Precinct will create an integrative and socially accessible public space as the functional core of the city. Furthermore, localized design intervention will yield positive spread effects at the larger urban scale. This positive foundation will provide the optimum platform for future public projects through contextual relevance, best practice management and implementation strategies. The hypothesis has been indirectly tested through a range of case studies that will be presented.

To achieve this hypothesis, the dissertation advocates the need for an improved integration of built environment disciplines and the consolidation of planning, design and management practice to create successful urban places. The act of planning considers the strategic allocation of space and resources, as well as the pre-emptive creation of value-added social and resource networks. However, understanding networks of people and places require an intimate knowledge and an analysis focused directly on creating connections between people, places, form, perception and time. As the city is subject to human perception and is thus imbued with human connections and

connotations, it becomes more than a system of resource and logistic efficiencies. To this end, both an experiential and a strategic dimension must be employed when working on any aspect in the urban context.

An investigation into planning policy and management is also necessary and will explore the planning and operational components of the dissertation. Planning issues will include alternative forms of zoning and project planning. Form-based zoning or codes bridge the policy divide between planning, urban design and architecture; relying not purely on numerical and statistical data, but on extremely localized spatial factors to ensure continuity and contextual relevance in built form. From a policy perspective, these codes are not merely design guidelines but regulations enforced at a municipal level. Form-based zoning is rooted in the development of space for the public benefit. However, the true value of achieving these codes lies in the public process of revealing a cohesive social vision of the formulation of spatial standards and processes. Area Based Management (ABM) is another planning tool which has been employed with much success and would suit the circumstances of the precinct.

The necessity of operational and urban management policies will also be highlighted, as it is during this part of a project lifecycle that a project is most vulnerable. Well considered projects often fail as there is no consideration given to the post-implementation phase. The use of new operational methodologies can improve resource efficiencies and expose unique opportunities in resource scarce contexts.

Research into an integrated planning, design and management system will yield greater benefits than planning alone. Additionally, an integrated approach broadens the possible range of planning interventions by revealing opportunities only visible at smaller scales. This process will reveal the full extent of possibilities available in the study area whilst providing a way for rectifying spatial imbalances.

1.2 Research Aims and Objectives

The dissertation topic requires an urban precinct of a human scale, manageable extent, unique functional/ experiential quality and integral public value. The City Hall Precinct meets all of these preconditions and was chosen as the focus of the research. The objective of this dissertation is to explore the creation of relevant public space, within the study area, through the application of an integrated planning/ design process.

The City Hall and the Francis Farewell Square does not promote optimum public participation and accessibility. It will be proposed, that an appropriate planning response to the study area demands a simultaneous intervention from a range of built environment disciplines. Key amongst these responses would be planning, design and management. Thus, only an integrated planning response would be able to achieve a relevant and contextual outcome. A procedural planning driven approach would be flawed as public space must be understood at its full range of scales.

Viewed within an urban planning paradigm, this approach has gained increasing favour in international examples of urban redevelopment. Additionally, planning systems in South Africa would benefit from context specific intervention but also replicable procedural systems that will optimize the development and management of public space.

1.4 The Research Question

The demands of the topic were streamlined into a primary question which would define the field of research. This primary research question was articulated as follows:

What measures and principles of the built environment could create successful urban character and engage the city hall precinct with its users and the rest of the city?

Similarly, in order to unravel the complexities of the primary research question, five subsidiary questions were formulated. These are outlined below:

1. How socially/ functionally responsive is the City Hall Precinct to the public?
2. How responsive is the precinct in formal/architectural terms?
3. What procedural systems are employed by the municipality in planning and managing the precinct?
4. What type of urban environment is the City Hall precinct, during and post-apartheid?
5. Can changes in surrounding urban architecture or land use create more usable space?

1.5 Structure of the Dissertation

The dissertation is comprised of qualitative research, precedent studies and empirical research and this approach is reflected in its structure. The qualitative research phase defines a larger theoretical framework advocating the need for relevant public space and the re-conceptualisation of existing space as a necessary part of urban development and democratic social identity. Research examples

will also be used to validate integrated urban planning as the vehicle by which this goal is best achieved.

A theoretical framework will be developed to encapsulate the research problem and to guide the direction of the study. Thereafter, precedent will be used to illustrate planning and design interventions within both historical and contemporary of contexts. This section will investigate international urban interventions, illustrating their successes (and failures), as well as lessons learnt with regard to planning, design, operational methodologies and urban management.

The empirical research component will develop design guidelines for the re-conceptualisation of the study area. The South African context and the precinct will be analyzed through planning and architectural techniques which will be used to inform a set of design guidelines and methodological responses. This component of the study is envisaged as a replicable empirical process which may be applied to other precincts within the city.

The outline of the chapters is as follows:

- Chapter 1 will introduce the study;
- Chapter 2 will develop a theoretical and conceptual framework to frame the study;
- Chapter 3 provides a historical overview of spatial planning in other contexts, especially with regard to public space and the role of design in planning;
- Chapter 4 describes contemporary integrated planning approaches; and specifically, the role of planning, design and management;
- Chapter 5 will analyze a range of international precedent of integrated planning/ design approaches to city centre regeneration through intervention in the public realm,
- Chapter 6 will examine the South African context and introduce the case study area. The chapter will argue the need for relevant public space and draw on the research of the previous chapters to outline a methodology to achieve it,
- Chapter 7 will analyze the study area through empirical methods; and,
- Chapter 8 will formulate planning, design and urban management responses from the empirical data, and concludes the study.

1.6 Research Methodology

The study uses qualitative research to create a body of literature on which to draw precedent and develop a theoretical framework whilst an empirical process is used to formulate design guidelines. The City Hall Precinct was chosen as a case study due to its functional and symbolic relevance. The study of Francis Farewell Square was imbued with greater relevance due to the inclusion of the Durban City Hall within the precinct boundaries and the centrality of the square within the city. The symbolic prominence of the square and the City Hall must also be considered both within, and outside of, the paradigm of Apartheid. While the social and political context has changed, the physical context has not. Instead, public space within the post-apartheid condition has focused on consumerist, privatized-public spaces. Democratic and equitable space needs to be promoted, not only as a symbolic gesture, but also as the first foundational step aimed at rectifying entrenched spatial inequalities. The City Hall Precinct provided an urban precinct of manageable scale and critical relevance. A holistic intervention within the precinct will ensure ripple effects across the city and would represent a positive foundation for the future planning of the CBD.

The aims and objectives of the study informed the body of the qualitative literature which was to be researched. As the study concerned an integrative approach to the built environment field, the subject matter researched had to encapsulate the nature and value of contributing fields. The relationship between the fields of architecture, urban design and urban planning had to be illustrated. Literature on early historical settlements was required to show the natural interdependency of built environment fields, whilst contemporary urban precedent was required to illustrate the resurgence of integrative approaches and the importance of design input in planning phases. Investigation into the built environment disciplines further extended the body of researched literature. These were endorsed by the precedent studies which described the necessity of certain strategies to their success. The value of concepts such as urban management and urban renewal arose directly out of this process, respectively offering an essential strategy and a framing theoretical concept to the study. Literature on the South African context was also required to contextualize the case study within a historical and socio-political context and to understand its unique challenges.

A theoretical framework was developed exclusively from reviewed literature and framed the parameters of the research. The historical precedent was used to illustrate the foundational nature of public space, its fundamental and seamless inclusion into early settlements and its ideological and functional necessity within contemporary urban space. Theoretical commentary, supported by the

conditions of contemporary precedent prior to integrative intervention, was used to describe the conditions contributing to the decay of the public realm. The precedent also highlighted the nature and value of the processes used to reconceptualise urban space, their spatial and cultural impact and their role within urban renewal strategies. The theoretical framework has been used to put forward the premise that the infrastructural demands of an urban environment often prioritized short-sighted delivery over long-term vision. Both historical and contemporary international precedent has been contrasted with the South African context which manifests spatial and social distortions incurred through its political history. The research has endorsed the need for relevant public space in South Africa, and the method used to achieve such an urban intervention in the most considered manner possible. The qualitative research was used in conjunction with the empirical data to develop a set of design guidelines for the re-conceptualisation of the case study area.

The empirical analyses relied upon methods of data collection which included spatial analysis, visual evaluation, critique sessions and interviews with users, built environment professionals and officials. The case study was aggregated into quantitative components to determine its functionality through a Responsive Environments Analysis. The analysis defined criterion which included permeability, variety, legibility, robustness, visual appropriateness, richness and personalisation. The evaluation of the analysis was informed by Lynch's theory of image-ability (1960) and concepts of cultural, historic and pedestrian orientated city centres uncovered during the qualitative research. Specialized software (for example GIS, CAD and digital media packages) were used to illustrate maps and layouts of existing conditions and suggested interventions. Photography and hand sketches were also used to capture street views and the spirit of the case study condition.

The responsiveness of the City Hall Precinct was further validated through qualitative interviews with users of the space. By its nature, the study lends itself to largely qualitative methods of research. The broad range of factors affecting space and form, and the resultant human functional relationship are extremely difficult to quantify or don't adequately capture the nuances of the human experience. Additionally, while quantitative methods are certainly applicable and necessary, they require highly specialised knowledge and developed sensitivities. General respondents who use the precinct had to be approached in a casual and flexible atmosphere. In addition, questionnaires had to rely on simple, highly qualitative and experiential data. This proved necessary to the design approach; informing an intuitive, user's perspective to the subsequent design guidelines.

Fifteen respondents were interviewed following a random sample over a period of a month. Extending the survey period over the course of a month ensured observational depth with regard to the type of user and the nature of activity occurring within the space. This highlighted potential externalities which included a busier retail period over December and potential public holidays; externalities which represent the dynamic and divergent conditions facing the precinct. The sample included three respondents to the northern, eastern and southern boundary of the precinct, and six respondents within the primary public space itself; Francis Farewell Square. The respondents were asked to comment on the functionality of the space in a simple questionnaire. The questionnaire also asked for their response to certain suggestions for the improvement of the precinct and, whether or not they had any suggestions of their own. Understanding the values and needs of the users of space is vital to its resolution. It is also vital as a methodological tool in demonstrating the transparency of approach and principle which is the ethos of representational space.

The range of information required to inform the development of design guidelines, as well as the specialized nature of feedback required, demanded input from specific individuals with prerequisite knowledge and experience in the area, legislative systems and the built environment. Interview sessions, personal communication and critique sessions were conducted with specific individuals in the private and public sector which could contribute to an understanding this specialized dynamic. A purposive sampling method highlighted built environment professionals, city officials and property owners/ tenants with experience in the area or in the fields of architecture, urban design or town planning. In addition, a snowball sampling method was used to extend the range of respondents. An architect, who was tasked with the creating the original development brief for the precinct whilst in the public sector, was interviewed and provided in-depth insight into the city's priorities and strategies for the precinct. An official (town planner) within the city's Special Projects Unit was also interviewed to further an understanding of public sector perspectives and demands. An architect practicing within the precinct provided useful spatial observations, provided direction into additional research and offered critique for the proposed design suggestions. Urban design input was sourced from an architect in an urban design practice, who provided additional design critique and suggestions.

The empirical data was synthesized, informing a methodology to achieve the functional priorities of the precinct as set out in the City Hall Development Brief. Conceived as a set of guidelines by the municipality which would inform a masterplan for the precinct, the City Hall Development Brief was used as a point of departure for the study. It highlighted critical areas of consideration for

masterplanning and its potential functional priorities. The concepts of the brief and the qualitative research were used together to ground the precinct intervention within a larger city vision. Accepting the brief as part of the premise, the study developed further on the considerations raised. The identity and role of the precinct proposed by the brief was also used to knit it into a larger city-wide framework for the purposes of grounding an urban design vision. This was a necessary foundational step to maximize the developmental potential of the area and to understand the macro influences which will identify the precinct's role in the city. A precinct network was created, describing other important precincts within the city and the potential synergies between them. The precinct network argued that the true value of the precinct could only be appreciated when part of a larger city vision. Focusing on the case study precinct, the objectives of the development brief were extended into strategic actions at a scale just beyond the precinct's boundaries to knit the scheme into the urban fabric.

Urban design actions followed thereafter, focusing exclusively within the precinct, at a manageable scale, and describing specific design interventions which would elicit the spirit of the space and improve its functionality. A conceptual sketch layout is used to illustrate the range of interventions and their effects within the case study area. The study concludes with observations and further recommendations for the development of the precinct.

CHAPTER 2 – THEORETICAL AND CONCEPTUAL FRAMEWORK

2.0 Introduction

This chapter draws upon a body of literature which will inform the diverse considerations required to holistically address public space in the City Hall precinct. A review of current literature will guide the direction of additional research over the course of the study and will ultimately inform the formulation of design guidelines for the precinct. The theoretical framework and literature supports the argument for the need for relevant public space and the integration of a range of built form disciplines to achieve it. The framework draws from traditions and theories relating to architecture, urban design and urban planning.

Reviewed historical literature illustrates the value of public space in a city and defines it as a fundamental component of self expression, equitability and freedom (Kostof, 1992). Public space was rooted both in the necessity of communal activity and the symbolic aspirations of civility and rationality (Zucker, 1959). It fostered growth in early emerging settlements and later defined the ethos and stature of those civilisations. Literature following the architectural tradition of public space is explored in the western context and serves to validate its necessity and define its normative parameters. Zucker (1959), Webb (1990) and Kostof (1992) illustrate the intrinsic nature of public space in settlement and its potent symbolism. Despite its changing role over the passage of time, these authors argue that public space is responsible for imparting meaning to urban space and defining a sense identity in its users.

Early modernist planning literature illustrates the divergence of the role of public space, from its social and civic ideals, to that of a functional allocation provided by professional intervention. The nature of public space changed with the formalisation of urban controls and the functional necessity of urban infrastructures (Jacobs, 1961; Busquets, 2004). Advocacy planners argued for the return to the base ideals behind public space and the reinvestment of design in its creation. This marked the call for a resurrection of spatial quality in urban environments, an often overlooked facet in a rapidly growing, infrastructure orientated world (Llewellyn-Davies, 2000). The depth of the challenge requires a diverse range of skills and a new vehicle for spatial design, project delivery and urban management.

The literature goes on to explore contemporary arguments for the integration of built-environment fields. Classical literature points to their integration as a logical point of planning departure, now

seldom considered. Early advocacy planners and urban movements, like the City Beautiful Movement and the Garden City Movement, extolled the benefits of design in the modern planning paradigm and encouraged a reinvestment into the aesthetic of space. Similarly, contemporary interventions and state appointed task teams now champion holistic approaches to addressing urban challenges. Urban guideline literature and form-based codes also reinforce the argument for well designed spaces. Contemporary precedent illustrates the value of design, and urban design in particular, in achieving the urban renewal objectives of new planning frameworks (Ghel & Gemzoe, 1996, 2003).

2.1 The Historical Perspective: The Public Realm and the Public Right

The relationship between spatial design and the public realm is rooted in antiquity. As early as the first century (B.C.) the Roman architect/ engineer Vitruvius (Smith, 2003) defined in his treatise “*De Architectura*”, the importance of the interrelationship between the planning, design and construction of both buildings and settlement space.

Public space was a powerful tool, a physical representation of the ideals and aspirations of its host civilisation. Kostof (1992) argues that the inclusion of public space was a representation of the communal foundation and ethos of a settlement. It affirmed the social aspirations of civility and philosophical ideals which positioned the role of the citizen within the settlement. Kostof further describes public space as a stage for the expression of the individual. Significantly, it was also the platform for social and political protest. This is especially relevant within the context of this study, as it supports the premise that the most fundamental of urban instruments was never truly realized within the South African context because of the suppression of ideologies and public platforms.

The importance of the public realm, and the public square in particular, could impart identity and meaning within its host city. It is a reciprocal act, as the settlement defines the square physically and the square imparts symbolism and identity in return. Webb (1990) cites the examples of St Peter’s in Rome, Tiananmen Square in Beijing and St Mark’s in Venice as symbols of urban sophistication, protest, and mass tourism respectively.

The advent of Modernism however, heralded a change in public spaces which were argued against by planners and theorist alike (Jacobs, 1961). Zucker (1959) describes an infrastructural preoccupation within urban spaces at the expense of civic and social ones. These conditions have

provoked a response which calls for a re-investment of social, aesthetic and cultural considerations in the making of public spaces.

2.2 Design, Planning and Urban Management: An Interdisciplinary Planning Approach

The manifestation of urbanisation is often divergent, with a growing divide between infrastructural necessity and civic space (Busquets, 2004). The results are cities riddled with barriers of poorly integrated roads, power lines and industrial land tracts. The solution proposed by professionals, theorists and state institutions is an integration of urban disciplines; a coordinated approach to maximize opportunities, prevent the replication of past mistakes and minimize infrastructural redundancy. The value of design, as a tool for defining relationships and as a method of improving value, is seen as central to this process. In urban conditions now suffering the decay of ill-considered decision making, design spearheads the renewal process.

Kevin Lynch's (1960) theory on the legibility of urban space relates to the importance of design within the urban fabric. By deconstructing urban space into basic elements which can be quantified and functionally analyzed, the quality of existing urban conditions and proposed changes can be understood. The imageability of the city also stresses the importance of the cumulative effect of a number of individual elements on the identity of space, and the value of spatial identity in creating a memorable, vibrant and popular city.

Good design is also fundamental in urban renewal strategies and in defining the visible standard for the direction of a city's long term growth. Precedent literature on the cities of Potsdamer Platz (Berlin), Copenhagen and Barcelona validate the importance of design in achieving their renewal goals. In much of their work, especially *New City Spaces* (2003) and *Public Spaces Public Life* (1996), Gehl and Gemzoe explore successful Scandinavian case studies of reclaimed public space and the regional level implications of localized design. Through well-considered design intervention the course of Copenhagen's inner city development was timeously shifted towards a people-centric environment. The fore-sighted intervention spared much of the historic inner city from the fate of many historic European city centres, which were lost through the 'comodification' of the private motor car. The effects of Copenhagen's altered urban environment went beyond the physical and influenced the cultural identity of the city's citizens in what is a validation of Kostof's (1992) earlier sentiment on the symbolic/ cultural power of space.

Piano (1997), reacting to the very different context of Potsdamer Platz (Berlin), used design intervention to recreate the spirit of place in a contextually and temporally relevant manner. Having been subjected to cosmopolitan culture, ideological suppression and the ravages of war, design was used as a tool to heal the city with Potsdamer Platz becoming symbolic of a newly reunited Germany in the process. Unlike the examples of Copenhagen and Barcelona, Piano took cognizance of the cultural traditions but employed a different perspective in his intervention, favouring a reactionary approach to the suggested re-constructionist one.

The integration of holistic planning approaches to urban renewal challenges is being championed by urban advocacy groups, state institutions and theorists. Literature like “Towards a Strong Urban Renaissance” (Urban Task Force, 2005), “By Design – Urban Design in the Planning System: Towards Better Practice” (Commission for Architecture & the Built Environment, 2000) and the “Urban design Compendium” (Llewelyn-Davies, 2000) make a case for a greater design consideration of the public realm and the closer integration of built environment disciplines. As part of their approach, they cite the necessity for a trinity of actions for all urban interventions. The success of urban projects relies on an approach which spans planning, design and space management. Without any one of these facets, the integrity and longevity of the scheme will be compromised. If meaningful change is to be made to the City Hall Precinct we must take cognizance of this approach. Well-considered urban intervention could unlock the true potential of the precinct, reinvesting quality and character back into the city, whilst instilling a sense of civic pride, ownership and identity in its citizens.

2.3 Urban Renewal

Jane Jacobs’ publication entitled *The Death and Life of American Cities* (1961) presents a narrative of the decline of urban environments. In response to the Modernist paradigm, she argues for an 'eyes on the street' approach to town planning and criticized the use of urban regenerative strategies as destructive processes which were often hijacked by powerful private and political entities. This sentiment is also supported by other theorist and academics (Squires, 1991; Evans, 1997). To adequately respond to these challenges, the process by which space is formulated needs to be transparent and inclusive. The South African precedent of the Warwick Junction Urban Renewal Project located in eThekweni is used to illustrate a model of inclusionary practice. The approaches used in this example if emulated would mark a symbolic step in the resolution of the City Hall Precinct case study, as it would vest the outcome of the public space within the hands of its users.

A further case for the value of urban renewal can be made on social and economic grounds. Research illustrates a marked decline in the quality, functionality and tenancy of Durban's Central Business District over the last 20 years (Davies et al, 2000; Rushby, 2001). Christaller's Central Place Theory (1966) and Alonso's Bid Rent Curve (1964) can be used to argue for reinvestment into these already infrastructure intensive and capital rich centres. Similarly, the social value of inner city renewal is made by Evans (1997) and Biancini (1990) who take the position that town centres promote principles of universal accessibility to resources and provide a platform by which a user can achieve their potential regardless of personal circumstance.

2.4 Conclusion

This chapter serves to provide a framework for understanding the research problem and investigating measures that could be used to create successful urban character and functional appropriateness within the City Hall Precinct. The reviewed literature and theoretical framework assists in defining a structure for the acquisition of data and the direction of future research over the course of this study. The role and value of public space is presented as intrinsic to both settlement and citizen. This is entrenched in history and across culture and yet it is anomalous within the South African context. Public space should be synonymous with personal and civic identity and ideological expression.

The literature has also framed the necessity for approaching urban challenges holistically. The ramifications of poorly structured decision making and technically engineered perspectives are now being felt. In an effort to mitigate these and prevent future occurrences, the built environment disciplines must be integrated into projects at a formative stage and the formalisation of project teams and systems must be reactive enough to respond to an array of challenges. In achieving the goals of representational and functional public space, the method of its development must be sound, resourceful and functional. The challenges of contemporary public space lie not only in place-making but in its implementation and ongoing management (Commission for Architecture and the Built Environment, 2000; Carmona et al. 2008).

This chapter has attempted to frame the problem of creating successful urban character and renewing the City Hall within a theoretical framework. It has outlined the argument that there is a need for relevant, representational and functional public space within the South African context and that public space is necessary for both the city and the citizens who live there. It has also stated that the methodology employed to achieve this balance and integration is as critical as the solution itself.

CHAPTER 3 – THE HISTORICAL CONTEXT: DETERMINING THE PRECEDENT OF PUBLIC SPACE

3.0 Introduction

This chapter serves to illustrate the tradition and interdependency behind planning, public space and aesthetics by drawing on historical precedent. While this chapter is narrow in its scope and draws exclusively from a Western tradition, it will ground the role and relationship of the citizen in public space.

Settlement planning, design and public space are historically interlinked. Precedent will be used to illustrate the formative and functional basis of public space in history. The interdependency of functional and aesthetic conditions, especially at scale, within the historical tradition will also be demonstrated. This will illustrate the disparity by contrasting the intended use of public space with apartheid public space practise illustrated in Chapter 2.

3.1 The Role of Public Space in Early Settlements

Public space is a fundamental component of the urban condition. Incorporated in some form in every significant human settlement, spanning both culture and time, public space represents human expression as a fundamental anchor of society. Public space, and public squares specifically, represent the communal foundation and ethos of a settlement. It has often been considered the defining aspect of a town; both formally, as part of the structuring system, and socially as a benchmark of rationality and civility.

Kostof (1992) argues that *“The charter of public space is freedom of action – and the right to stay inactive. The second aspect is a ritual one. Public spaces host structured or communal activities – festivals, riots, celebrations, public executions – and because of that, such places will bear the designed evidence of our shared record of accomplishment and our ritual behaviour”*. The prerogative of public space as a theatre of public ritual has, in unique cases, characterized the square with its own symbolism. In this form, it is an entity which reinforces or defines the identity of its host city (Webb, 1990). Webb (1990) state that *“A few squares have become symbols: of faith (St Peter’s in Rome), protest (Tiananmen in Beijing), urban sophistication (New York’s Rockefeller Plaza), and mass tourism (St Mark’s in Venice)”*.

The representation of man is central to this identity, and as an urban element, public place entrenches the position of the citizen into the city. This ‘universal’ representation of every citizen is

fundamental in defining the historical use of public space; as a platform for social justice and the arbitration of conflict. Historically it was the centre where public justice was meted out by a sovereign. It was also the venue for staged public action when the citizenry felt aggrieved. A natural action, on the part of a ruling power, is the control of public places in an attempt to reinforce a position of power and authority. Such action was seen in an Apartheid urban response which sought to relay a position of power and dominance through monumental architecture and public spaces subject to the control of basic rights. Kostof (1992) explains: *“public space is the canvas on which political and social change is painted. It is not enough to take over the reins of a city, to overwhelm an existing social order and supplant it with a new one; it is important to demonstrate this change in the design and uses of the public realm within the city”*.

3.2 Planning and Public Space

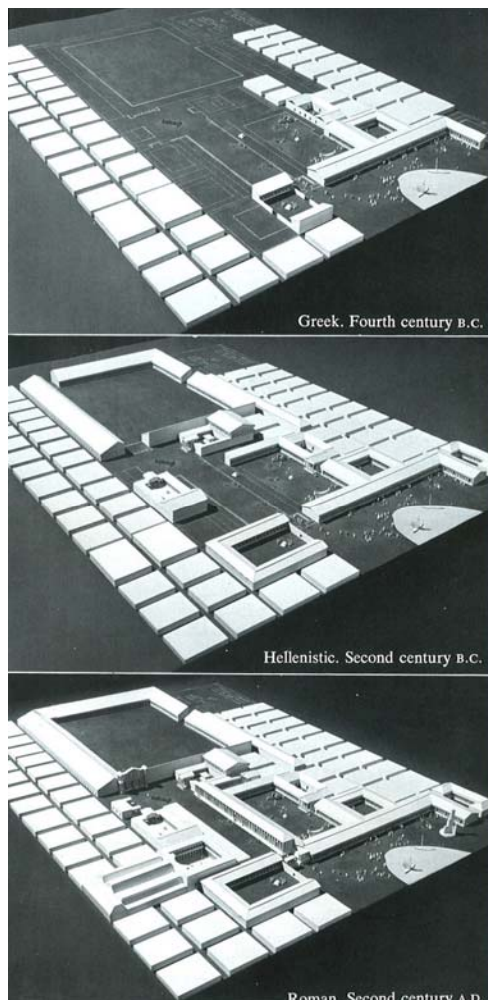


Figure 2: Public space was the constant in the planned evolution of Miletus. (Bacon, 1967)

Zucker (1959) illustrates the contemporary trend towards public space in Town and Square; *“During the last decades city planners have been primarily concerned with such problems as the use of land, the improvement of traffic and general communication, zoning, the relationship between residential and industrial areas, etc. These considerations have somewhat overshadowed the fundamental importance of the square as a basic factor in town planning, as the very heart of the city”*.

From fourth century Miletus to Haussmann’s Paris to L’Enfant’s Washington, planned public space has been as essential to urban planning as the built structure itself. Indeed, in many cases the location and rationale behind the framing structure has been subservient to the public space and not the other way around (Bacon, 1967).

Miletus (figure 2), heralded as the first planned settlement, was as defined by its public spaces as it was by its built form. In its three incarnations, first in the Greek fourth century (B.C.) form, in its Hellenistic Second

century form (B.C.) form and finally, in its Roman Second century manifestation (A.D.), changes to the settlement plan retained public space and remodelled the treatment of the framing structures.

Public space, even in this early formative era, held deep philosophical connotations and acted as commentary about the civilisation which created it. While the articulation of the space changed in relation to the ideological stance of the era the fundamental precept behind public space, its role and its position remained the same. The position and relationship of public space, in Miletus, was never incidental and was always integrated into the rational grid layout of the settlement. The grid defined blocks of residential dwellings and simultaneously provided the proportioning rhythm for the public spaces. The framing structure around the public space acted as the interface between the private realm and the public one. The settlement system, and its public space, was a single entity.

At the other end of the ideological and temporal spectrum, Haussmann's Paris and L'Enfant's Washington sought to capture the grand gesture in the Grand Manner and the incorporation of public space was as necessary as it was more than two thousand years prior.

In the 'New World', L'Enfant believed it critical to capture the planning of Washington (figure 3) in the Grand Manner, in order to motivate and reflect both the ideology and the potential of a, then young, American democracy. The Grand Manner drew inspiration from an idealized Classic and Renaissance aesthetic (further explained within this chapter) which held public space as pivotal to

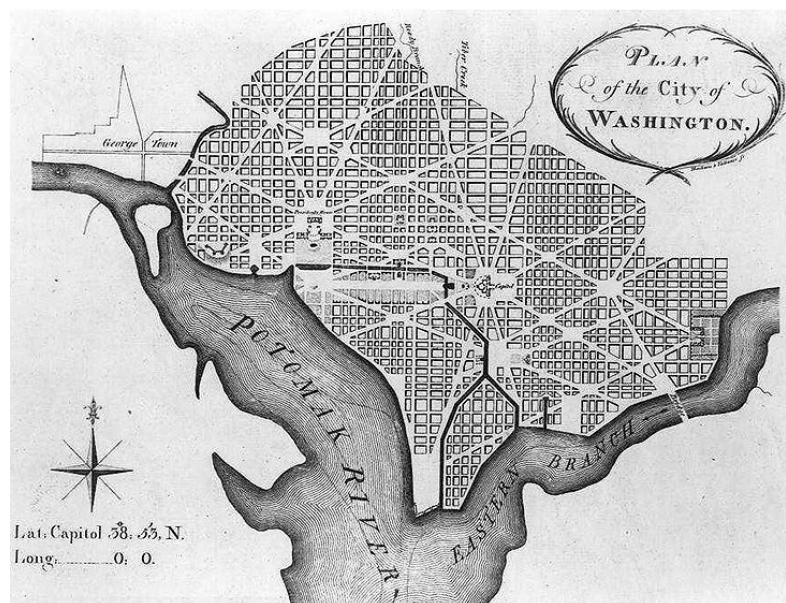


Figure 3: L'Enfant's plan of Washington. (Thackaray & Vallance, 1792)

settlement planning. Fundamental also, was the experiential quality of space in its entirety which dictated the parameters around which public space and vistas were formulated. Within this context, public space was the basis from which the built form ideology would be appreciated.

Public space however, is not restricted to planned response alone, and occurs incidentally and empirically as well. The conditions for successful public space, noted frequently in historical precedent, is the availability and location of open space as well as the proximity of synergistic land uses and social conditions. Over time, the clarity of the distribution of public space will change as a city grows, amalgamates with fringe settlements or alters its developmental focus or social identity. While a centrally located space is often a simple geographic representation of accessibility, this is seldom possible or maintained through the progress of the city.

The examples within this chapter illustrate that functionality and the proximity to traffic are preconditions for public space, with the functional focus of the settlement often defining the position of the square. Port towns tend to be predisposed to waterfront public gathering spaces whilst towns built upon a strong axis or a processional route integrate the square into this route. The functionality required may dictate additional squares as a port town may require a waterfront for social functions and a separate town square for administrative ones. The functionality of the square will also, obviously, determine its design and the integration of adjacent buildings and structures.

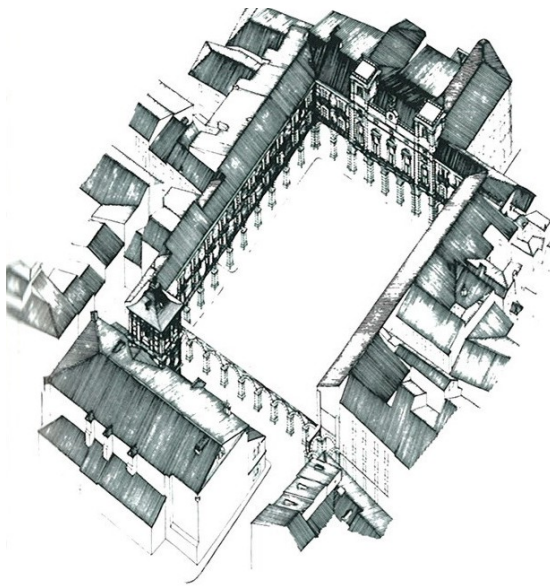


Figure 4: Public space took on regional qualities. In Spain the Plaza Mayor was found in almost every town. (Bacon, 1967)

By limiting the specialisation of the space, public squares promote the flexibility of use. Historically, the built structure was kept to a minimum, relying instead on temporary stalls or demountable systems. A focus in the form of a statue or fountain was often the only formal imposition. The square sometimes dictated the form and function of surrounding buildings. Administrative and religious buildings made use of the space to enlarge their public platform whilst 'formal' shop owners used it to market for passing trade or to sell their wares on event days. The Spanish plaza mayor (figure 4) was host to festivals and horse

races. Sienna's Campo was used for the same purpose, in which case the square was filled with soil to facilitate the games. Similarly, the built form enclosing the square, known as the frame, was sometimes altered to suite specialized uses.

3.3 Planning and Public Space in the Classical Context

The classical examples of Greece and Rome followed diametrically opposed methodologies to planning and public space. Greece, while exploring the foundation of rational systems, rooted its spatial form along empirical lines. Settlement, man and context were inextricably linked, and spatial ideology reflected this through organic spaces formed through an empirical process. Within this context, space was responsive and adaptive and man, central to it. By contrast and yet fuelled by the formative Grecian thought, Roman spatial ideology was conceived along purely rational lines. This rationality codified space with the aim of creating a universal system of spatial aesthetics under which the demands of both context and man were subservient. The Roman aesthetic pursued beauty resultant of objectivity, one that was free of man's whims and which would unite an empire under a spatially represented political identity.

Planning, as a conscious act, has sought to establish order in society. Similarly, public space was a representation of an ordering of society; of a cohesive unity representative of civilisation which would only be possible at a higher echelon of societal behaviour. French (1978), cited in Town and Square (Zucker, 1959), explains the ancient Grecian philosophical implications behind the occurrence of public space: *"(1) by sociological criteria – the evolution of society from masses of people to collections of individual citizens capable of self-determination, and (2) by aesthetic criteria – the evolution of visual sensibilities, whereby the populace began to initiate a placement of value on appearance"*.

The Agora of Athens (figure 5), was a public open space which encapsulated the social, religious and economic qualities of classic Greece. Situated in the Acropolis, a pre-classic archetypal settlement which relied on topography to offer defence and prominence, the identity of the Acropolis changed from that of a town centre to the religious seat of a civilisation with the expansion of Greece. As the functionality of the framing buildings changed and grew in prominence, so too did the status of the square; assuming a new range of responsibilities.

The Agora grew into its functionality as a result of the incremental changes to the framing buildings. The integration of the space, with the frame, and the fluid dialogue between space and building created a practical and functionally diverse space. Space was not incidental to its enclosure but designed as an extension to it. The position, form and mass of the enclosing structures were conceived in relation to the square. From a planning perspective, the shape of the square resulted

through incremental growth of the 'enclosing agents' resulting in an empirical but ordered growth (French, 1978). The functional mix of the enclosing agents was also critical.



Figure 5: Reconstructed view of the Agora in Athens with the Parthenon in the elevated position in the background. The Agora was at the nexus of religious, commercial and administrative quarters. (Fletcher, 1959)

Within the context of the Roman Empire, the planned response took on an entirely rational approach. The fundamental planned Roman settlement, the *Castrum*, was an archetypal military settlement response for frontier settlements – an almost 'rubber stamp' design. A universal settlement plan provided familiarity and a cultural reference (for Roman citizens) that spanned the geography of the Empire.

Public space was integrated into the plan at the intersection of the major entrances which bisected the settlement. This central public space, called the forum, was used for military assembly. Forums, as places of public gathering, were represented in every Roman settlement, the most prominent of which was the Forum in Rome (figure 6). While both the Grecian and Roman examples relied on a planned response to public space, with empirical changes (in the Greek context) or rational changes (in the Roman context) made to the built environment over time, Grecian public space was primarily informed by the context first and planned thereafter whilst the Roman example imposed a planned response first and adjusted this only where the topography demanded (French, 1978).

Despite a strongly developed aesthetic response, Roman public space is generally acknowledged to have failed the fundamental conditions of public space due to a technocratic approach and the interference of political forces. This is the fundamental paradox of the nature of public space and one that is evident in classical and contemporary histories (French, 1978).

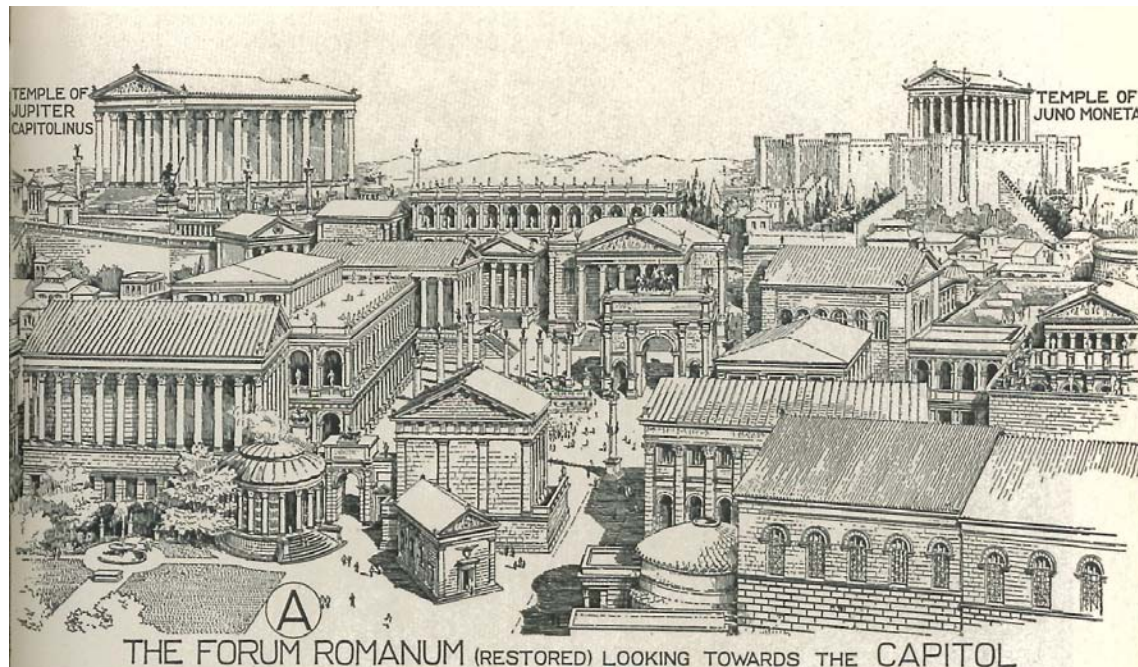


Figure 6: Reconstruction of the Forum in Rome. (Fletcher, 1959)

3.4 Planning and Public Space in the Middle Ages and the Renaissance

The Middle Ages, as the precursor to the Renaissance, laid the foundations for the ordering of settlements (and public space) along a new set of parameters. Within the Western context, this period saw the change of focus of a town from a protective settlement to a growing town with a focus on production and trade. This critical shift redefined the nature of public space, the role of the settlement and the manner in which it manifested itself (French, 1978). Much like the comparison between Greek and Roman spatial thought, the Middle Age and Renaissance attitudes toward settlement and public space were disparate. This occurred despite the Middle Age social restructuring process forming the basis for the emergence of the Renaissance. The spatial approach characterized by the Middle Ages was empirical, adaptive and centred primarily on a functional basis for human activity. By contrast, the Renaissance approach was formulaic and sought an objective set of aesthetics and a studied approach to urban form (Fletcher, 1959).

Planned medieval settlements were defensively orientated. The reawakening of routes of commerce saw a break from this insular mode of settlement. The shift from introverted commercial

pattern to a part of a trade route demanded greater accessibility on the part of the town if it was to capitalize on its location. Facilitating trade also required space that was accessible to both traders and an ever growing customer base (Fletcher, 1959).

The necessity for public space in these medieval towns arose out of these conditions. Traffic from the settlement itself, as well as new merchant traffic, demanded the physical widening of the trade route road which ran through the corridor of merchants. Additionally, this trading strip was defined by a terminal structure at either end to create a measure of legibility and spatial control. This typology of urban space is typically reminiscent of early high streets and was originally known as a Largo. Through a natural empirical process of destructive factors (fire, etc.), efforts at rebuilding occurred progressively further away from the main road, resulting ultimately in a market square in the centre of the commercial edges (French, 1978).

Measures of planning regulation were achieved through natural tendency. Institutional buildings would have inferred a certain set of controlling parameters whilst the church, city hall and guild hall would have naturally gravitated to prominent positions within the largo.

While the medieval town developed well beyond this initial formative phase, its later development and ultimate form is not critical to this study. What is important however, are the forces shaping public space and the reactions to them? French (French, 1978) describes what he believes to be the most fundamental of forces shaping the market square: *“Two contrasting forces determined the shape and size of the market square, on one hand a competitive struggle to push inward and even penetrate the square in an effort to secure the best possible location, opposed by a cooperative force, supported generally by all townsmen, to push out and back from the centre in order to provide a greater amount of common space – and an opportunity for including more merchants and a larger variety of goods”*.

It is this pragmatic, functional basis which defined the planning and form of medieval towns. Land-use and functionality were primary considerations and the ideological representation of urban form was significantly less so. These forces continue to work within the contemporary context. Market forces combine with traffic routes to yield new spaces within the contemporary South African context. These in turn become informal public spaces. This is no different from the historical example, as the end of a period of socio-economic vacuum has seen a process of naturalisation, as areas of trade absorb their natural capacity.

The economic restructuring of the Middle Ages catalyzed the social restructuring of the Renaissance. The attitude to, and the formulation of, public space during the Renaissance was different from earlier periods. The change from the Middle Ages to the Renaissance was gradual and unmarked by a singular event; it is thus erroneous to believe that there was an instantaneous shift in mindset, spatial identity and aesthetic.

The change from fortified settlement to the expanding market town marked a period of economic productivity and a fundamental shift in social organisation. Economic growth saw the shift of power from religion to commerce. This, naturally, was reflected in the planning of settlements and the use of public space. In the European context again, those countries which still followed medieval city-state systems began to change into powerful nation states to expand their spheres of influence. This new political reality saw public space and architecture actively change to become symbolic of powerful political identities.

Patronage of the arts during the Renaissance saw the formulation and application of a rational design philosophy based, in part, on the 'rediscovery' of classical Roman aesthetic ideals. This rational design philosophy was to become the driving force behind Renaissance planning and urban space. Mathematical truth was believed to tie man, nature and musical harmony with creation itself through the rationalisation of universal proportioning systems. Renaissance Humanists sought to replicate this rationality into the built environment, doing away with chance and empiricism.

Both Zucker (1959) and French (1978) summarize, broadly, the spatial conditions brought about by the application of the Renaissance philosophy to design, especially within the Italian context. The application of the above principles resulted in a conceptualisation of space in totality, albeit an entirely rational one. Total planning and the use of perspective led to the conceptualisation of urban space in plan in three dimensions. The experiential quality of space was resolved in its entirety. Space was not just planned at an architectural scale but at an urban one as well. Planning became a holistic design exercise and not just a series of individually designed spaces.

The Medieval and Renaissance examples illustrate, not two different approaches, but the singular evolution of planning and spatial design. The entrenched functional demands developed over the medieval period normalized during the Renaissance, allowing aspects of identity and ideology to be

attached to it. The first instance made the man representative of the city and the latter, the city representative of man.

3.5 Conclusions

While only a cursory analysis, and confined to Western examples has been presented, the chapter does illustrate the polarized and yet successively informed approach of each of the periods. It endorses the position of value held by public space in the ancient world, and the symbolic and philosophical implications of such.

All of the examples demonstrate that planning and urban space were historically interrelated and functionally intertwined. The overview also demonstrates that the integration of public space into settlements; was an act that was often done at the city scale and was part of a necessary functional system related to the settlement as a whole. Incremental planning was also functionally linked to public space. Purposeless or arbitrary public space was not created.

Any intervention must be cognizant of the implications of an overly rational or empirical approach. The lessons learnt from the classical traditions are just as valid now. An empirical approach alone would not be feasible considering the scale and functional variety of contemporary public space. However, an overly rational approach yields static, bureaucratic space fulfilling political agendas at the expense of social ones. The historical precedent also demonstrates an evolution of space from purely functional, to ideologically representative. This is a natural and necessary process and urban and public space should encompass both of these conditions.

CHAPTER 4 – THE CONTEMPORARY PLANNING CONTEXT: DETERMINING THE PROCESS

4.1 Introduction

This chapter will explore the primary aspects of an integrated urban planning response. In achieving public space, the process used to arrive at it is just as important as the space itself. This is particularly important considering South Africa's spatial history. Additionally, the learning experience of other contexts (in reformulating responsive public space) must be acknowledged, lest unknowingly past errors are replicated. Considered spatial responsiveness offers benefits greater than the sum its respective parts.

While the range of skills needed to craft responsive and contextual space is broad, these can be aggregated into three categories: planning (strategic or urban planning), design (urban design and architecture) and management (implementation and operational).

As a precursor, the chapter begins by validating the value of design within the built environment. It will advocate good design as fundamental to the human condition and one which promotes identity, connectedness and development.

Thereafter, each of the three categories will be explored in turn. Planning will illustrate contemporary trends in urban planning which advocate an integrated response, its benefits and describe its practice. Design is aggregated into a set of principals in the form of "Urban Design Elements and Aspects of Development Form". These are by no means exhaustive or exclusive; its use is intended purely as a platform to describe the depth at which spatial design must work if it is to be comprehensive. Urban management will explore the processes that arise naturally out of a projects lifecycle needs. The chapter will illustrate the relatively finite process of design and planning when compared to the projects lifecycle.

Reiteratively, urban planning is heavily influenced by issues regarding urban management. These concern finding appropriate resources for a project at its onset, its role within the larger urban framework during its planning, and feasibility and operational issues during project packaging at the implementation phase. Urban management, in turn, is based largely on the way in which urban planning or a plan is designed.

4.2 The Design Based Approach: The Value of Good Design

"In most people's vocabularies, design means veneer. It's interior decorating. It's the fabric of the curtains of the sofa. But to me, nothing could be further from the meaning of design. Design is the fundamental soul of a human-made creation that ends up expressing itself in successive outer layers of the product or service."

Steve Jobs. Founder and CEO, Apple, 1971.

There is no distinct definition for good design and explanations given by industry leaders, academics and professionals vary. Good design is rooted in functionality; fulfilling the need of a person or persons. Whether this functionality alone automatically manifests beauty is a contentious issue but there is an acknowledgement that sincerity of response and appropriate context manifests a form of aesthetics. The efficiency of the design is also fundamental to its perception and definition. There is also an ethos, or at the very least, an acknowledgement that good design should uplift the human spirit. It speaks about more esoteric aspects of the human condition; about the intangible wants and needs of the soul. Without the human condition, the built environment would be indistinct, reliant on self-fulfilling functionality with no sense of 'connectedness' to the user.

Based on these premises, it is correct to say that good design should be synonymous with value. Design is neither about trends nor about what is fashionable. It is about extracting maximum value and satisfying as many needs as possible in the most contextually sympathetic manner possible. This is achieved this while engaging the senses and lifting the spirit. Good design is always about sincerity.

This value of design within the built environment should not be underestimated. Articulated spaces elevate the human priorities of shelter and environment to a position above mere circumstance and necessity. Through this process, space is imbued with meaning and becomes place. This is impossible without the human element. Place and the human element become reciprocal, mutually reinforcing concepts.

The design of urban space goes beyond purely aesthetic or functional benefits and relates directly to its meaningfulness and its perception. Lynch (1960) states that *"A good environmental image gives its possessor an important sense of emotional security. He can establish a harmonious relationship between himself and the outside world"*. Kevin Lynch's theory on the legibility of urban space argues that visual quality is critical in creating memorable, meaningful and comfortable cities.

Lynch overcomes the subjective-ness of aesthetics by investigating the legibility of space or the clarity by which it is understood by its users. The imageability of urban space, Lynch argues, is elicited by five component elements; paths, edges, districts, nodes and landmarks. These in turn may be analyzed in terms of identity, structure and meaning. Through case studies of three American cities (Boston, Jersey City and Los Angeles), Lynch is able to deduce that the quality of urban space is influenced by the arrangement and relationship of these elements. While the results were subject to certain measures of interpretation by respondents, the exercise validates the positive aspects of a designed environment and the position that while *"Only partial control can be exercised over its growth"* (Lynch, 1960), the growth of a city can be positively influenced.

The inspired sentiment created by meaningful space is a powerful tool. Even without considering the direct economic benefits of beautiful, articulated space the capacity for sentiment to change perception is underestimated. Good design inspires civic spirit and guides social action. This fundamental change of social rationality is increasingly critical as cities grow and space becomes indistinct and incidental. Good design offers the opportunity to change the way in which we look at each other and at space; similarly, it changes the way in which we treat each other and space. Within this, returns of health (from walk able environments), lower stress, increased leisure (from closer proximities and time savings) and improved security arise as almost incidentally pleasant benefits.

Good design is fundamental in urban renewal strategies and in defining the visible standard for the direction of a city's long term growth. The initial cost involved in proper design consideration (with particular reference to architecture and urban design) is most often recouped, and with significant economic and social returns (Evans, 1997; Llewelyn-Davies, 2000).

Urban renewal can be argued in economic terms. In Central Place Theory approach (Christaller, 1966) asserts that town centres earned their status due their geographical centrality. The bid rent curve (Alonso, 1964) affirms this by illustrating increasing land market value proportional to centrality of a town centre. Both of these theories rely on a symbiotic relationship between rent threshold proportional to the proximity of the urban centre and advantage of location provided by the urban centre through service provision and infrastructure delivery. An imbalance within this relationship will compromise the integrity of the urban system.

Urban regeneration strategies argue economic feasibility of interventionist action by illustrating the potential value of land markets. Additionally, aborting urban renewal strategies would be unnecessarily wasteful considering their already infrastructure rich statuses (Colquhoun, 1995).

The value of urban renewal is also argued in social terms. Evans (1997) in a reference to Lynch (1960) and Biancini (1990) argues the value of town centres as spaces which engender civic identity and belonging and which, promote principles of universal accessibility to resources. Town centres also display the greatest degree of functional compaction of leisure and entertainment activities and are consumptive centres which are central to economic generation.

Both the economic and the social arguments are linked to conditions informed by spatial design and urban quality. McGlynn (1993) makes reference to the impact of contemporary economic and political forces on spatial use in 'Reviewing the Rhetoric'. She argues the importance of urban design in rectifying economic and social inequalities evident in the accessibility to amenities in a consumerist society. Contemporary society often defines the degree of personal choice by the degree of economic means available to the participator. It is within this context, which promotes personal consumption at the expense of the common good, that the value of urban and spatial design can be validated.

4.3 The Design Based Approach: Integrating Design and Planning

The interrelationship between architecture and planning are expressed as far back as the classical period. The Roman architect and engineer Vitruvius described the continuity of architecture, planning and proportion in his 'De architectura' (known as 'The Ten Books on Architecture'), a comprehensive treatise on architecture, of which planning, design and construction were interrelated principles (Smith, 2003).

He prescribed building as one of three departments of architecture. Vitruvius goes on to say that, *"Building, is in its turn, divided into two parts, of which the first is the construction of fortified town and of works for general use in public space, and the second is the putting up of structures for private individuals"*. Vitruvius subjects all architecture to three tenets; durability, convenience and beauty, of which beauty is *"when the appearance of the work is pleasing and in good taste, and when its members are in due proportion according to correct principles of symmetry"* (Smith, 2003).

Contemporary planning reaffirms an integrated approach and the role of design in solving planning challenges. New approaches such as that presented by the Smart Growth movement advocate an awareness of design principles when considering the planning of towns and cities. Arising from the New Urbanism movement, Smart Growth stalwarts advocate a 'reconnected-ness' with design, encouraging an understanding of spatial and design principles when approaching planning challenges.

Echoing the protest of much earlier theorists and advocacy planners like Jane Jacobs, the movement calls for a finer and more integrated urban grain, cognizant of localized dynamics and reactive to the specifics of each context. This degree of urban fabric detail can only be achieved by integrating design principles and considerations at the formative phase. Duany, Speck and Lydon (2010), authors of *The Smart Growth Manual*, argue against statistical approaches to zoning in favour of form based codes, which prescribe context specific spatial characteristics to areas. The authors cite the unpredictability of current statistical zoning, the ramifications of which dissuade potential investors in older areas. Design consideration also assists in easing the transition between different land-uses which would normally be objectionable; for example, *"a corner store on a street of row houses"* (Duany, Speck and Lydon, 2010).

Whilst the Smart Growth, Green Building and New Urbanism movements share a unified call for integrated methods, the Smart Growth movement calls for an amplification of a sustainable approach to urban challenges as indicated by Duany, Speck and Lydon (2010) who state that *"It is imperative for a unified design, building and conservation culture to advance the goals of true sustainability"*. Under this banner, the focus of planning and design is greater than the functional success of an immediate urban environment and the goals and demands of urban environments is cast far wider.

The field of urban design tries to reconcile architectural and town planning scales and acknowledges the often forgotten space between buildings. The Centre for Design Excellence defines urban design as *"making connections between people and places, movement and urban form, nature and the built fabric. Urban design draws together the many strands of place-making, environmental stewardship, social equity and economic viability into the creation of places with distinct beauty and identity. Urban design is derived from but transcends planning and transportation policy, architectural design, development economics, engineering and landscape. It draws these and other strands together creating a vision for an area and then deploying the resources and skills needed to bring the vision to*

life” (Urban Design: The Centre for Design Excellence, undated). The Urban Design Institute of South Africa (UDISA) further elaborates: *“The unique focus of urban design lies in the understanding of three-dimensional form and space in cities and settlements, and the relationship of this form to land, context, society and history. This understanding is firmly rooted in an awareness of nature, landscape and urbanism and consideration of the needs and dynamics of society, economy and space. Urban design is as much process as product and the implementation of urban design proposals require knowledge and skill in decision-making techniques and structures”* (UDISA).

Despite the obvious overlap between the fields of architecture, urban design and town planning, (in that hierarchy of ascending of scales); the optimisation of value and the assurance of relevance lies in the integration of the three distinct fields. The mandate of the town planner in providing an equitable distribution of functional and social resources must be validated by the quality and potential of those resources. That is to say, it is not enough to provide a resource; the value and the potential of that resource must be understood before it can be allocated. Public space as an example could be allocated purely on functional grounds. While individual or a networked public space would fall under the mandate of the town planner, at this broad scale the nuances of space can never be appreciated. It stands to reason then, that understanding the ‘capacity’ of space at a formative planning stage would yield optimized benefits at scale and within networks.

In resource scarce contexts, with limitations both on cost and time, unimaginative and uncontested built solutions are often the status quo. And yet it is precisely within these contexts that the highest levels of consideration and innovation need to be applied. A contextual and place-making approach to localized spatial design yields the maximum potential available ensuring economies of cost, optimized sustainability and social relevance.

Similarly, the urban designer can only maximize the value and functionality of space when aware of the influence of interconnected urban systems. To not take larger contextual variables into account would yield contextually-dysfunctional space. By understanding local dynamics beyond the immediacy of the designed space, public environment interventions offer more than the sum of their parts. As architecture must be cognizant of its immediate context, so too must a designed precinct take urban planning issues into account, and it is logical that planning is formulated to achieve larger strategic directives at a regional or national scale.

Precedent of this strategic approach is available through state driven urban task force groups in countries like the United Kingdom, Australia, Canada and Singapore to name but a few. In response to problems facing the urban environment in England a Task Force was formulated in 1998, with the purpose of translating *“sustainable urban development principles into strategic advice”* (Rogers, Stirk, Harbour & Partners, 2000). The strategies focused not only on legislative and planning aspects but also on issues of social well-being and environmental sustainability to define a cohesive vision to guide development at a city scale (Rogers, Stirk, Harbour & Partners, 2000). Most importantly and often overlooked by procedurally planned approaches, was the insistence of ‘design excellence’ as a critical factor in larger urban success.

In *Towards a Strong Urban Renaissance* (2005), the report by the Urban Task Force (UK), design excellence is considered a critical factor in a successful urban planning strategy. The report elaborates on the importance of design within the urban system; the procedural and legislative challenges in maintaining design standards and implementation disparities on the ground. The report begins by grounding an aesthetic reality in an economic one. The fluid nature of economics and the need for the increased marketability of cities, in order to compete and access funding, underpins the economic foundation of design excellence. This functions beyond the social prerogative of public space as a social platform and catalyst for civic pride, demanding a re-conceptualisation of the nature and value of space and, important from a planning and legislative perspective, how public space is managed.

As part of a cohesively planned approach, the report maintains that design standards must be integral to the process from inception. Typical state driven planning approaches have promoted quantity over quality, with an underappreciated value of the design component especially due to the infrastructural scale or extent of urban projects. Within the procedural system itself, standards of quality of design are often ancillary to procurement processes. Government tender processes almost universally relegate design quality and standards as secondary to cost and the importance of design differs dramatically within governmental departments. This product driven approach typically yielded short-sighted and underperforming interventions (Llewelyn-Davies, 2000).

The capacity of state in relating to, and prioritizing, design related tasks was also highlighted with skills capacity shortages and the questioned relevancy of such skills within decision making structures being primary instigators. This has obvious implications for the successful championing and implementation of projects, even if due consideration was given at project inception, as the

continuity of design is compromised over the course of the project. This relates directly to the placement of design professionals within state decision making structures. Finally, bureaucratic structures are also identified as a significant impediment.

The process of design also includes its own range of issues when initiated in the public sector. Design processes are often exclusionary from the communities for which the project is aimed. Continuity between projects, at a range of scales, is seldom maintained through procedural government procurement processes. This directly affects the urban vision and the Task force argues that processes must be adapted to meet this challenge.

4.4 The Design Based Approach: Exploring an Urban Design Methodology

There is significant documentation on appropriate urban design principles and methodologies for inclusion into both planning systems and architectural programs. Publications by entities like the Urban Task Force (2005), Commission for Architecture and the Built Environment (2000) and the CSIR (2000) espouse integrating planning and design solutions; prompting consideration over the quantitative and the qualitative aspects of space and recommending (with different degrees of depth) an understanding of space at a range of scales and an appropriateness of response.

By Design: Urban Design in the Planning System – Towards Better Practice (Commission for Architecture and the Built Environment, 2000), is a publication aimed at improving urban design standards and streamlining its integration with planning practice within the United Kingdom. The publication echoes the comments and concerns by the Urban Task Force (2005) and defines and elaborates on design concepts and implementation strategies with particular reference to the British context. ‘The Red Book’ Guidelines for Human Settlement, Planning and Design (CSIR, 2000) covers similar concepts within the South African context. However, the publication’s focus is predominantly on standards with limited input into design processes. Similarly, the integration of design and planning at a procurement and implementation phase is not covered.

The principles in this chapter have been captured under a range of synonyms and are familiar concepts within the built environment professions. However, the nature of their application has often relegated these concepts to the smaller built environment scales, namely architecture and urban design. While this literature is extensive and easily available, the scope of study into urban design principles is too great for this document alone. A broad overview however, is necessary to ground a planning/ design approach, first at a conceptual level and later, at a methodological one.

4.5 The Design Based Approach: Urban Design Elements and Aspects of Development Form

Urban design elements are the foundational principles of the built environment and are applicable both to urban and rural contexts. However, these are purely concepts and their composition and application are manifest as development form. The link between urban design elements, as principles, and development form is critical. Without principles, as a term of reference, development form would be reduced to a series of spatial generalisations. As the physical expression of the principles, there is often a predisposition to expedite development process by delving immediately into aspects of development form at the expense of the quality of process behind it. Urban design elements should be used to prompt questions about the relevance and responsiveness of an environment. Development form, on the other hand, should effectively translate the needs and desires into achievable systems.

The Commission for Architecture & the Built Environment (2000) defines urban design elements as character, continuity and enclosure, quality of the public realm, ease of movement, legibility, adaptability and diversity. These terms and concepts are not new and while there are differences in terminology the fundamental elements remain essentially the same. *Responsive Environment: A Manual for Designers* (Bentley, McGlynn, & Smith, 1985) uses many of these concepts as tools for their responsive environments analysis of existing urban spaces or in the creation of new urban spaces. The *Urban Design Compendium* (Llewelyn-Davies, 2000) defines similar urban design elements: integration, functional efficiency, environmental harmony, a sense of place and commercial viability. These urban design elements represent the formative principles of an urban environment.

Character refers to the identity of a place and an understanding of it, which is critical in achieving the right context, necessary legibility and responsiveness. A proper understanding of local character is critical in ensuring the receptiveness and responsiveness of a scheme. Character contributes to legibility and the definition that a precinct receives through its distinct character defines its role in what is otherwise a monotonous urban landscape. Similarly, this legibility entrenches the identity of the residents and aspects of ownership and civic pride.

Continuity and enclosure assist in the definition of the private and public realm. Similarly, quality of the public is essential in achieving highly functional environments, promoting civic pride and urban regeneration. Ease of movement refers to permeability and accessibility, which are necessary in

creating people orientated environments and increasing the connectivity of urban spaces. Legible environments promote comfort through familiarity and invest spaces with meaning (Lynch, 1960). Diversity refers to the functional diversity of the area whilst adaptability refers to its capacity to adapt to changing functional and social conditions.

These urban elements represent the constituent elements of urban space. They assist in rationalizing an urban environment into recognizable concepts. It is the application of these concepts that manifest as aspects of development form. The Smart Growth Manual (Duany, Speck and Lydon, 2010), A Pattern language (Alexander, 1977) and a plethora of other publications advocate finely grained, functionally varied and spatially cognizant development forms, which are applications of urban design elements. By Design: Urban Design in the Planning System – Towards Better Practice (Commission for Architecture and the Built Environment, 2000) classifies these as: urban structure, urban grain, landscape, density and mix, height, massing, details and materials. These aspects of development form refer to a descending scale of development considerations. While urban structure refers to the framework of routes and entire spaces at a planning scale, details and materials refer to issues of an architectural and urban design scale. The considered resolution of these development forms should, reiteratively, make concrete the otherwise abstract objectives of the urban design elements. An understanding of the spatial relationships at this scale has a major impact on the planned potential of urban space and has to be considered at a formative planning stage.

Recognizing this, urban design elements and aspects of development form which were traditionally the reserve of urban designers, are slowly being advocated at a planning policy level. Championing of these principles at a policy level provides the necessary enforcement required for an integrated planning approach (Commission for Architecture and the Built Environment, 2000).

4.6 Public Space Management

Contemporary society reflects the complex relationship of actors with varying inputs and agendas. The built environment has always reflected the power relationships and social dynamics of its respective age; as simple and highly distinct social hierarchies have given way to increasingly complex ones. In a similar way the resources needed to create functional space have changed and become more reflective of society complexity and increased expectations.

The custodianship of public space has historically rested in the sovereign body of the time or relied heavily on the philanthropy of dominant organisations or persons for maintenance and management. A typical example would be the case of the medieval market square, as discussed in chapter 3, which would have benefited from the patronage of the local merchant class (and the sovereign) both of whom would have benefited from a well managed and resourced amenity which their businesses relied directly upon. The larger populace also benefited from this resource but with little or no investment on their part. In the same manner, the clergy took custodianship or sponsored church squares, nobility (during the Renaissance) sponsored plazas and squares and wealthy patrons sponsored parks during the Victorian era.

4.7 Public Space Management within the Planning Context

Design, while critical, is but a finite part of the public space process. Carmona (2008), in his reference to the Urban Task Force (2005), cited that *“More than 90 percent of our urban fabric will be with us in 30 years time”*. The statement highlights the temporal nature of space; space as a static entity is susceptible to shocks and any short term benefit could quickly be lost if not managed properly. Design and management however, is not mutually exclusive. Carmona further cites the Urban Task force (2005) and the Commission for Architecture and the Built Environment (2000), describing the quality and ease of management of space as directly related to the manner in which it was designed. In an example of poor design consideration, as well as the disaggregating of municipal responsibilities across an increasing support base, he uses the simple example of refuse collection in a residential suburb in the UK. In an attempt to improve refuse removal, residents were supplied with plastic wheelie bins. However, due to differing building typologies, the bins began dominating street frontage pavement space in areas where space was at a premium and they could not be located elsewhere. This example of a universal management solution which fails to acknowledge the context of place has parallels in most local governance contexts internationally and highlights the value of design thought process within decision-making and policy environments.

In describing contemporary public space management, Carmona describes it *“as a sphere of urban governance in which conflicting societal demands on, and aspirations for, public space are interpreted through a set of processes and practices. Four interlinked dimensions for public space management are proposed: the coordination of interventions; the regulation of uses and conflicts between uses; the definition and deployment of maintenance routines; and investment in public spaces and their services”* (Carmona et al. 2008).

The difficulty in balancing the above considerations are made that much more onerous when one considers the changing nature of an increasingly representative society; the privatisation and the custodianship of public space (whether real or inferred); the broadening base of affected stakeholders; and the burgeoning demand for dwindling resources and capacity. The fundamental nature of spatial management needs to be increasingly dynamic in order to react to a constantly fluctuating socio-spatial system.

4.8 Conclusions

Contemporary practice increasingly points to an integrated response to urban environments. The complexity of urban environments is also too great to be considered in isolation; the exclusion of other disciplines compromises the projects integrity. Most often, these conflicts are patent to the project and arise only with time.

Integrated urban responses are being promoted as mandatory action by state concerns to promote the national interest. The vestment of power in the urban landscape is more powerful now than ever before. Despite the scale of intervention and the power of the forces directing it, integrated urban responses are also about the small things. In the case of Warwick Avenue Project, the actual built form was limited however, the small interventions, the processes followed and the innovative management and implementation made all the difference.

CHAPTER 5 – PRECEDENT STUDIES

5.0 Introduction

This chapter will examine three interventions into the resolution of public space within the context of city centres. The precedent will draw on historical and contemporary examples to illustrate the continuity of approach and the far reaching urban renewal benefits of localized design intervention. The international precedent will also be used to illustrate contextual differences, alternative methodologies and contrasting spatial and social agendas.

Michelangelo's Piazza Del Campodoglio is one of the earliest, conscious planning interventions. As a localized design intervention, it artfully knitted the existing urban fabric to create an inspired space which embodied the spirit of Rome. This small design intervention had a profound effect on the collective identity of Rome.

The pedestrianisation of Copenhagen's city centre saved the historic character of the city, reinforced its identity and refined the cultural mindset of its citizens to public space. The city used a long term integrated planning approach which spanned a period of 34 years to create, what is now considered, one of the most liveable cities in the world.

Barcelona used the renewal of public space to voice an ideological message and as a tool to fight issues of urban decay and crime. The city underwent a process of holistic transformation, aided in part from resources mobilized for the 1992 Olympic Games. Public space intervention has set a precedent within the city which informs ongoing renewal strategies.

Potsdamer Platz, Berlin, parallels the symbolic journey of the South African precedent and case study. The Potsdamer Platz intervention was a functional and symbolic action following the reunification of East and West Berlin. Using an integrated approach, the design sought to address spatial distortions brought about by polarised ideologies. Careful attention and considerable expense created a highly responsive and carefully articulated environment. The project, for all its successes, had endured much criticism for following a property-lead regenerative approach in which powerful commercial interests held dominance.

5.1 Precedent 1 - Michelangelo's Piazza Del Campidoglio: Planning and Urban Design Intervention in Antiquity

"A few years after he arrived in Rome, Pope Paul III (Farnese) decided to reshape the Capitoline Hill into a monumental civic piazza; Michelangelo designed the project and his Piazza del Campidoglio is one of the most significant contributions ever made in the history of urban planning. The hill's importance as a sacred site in antiquity had been largely forgotten due to its medieval transformation into the seat of the secular government and headquarters for the Roman guilds, and it was in forlorn condition when Michelangelo took charge of reorganizing it as a dynamic new centre of Roman political life."

(Trachtenberg & Hyman & Hyman, 1986)

Piazza del Campidoglio is considered a masterwork in early urban planning. Significantly, it also represents the earliest example of conscious urban design. The redesign of the heart of the greatest city in western antiquity would manifest, in physical terms, the socio-political forces acting on the city as well as the aspirations and changing fortunes of the new seat of the Papacy. This local planning and urban design act would redefine the identity of both the space and the city.

5.1.1 Origins in Antiquity

Capitoline Hill, or the Campidoglio, was the religious and political centre of Rome since its foundation 2 500 years ago (Bacon, 1967; Fletcher, 1959). One of the seven sacred hills of Roman antiquity, it was the site of the city's dominant temple, the Temple of Jupiter, the religious focus of its age and a powerful symbol of the seat of the Roman Empire. While its capital identity remained, Rome lost much of its presence over successive centuries, following the fall of the Empire.

The power of the symbolic space which once defined the greatest city of western antiquity was slowly stripped away in the medieval period following a time of political and economic reformation. With it, the prominence and prosperity of Rome slowly dissipated in favour of the more contemporary Florence and Venice.

The Renaissance, and its incarnation in Rome, followed closely with the trends elsewhere in Italy and the rest of Europe. Rome however, was to enjoy a position unique amongst all else; in the 14th Century the Papacy had returned. The return of the Popes from Avignon to Rome in the 14th century rekindled the religious symbolism Rome once embodied and with it, the drive for the reformulation of space to reflect its position as the seat of Christendom (Fletcher, 1959). Under Pope Paul III,

Michelangelo was commissioned to reshape the civic plaza of Capitoline Hill in a manner symbolic of Rome's new identity.

5.1.2 Ordering the Capital

Despite its religious, cultural and political history, Capitoline Hill was formless, unplanned space (figure 7). The plaza was framed by a range of disparate structures, built over time, with no thought given to their composition (figure 8).

Michelangelo's first dramatic departure was to re- orientate the Capitoline away from the Roman Forum and towards Papal Rome and St. Peters Basilica. This symbolic gesture reflected the shift from a political focus to a religious one, in what was to be reclamation of identity. This was not just an urban design tool, but an understated planning device which would have city-wide implications. This localized alteration reinstated the identity of the city and simultaneously, illustrated the influence of the Papacy on the city.

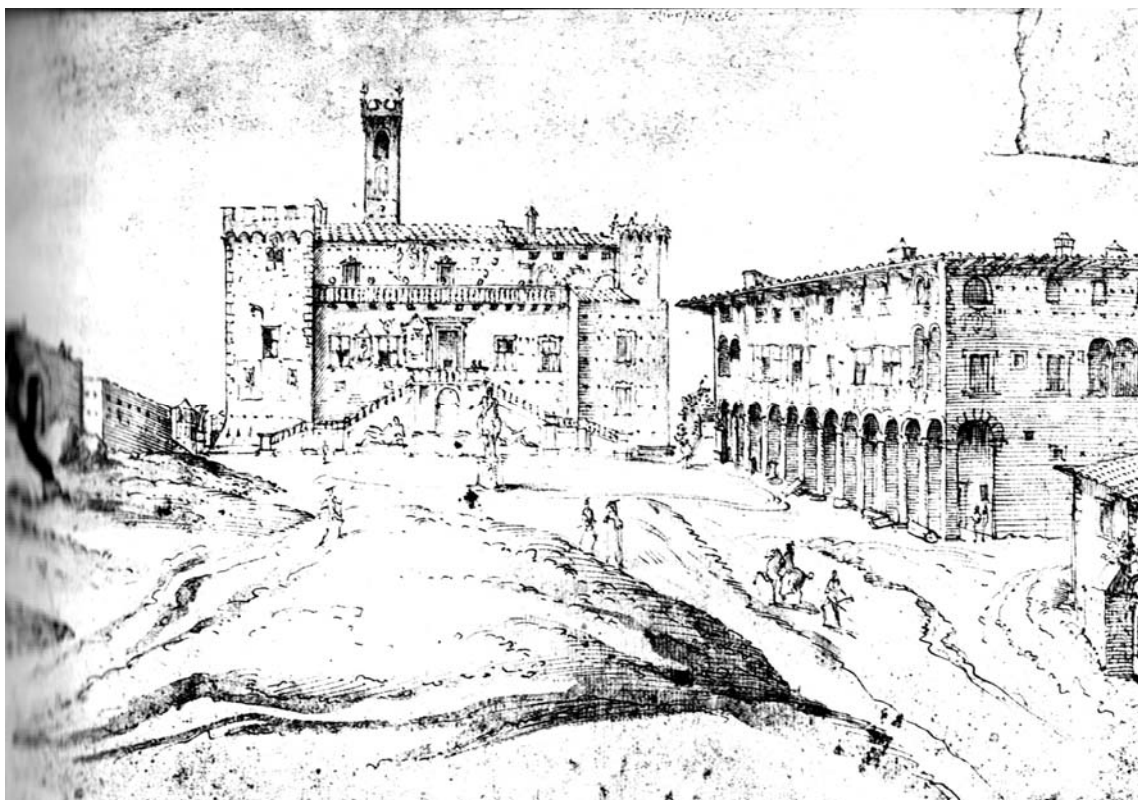


Figure 7: Capitoline Hill, prior to Michelangelo's intervention was formless, unplanned space. (Bacon, 1967)

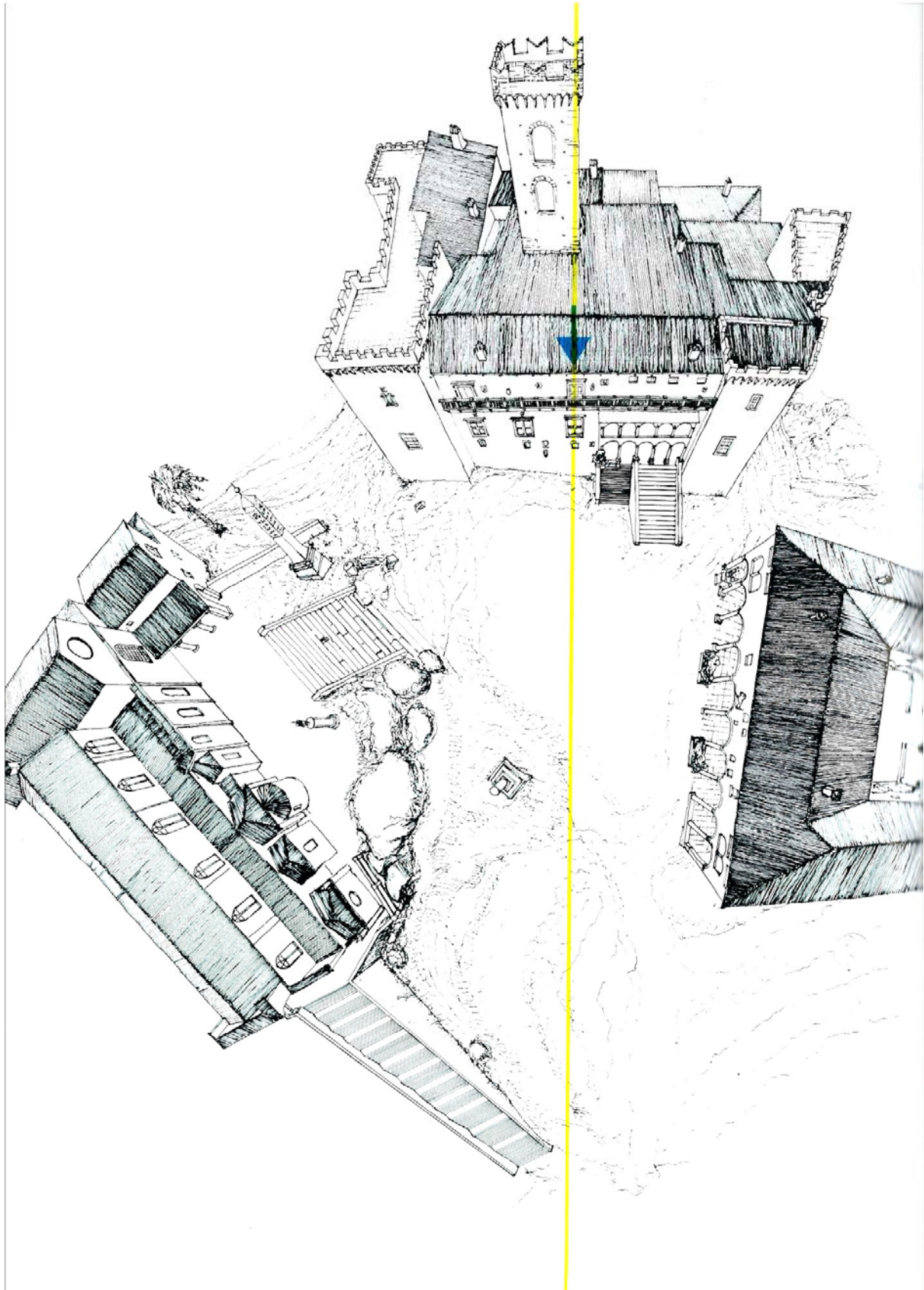


Figure 8: Capitoline Hill was populated by three structures which had no spatial relationship to each other. In addition, any symbolism the space once had had been lost over time. The central building with the yellow axis line is the Palazzo dei Senatori. (Bacon, 1967)

The larger planning focus shifted to work at a smaller scale. Figure 9 illustrates the primary actions required to re-conceptualize the space. The Campidoglio was framed by a number of disparate structures. These included the Palazzo dei Senatori (to the north of the square) and the Palazzo dei Conservatori (to the west of the square). Michelangelo created another structure symmetrically opposite the Palazzo dei Conservatori. This created a uniform square enclosed on three sides with the Palazzo dei Senatori and the head of the square. The next alteration involved the creation of a new, ordered facade for the Palazzo dei Conservatori, a facade which was again mirrored on the opposite structure. At the insistence of the Pope, the Statue of Marcus Aurelius was moved to the centre of the square and centrally to the Palazzo dei Senatori. In Michelangelo's final architectural act, a series of additions and alteration were made to the Palazzo dei Senatori which would form the backdrop of the square. These included a symmetrical staircase on the buildings façade and a niche within it, at the ground level, which housed a statue of Marforio.

Each action slowly formalized the square. By mirroring the structure of the Palazzo dei Conservatori, Michelangelo had created a symmetrical frame within which to work. By not demolishing it, he had created a context from which to work from. The new staircase of the Palazzo dei Senatori reinforced the symmetry of the square. Additionally, the staircase and the niche with the statue of Marforio aligned with the statue of Marcus Aurelius, creating a spatial and symmetrical relationship between the buildings and the square.

The final set of actions involved the surface treatment of the square itself. The square was hollowed out slightly (the height of three steps) and was paved with a star shaped pattern. The slight indentation of the square grounded it and contributed to the introversion of the square. A process of optical correction was applied to the star paving. The pattern was adjusted to the perspective of the viewer entering the square. As a result, the pattern did not appear distorted through perspective but was visible and linked each of the framing buildings to each other.

5.1.3 Observations

The re-conceptualizing of the Piazza del Campidoglio re-affirmed Capitoline Hill as the heart of Rome. In what has been termed as *"one of the most significant contributions ever made in the history of urban planning"* (Trachtenberg & Hyman, 1986), Michelangelo defined the image of a city in a single act; through action localized to a single space. The force and intention of the action was vivid enough that all subsequent Renaissance planning and urban design in Rome was cognizant of his spatial intention, and developed further upon those premises (where possible).

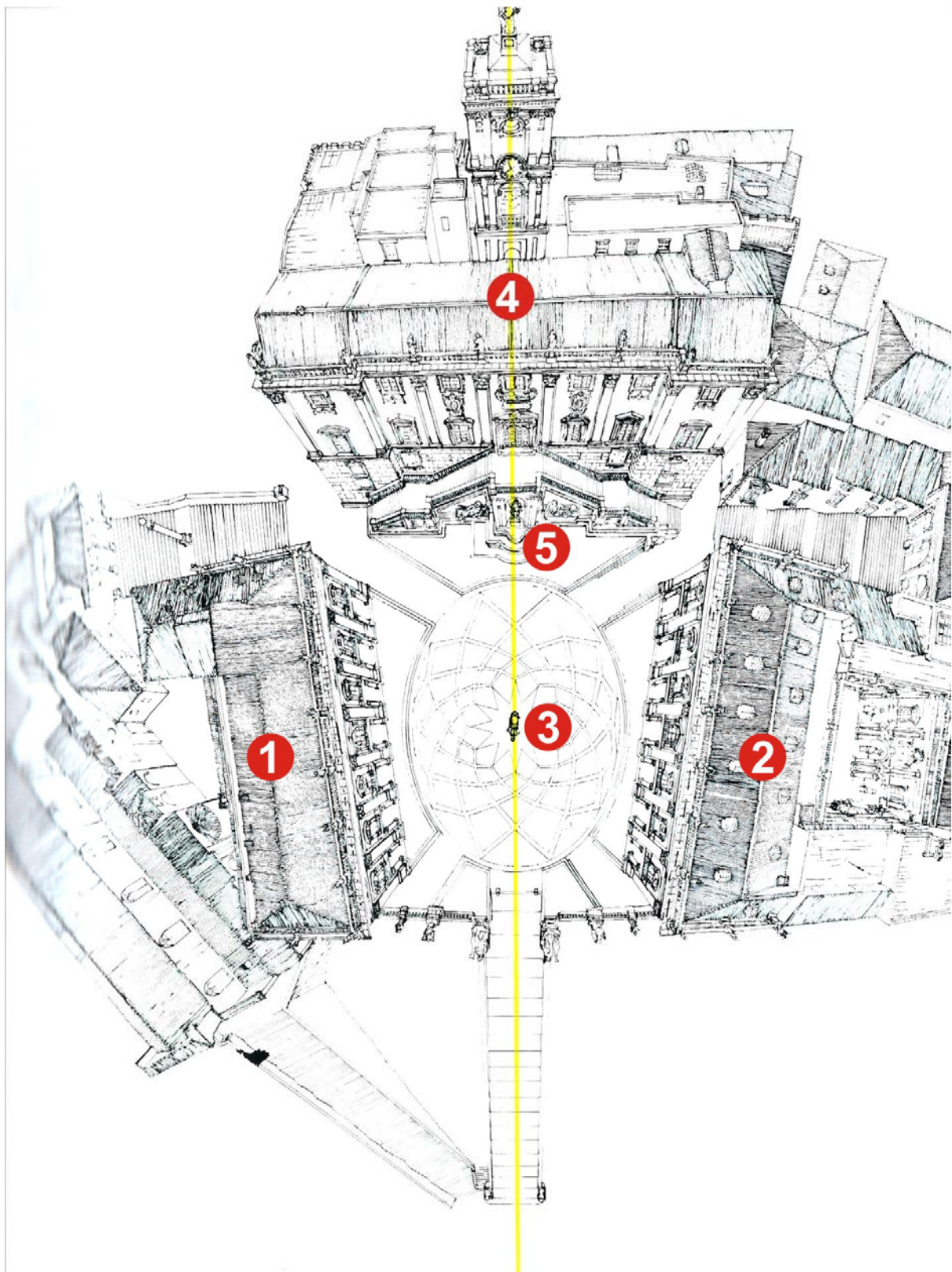


Figure 9: The new structure (1) mirrors the angle and façade of the Palazzo dei Conservatori (2). The statue of Marcus Aurelius (3) sits on axis and ties the square to the Palazzo dei Senatori (4) through the central staircase and niche (5). (Bacon, 1967)

Of specific relevance to this paper is that the Piazza del Campidoglio *“established more powerfully than any previous example the fact that space itself could be the subject of design”* (Bacon, 1967)

5.2 Precedent 2 – Copenhagen: Public space as a Tool for City Centre Renewal

The pedestrianisation of Copenhagen’s city centre has redefined the nature of the city and remains a landmark precedent for the potential for success of people-centric urban renewal within the inner city. Prior to the urban changes in 1962, the city encountered the typical challenges facing many post-war industrialized historical European cities. In an effort to mitigate negative urban forces on an intact an unaltered historical city core, the city planner’s embarked on the creation of a series of pedestrian-only high streets and a framework of urban public spaces. The strategy would result in reclamation of the city centre by pedestrians and a fundamental change in mindset and lifestyle opportunities by the city’s inhabitants.

The Copenhagen precedent will explore the need for the intervention, the concept underpinning the strategy and the processes used to achieve it. It illustrates the value of small individual projects which, when placed within a well considered planning framework, yields significant results. Additionally, the precedent shows that a people-centric approach can balance the nature of the historical city and with the increasing demands of an urban city.

5.2.1 The Cultural City

Copenhagen is the capital of Denmark and is home to an urban population of over 1.18 million inhabitants. The precedent area is located within the city core and occupies an area of approximately 1 square kilometre. Both the area of the city core, and the precedent area, includes the ‘Middelalderbyen’ (the Medieval City).

Unlike many other post war European cities, Copenhagen remained intact after World War 2. However, rapid urbanisation and industrialisation, as well as the rising prominence of the motor car threatened the surviving historical city. By 1962, the intimately scaled city centre was congested and public space was used primarily as car parks as many users forewent public and pedestrian traffic modes in favour of private vehicles.

In an effort to reverse this trend and protect the character of the existing city core, a framework was introduced which entailed the systematic pedestrianisation of primary retail streets and public squares. The framework involved a series of incremental actions which would gradually push

vehicular traffic out of the city core. This was phased in over a period of 34 years, affording users time to gradually assimilate to the conditions of a car-free centre. The gradual phasing also slowly ingrained a 'public-space identity' within the citizenry, as public spaces became an integral part of their lifestyle.

The intervention spanned 5 Streets and 18 squares and began with the pedestrianisation of the old main street, Strøget (figure 10, No. 1) in 1962. The street forms the primary connector for subsequent street interventions; running from east to west across the city core. The street is the main retail street and follows the archetypal, medieval model of medium density mixed-use buildings with retail facilities on the ground floor. The character of the street changes in portions, due to its length; and includes a functional range that spans the mundane, the eclectic and the ultra-sophisticated. Fiolstræde (figure 10, No. 2), a narrow street running perpendicularly to Strøget, was pedestrianised in 1968 as a natural continuation of the pedestrian link and established a north-south axis linking subsequent pedestrian streets. Unlike the diverse character and foot traffic of Strøget, Fiolstræde enjoys a unique character due to its location within the city's University quarter.

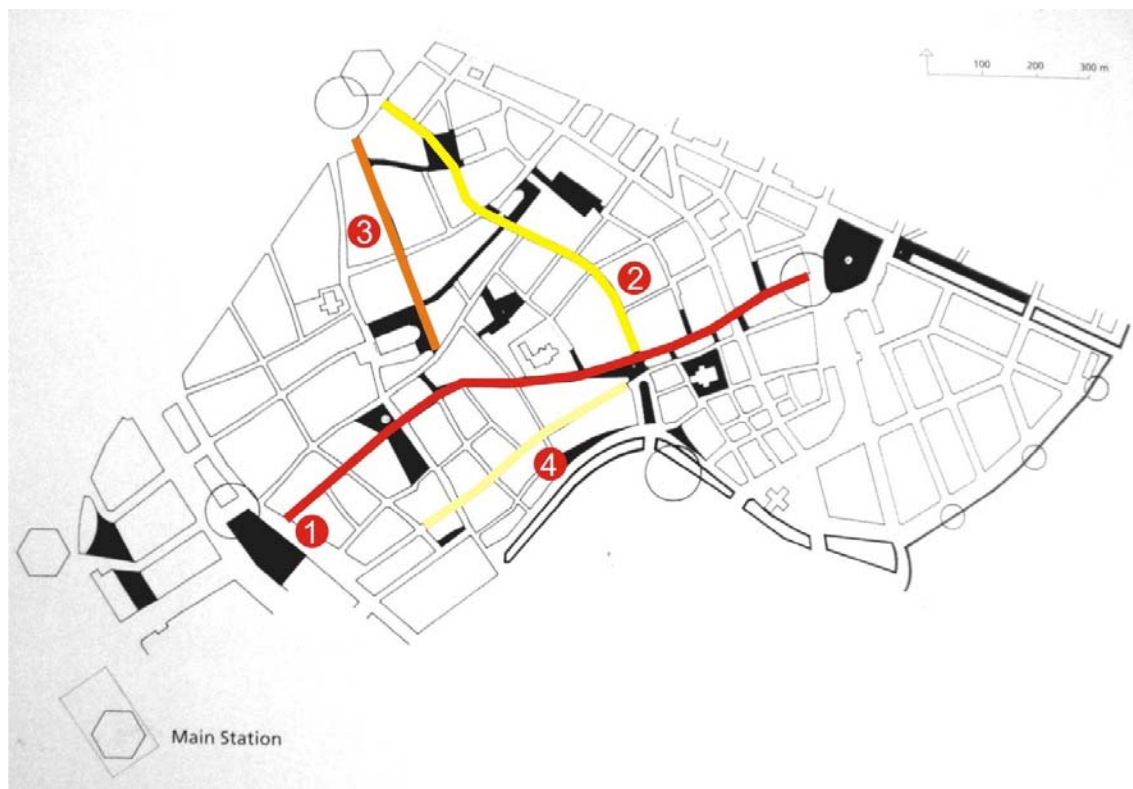


Figure 10: Plan of Copenhagen city centre showing primary street interventions. 1. Strøget. 2. Fiolstræde. 3. Købmagergade. 4. Strædet. (Gehl & Gemzoe, 1996)

The pedestrianisation of Købmagergade (figure 10, No. 3) and Strædet (figure 10, No. 4), in 1973 and 1992 respectively, heralded the completion of the pedestrian framework. The four streets were to

work in unison, as a lattice spanning the city, each with a specific character and function. Strøget, being the primary retail street, was the logical point of inception. Fiolstræde ensures perennial pedestrian traffic due to its location in the University quarter. This is especially important considering the effects of severe climatic conditions on the use of public space. While Strøget enjoys higher foot traffic than Fiolstræde, it is not as consistent during the severe winter months. Købmagergade is the second most important retail street. The street fulfils a dualistic role; completing the retail system within the inner city and acting as the primary interface with the city's extended public transport system. While Købmagergade represents the primary public transport interface with the city, Strædet represents the private vehicular interface with the rest of the city. Strædet is a pedestrian priority street but permits slow moving vehicular traffic.

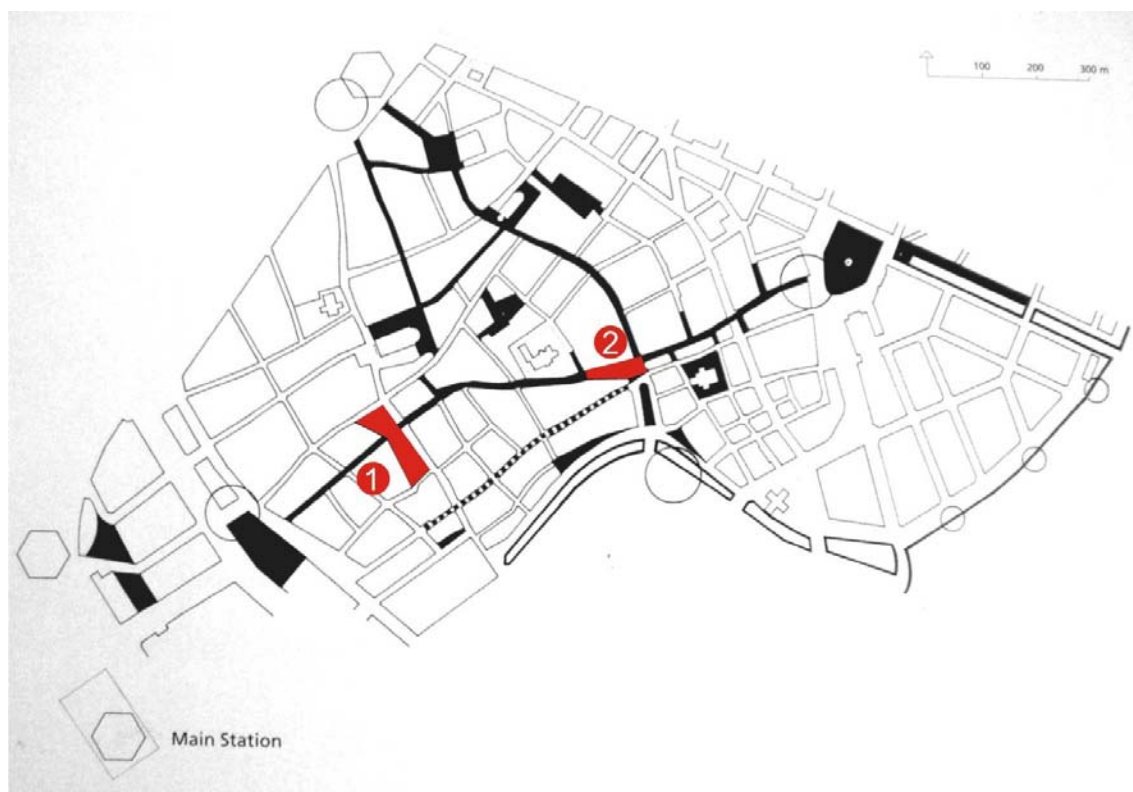


Figure 11: Plan of Copenhagen city centre showing primary public squares. 1. Gammeltorv and Nytorv. 2. Amagertorv. (Gehl & Gemzoe, 1996)

The most prominent squares within the centre are Gammeltorv, Nytorv and Amagertorv. Equally important and yet functionally different, the squares intersect directly with Strøget. Originally two separate squares, Gammeltorv and Nytorv (figure 11, No. 1 & figure 12) were consolidated into a singular space following the demolition of the old Town Hall. Prior to the public realm interventions, the square was used as a parking lot. The interventions focused on improving the permeability of the space by removing edges which impeded pedestrian traffic. These included a series of low walls which framed the square. Additionally the squares were consolidated through a universal surface

treatment and the footprint of the original Town Hall was highlighted in the paving, thus preserving the memory of the structure. While the Gammeltorv/ Nytorv fulfil the role of an urban pause and relaxation space, Amagertorv (figure 11, No. 2) is a vibrant entertainment and retail square. More intimate in dimensions than Gammeltorv/ Nytorv, the square is host to public performances, cafes and trading stalls. Much of the success of the space is owed to the collaborative efforts of private enterprises which partially funded the public realm interventions.



Figure 12: Gammeltorv and Nytorv. (Gehl & Gemzoe, 1996)

The final additions to the framework involved extending the public realm interventions to interface the historical city centre to additional precincts and the extended city. The waterfront, Nyhaven, fell into gradual decline with diminishing harbour activity. Despite this, the area enjoyed mixed land-uses and a strong residential component. As part of the renewal strategy, the pedestrian and public space network was extended to the waterfront. The effect was a recycling of land-use, as declining harbour activities were quickly replaced by new recreational and hospitality industries for a citizenry now receptive the value of public space. The waterfront intervention was completed in 1981. In 1988, the public space network was extended to the eastern edge of the inner city in what was to interface the historical city with the extended city. The renewal of Axeltorv (1988 – 1991) and Radhuspladsen (1996) provided a cultural link between the two quarters and celebrated the present Town Hall Square, as Gammeltorv/ Nytorv did for the old Town hall in the historical quarter.

5.2.3 Observations

The Copenhagen precedent illustrates the viability of balancing the demands of a well designed, pedestrian orientated and functionally thriving city centre. The initial objections raised by businesses against pedestrianisation proved unfounded and businesses thrived after the interventions. Additionally, the interventions engendered an entirely new perspective of public space and activity in Copenhagen's citizenry. The city's identity and the perspective of its users have changed as a result as urban patterns associated with the use of public space, normally the reserve of Southern European cities, have become an entrenched lifestyle.

The basic street network has remained almost entirely unchanged since 1973, with urban interventions instead concentrating on the creation of additional public spaces or the renovation of existing ones. Almost two thirds of Copenhagen's public space takes the form of public squares, whilst the rest makes up the pedestrian street network. 67% of car-free space is devoted to public squares. Public space policy, in turn, has extended to the functionality of public spaces with specific emphasis on the creation of attractions to invite pedestrians to linger. The limitations placed on the road network has in turn placed greater emphasis on public modes of transport and mitigated the impact of parking within the city centre.

The concept of the cultural and historic city has specifically informed the design of public realm interventions. Interventions maintain the integrity of the existing historical fabric or, where contemporary design influences are used, they have been used selectively and are cognizant of the historical quality. In surveys conducted by Gehl and Gemzoe (1996), it was noted that "new buildings and poor design" were amongst the most dissatisfaction users had with the city. The authors highlighted the value of a new building policy and the importance of design within the intervention framework. The ground floor facades, specifically, required the most consideration by virtue of their direct interface with the streetscape.

5.3 Precedent 3 – Barcelona: Urban Renewal through Design Intervention

The city of Barcelona was subject to significant changes in the early 1980's as part of preparatory measures for the 1994 Olympic Games. From 1980 to 2000, Barcelona sought to reinterpret existing urban structures and restructure primary urban systems in the city centre. The redesign of the city however, went beyond mere infrastructural changes required for the hosting of the event and was rooted in the ideological, social and urban conditions of a reclaimed Spanish democracy. Facing issues of urban decay and crime, the city underwent a process of holistic transformation, aided in

part from resources mobilized for the 1992 Olympic Games. The Barcelonan Municipality used the opportunity to make lasting and meaningful changes to their city, with specific emphasis placed on the users and the creation (and reclamation) of public spaces.

5.3.1 The Regeneration of Barcelona

Barcelona is Spain's second largest city and is the largest metropolis on the Mediterranean coast. The city serves a population of over 1.5 million inhabitants within its administrative boundaries, an area of 97.6km² (Cahyadi & Tenbrink, 2004).

The civil war during the reign of General Franco saw an influx of immigrants from poorer, less developed areas of the country into the city and with it rapid urbanisation (Busquets, 2004). During this period, social and cultural freedoms were suppressed in response to the Barcelonan support for the overthrown Republican Government. Following the end of General Francisco Franco's dictatorship in 1975, and informed by a new Constitution, the city actively sought to display its newfound democracy and personal freedoms through a representative urban environment. In 1976, the General Metropolitan Plan was implemented with the purpose of integrating the historic and cultural identity of the city and guiding increasingly divergent infrastructural and social demands (Busquets, 2004). It was also imperative that measures of control were instituted to guide the rapid urbanisation of the city and the growing commonality of the private motor car.

A conceptual framework for the plan was informed by the recognition of the quality and value of the existing city as the foundation of future development. This involved understanding the spatial morphologies of the existing city and their capacity for change and modification. This approach empowered the city in deciding its own direction of development and ensured a symbiosis between the existing city and future urban projects.

Additional conceptual informers included the existing nature of infrastructures, the city's role in the macro geography and inclusionary concepts of participation by various role-players and actors. Infrastructures referred to the implications of the growing functional demands of an urbanizing environment. This had manifested as un-reconciled and poorly integrated spaces between engineered functional works (for example roads) and the occupied spaces between them (normally the reserve of architects) (Busquets, 2004). Barcelona's macro geography pointed to its relationship to its geographic context, issues of comparative advantage and a realisation of the potential that its location affords it. Inclusionary and participatory measures were also considered fundamental, not

at least because of the political history of the country. It also promoted partnerships which were necessary to achieve such a pervasive level of change. Finally, the importance of public space was to be a fundamental factor in the new urban intervention as a representation of the reclaimed democratic ideals and social freedoms.

The nomination of Barcelona as the host city of the 1992 Olympic Games changed the scale of the project entirely and provided the incentive to mobilize resources not available earlier. As part of the development strategy for the Olympic Games, the required sporting facilities were spread between the historical inner city and the urbanized periphery. Under this plan, the stadium, sports palace and swimming facilities were located in Montjuic, the Olympic Village in Poble Nou, and additional facilities were located in Diagonal and Vall d'Hebron. The development sought to integrate facilities into existing and functional parts of the city where they would be of benefit post-games and promote the greatest spread effects.

Responding to existing infrastructure and realizing the advantage of the macro-geography, the development strove to reclaim the seafront and improve the interface between the city and the sea. This involved the removal and relocation of existing railway tracks which had created the original barriers (Nel-lo, 1997). New infrastructure, in the form of a highway, was submerged below road level to prevent further impediments.

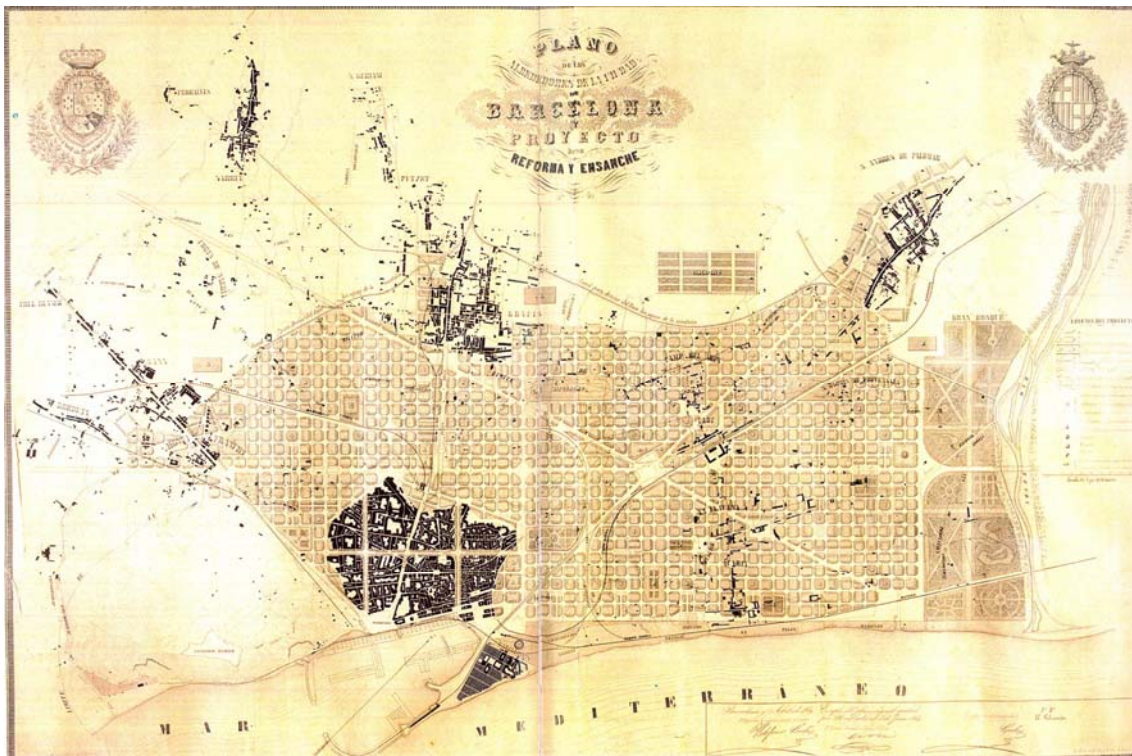


Figure 13: Cerdas original ideal city plan for Barcelona. (Cerdas, I. 1859)

The existing morphology of the historical city informed the direction of its development. Originally planned by the engineer Ildefons Cerdà in the mid-19th century, the Eixample (translated as the “Extension” – figure 13) is considered to be the “first-ever model of ideal urban planning” (Barcelona Field Studies Centre, 2009) and was the foundation of the renewal process. Cerdà’s original scheme responded to the demands of better traffic routes and poor housing and health conditions of the time through stricter development controls and the promotion of public courtyards and squares within the confines of

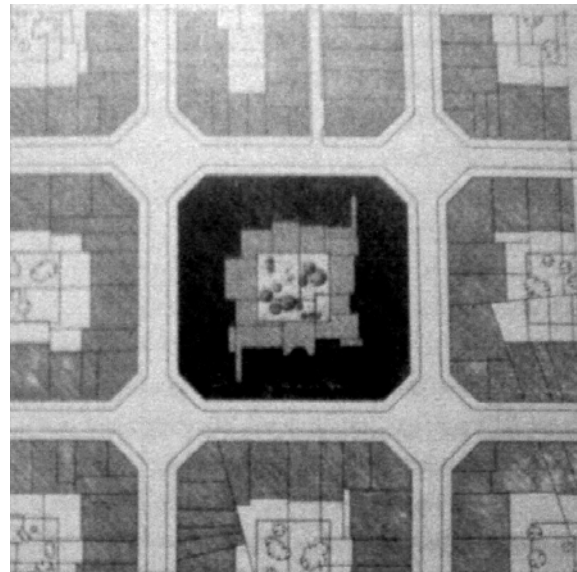


Figure 14: Plan illustrating the greening of a typical Eixample block. (Busquet, 2004)

dedicated development blocks. Only partially realized due to economic and developer limitations, the principles of the scheme were again set in motion with the General Metropolitan Plan and Pre-Olympic development. The district underwent a process of urban renewal, informed by the existing morphology and by Cerdà’s principles. The current character of the district includes the original residential functionality but has been extended, over time to include cafes, retail facilities and offices. A primary component of the renewal process was the creation of public space and the reclamation of the courtyards envisioned in Cerdà’s original scheme (figure 14). The renewal process continues today, in the form of public/ private partnership.

5.3.2 Observations

As in the Potsdamer Platz precedent, Barcelona illustrates a context of political and social suppression and its reactionary effects of democracy on the urban fabric. The fall of the Franco Regime was followed by a divestment of decision making authority from a central, autocratic entity to localized municipalities, similar to the South African post-apartheid experience of divesting decision making authority to municipal structures for the purpose of ensuring greater flexibility and appropriateness of response.

The renewal process itself was rooted in concepts dealing with the nature of divergent infrastructural and social responses, the morphology of the existing city and the egalitarian representation of the citizen (through participatory process and the creation of public space). In reconciling the traditions of infrastructure (engineering) and urban quality (architecture), elements

cannot exist arbitrarily or exclusively in their own domain. They dictate the functionality of the city but are also responsible for its identity within the eyes of its users (Lynch, 1960). The precedent reinforces the necessity of integrating these disciplines.

The Eixample (Spanish), which was the foundation of the renewal process, follows closely the participatory approach and egalitarian design principles espoused by advocacy planners (Jacobs, 1961). The primary focus of the continuing regeneration is on the reclamation of space for the public interest. The district's identity is intrinsically tied to its public space (Webb, 1990) and the value of the district lies in its representational quality.

5.4 Precedent 4 - Potsdamer Platz, Berlin: Urban Regeneration and Responsive Design

The redesign of Potsdamer Platz, Berlin, was both an exercise in urban regeneration and an act symbolic of a newly reunified Germany. With a history dating back to the 17th century, the square experienced the fullest spectrum of social and political forces facing pre and post-war Germany. The master planning of the square, after the reunification of East and West Germany, manifested the newfound social freedoms and the economic ambitions of a unified Germany.

Potsdamer Platz offers value as precedent through its well designed, responsive environment and the important lessons that can be learnt from the criticisms of its property-led regeneration process. The precedent also highlights the lack of dialogue between built environment disciplines and the importance of dialogue between actors and professionals during the formative stages of a project. The project's resolution saw much of its responsiveness added after the master planning, in a conscious act that was a deviation from the original development guidelines. The precedent will explore the manner in which the architect Renzo Piano reinterpreted the development guidelines to improve the responsiveness of the city and the importance of design in the success of the scheme.

5.4.1 Origins

Potsdamer Platz originated as a 17th century entrance square through which the Potsdam Road entered into Berlin. Its position on one of the main routes into the city saw its prominence grow into a vibrant commercial district by the 19th century; based largely on its position at the confluence of primary roads and the busiest railway station in Berlin. The logistic advantage brought economic benefit and innovation, through idea exchange and the cosmopolitan character of the area. However, the vibrancy and ideological diversity that characterized the area did not last.

Following the rise of the Nationalist Socialist Party in 1933, the fortunes of the area changed dramatically, as properties were used to house new party offices and the landscape adjusted to reflect the newly imposed political identity. The area took on an increasingly macabre nature, as it came to house the People's Court (a Nazi ideology special court) and the Euthanasia Headquarters.

The advent of World War 2 saw much of Potsdamer razed. However, it was not until the advent of the Berlin Wall that the area was effectively severed, both socially and ideologically. Obscurity and spiralling dilapidation followed.

5.4.2 Master planning: Re-conceptualizing the City

In both location and symbolism, the redesign of Potsdamer Platz was critical. The square was the fulcrum between the eastern governmental centre and the western commercial district of Berlin. It was conceived that an integrated space would, physically and symbolically, knit the two disparate portions of the city together. Similarly, in a space which originated through movement and then repressed it, the freedom of movement was also to be promoted and celebrated through upgrades and additions to public transport infrastructure. Public sentiment also played a deciding role, as commented on by Architectural Review, *"the myth was still very potent of Potsdamer centrality to the city in the '20s, the only time when the entire city has ever been free of authoritarian rule; its vitality and modernity were remembered, not its chaos and seediness"* (Davey, 1998).

An invited competition, by a senate appointed commission, was held to master plan Potsdamer Platz. The winner, Hilmer & Sattler proposed a conservative urban development plan (figure 15) which promoted pre-war European form and massing over contemporary regenerative approaches in an effort to reconnect with the city's past (Piano, 1997). This strongly orthodox approach evoked major criticism. As Powell (2000) describes in *City Transformed*, *"The master plan proposed a series of blocks of strictly controlled dimensions, set along conventional streets – at last, Potsdamer Platz was to be given an orderly form (as Schinkel intended). For some, the plan, in keeping with the overall philosophy of Berlin planning supremo Hans Stimmann, reeked of authoritarianism – in a city where architecture and politics were intimately linked"*.

The Hilmer & Sattler urban development plan was grounded in the theoretical concept of Critical Reconstruction, formulated by the architect Josef Paul Kleihues and an underpinning concept in German inner city urban regeneration projects since the 1970's (Barrows, 2007). Critical Reconstruction calls for a return to traditional urban forms and scale reminiscent of a pre-War

Berlin, but using contemporary construction methods and technologies (Illia, 2004). Additionally, building codes inherent in the regeneration process ensured that developers bought into a communal vision.

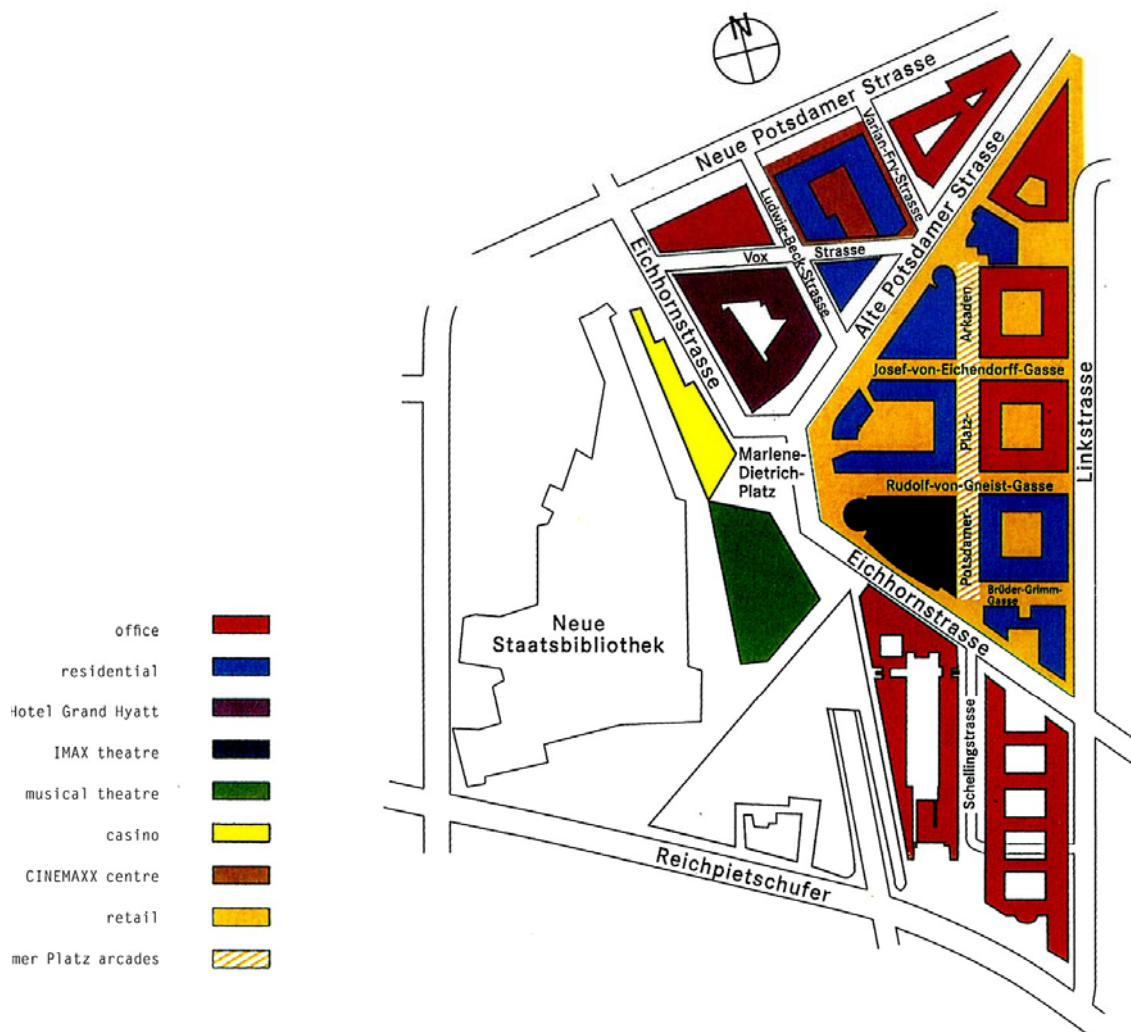


Figure 15: Urban Development Plan illustrating land-use and formal restrictions. (Powell, 2000)

Criticism was raised at the outset that the conservative nature of the Hilmer & Sattler urban development plan would stifle the quality of space and jeopardize the project's success. Also criticized was the process employed by the public sector, in realizing the master planning. Large tracts of public land were purchased, at rates well below market value, by Daimler Benz and other major corporations who rushed to acquire headquarters within the capital city. The powerful presence of private enterprise was enough to sway the public interest. Under these conditions, critics argued, the concept of recreating the vibrancy enjoyed by the original Potsdamer Platz would

be nothing more than a farce; a private enterprise masquerading as a public space. Additional criticism centred on the exclusivity of the residential component, a condition at odds with the original Potsdamer which was eclectic, cosmopolitan and at times even “seedy”.

Ironically, it was through the design of successive spaces by architects employed by the private sector businesses that took up the sites, which ultimately resolved spatial challenges through intervention at the urban and architectural scale.

5.4.3 Detailed Responsiveness: Realizing the City Vision

The dichotomy lay in the substantial private funding of public space whilst maintaining the public interest through the Hilmer & Sattler urban development plan which would “*keep property development within a framework of public utility*” (Piano, 1997). An invited competition, for the regeneration of Potsdamer Platz and half of the buildings within the plan, was won by the architect Renzo Piano.

Concerns were raised about the relevance of critical reconstruction and whether it would illicit the kind of environment which was needed; that is, whether or not the environment would be responsive. Working within the development parameters set by the urban development plan, Piano set about restructuring the city. In a conscious act, Piano subtly subverted the conditions of the urban development plan by creating successive layers of public realm (figure 16).

Piano’s scheme followed the virtues of critical reconstruction and of contextuality by acknowledging the existing urban fabric. Piano, commenting on the predisposition for demolishing spatial reminders of the past, stating that: “*The Berlin Wall, for example, was certainly not a beautiful object, but it was a monument that symbolized the history of the city for twenty years. In 1989, it was time to forget again. So the wall was cleared away, demolished, removed*” (Davey, 1998; Piano, 1997). His new scheme incorporated existing buildings into its planning and tried to re-affirm their contextuality.

Buildings which lay on either side of the Berlin Wall reacted to it as the physical edge of the city, refusing to acknowledge the existence of any space beyond it (Piano, 1997). The National State library, embodying the political ideology of the time, turned its back to the wall. In an effort to reconcile the orientation in the altered landscape and maintain the validity of the work, Piano carefully reinforced the space with additional buildings, a theatre and a casino. Both land-uses

required massing appropriate to be placed aside the library and the combined effect contributed to a new public square at the confluence of these major activity hubs. Other buildings were similarly integrated.

This attention to spatial responsiveness and design was extended through all of the urban scales. The prescriptions placed on the formal massing arrangement and spatial articulation of the urban development plan limited permeability and variety (Powell, 2000). Piano worked within the framework prescribed by Hilmer & Sattler to create another tier of public space, on the part of private enterprise, within the footplate of buildings as opposed to the street edge. Piano constructed a series of interlinked internal urban courtyards to create a glazed arcade which joins one space seamlessly with the next (figure 17). The result is a series of welcoming sheltered urban rooms, illuminated by daylight, which runs almost the entire length of a street.



Figure 16: Design model showing Piano's interpretation of the urban development plan. (Powell, 2000)

Elements of responsiveness like visual appropriateness, richness and personalisation were achieved through an appropriate use of building technologies, detailing and material selection. Terra-cotta, in the form of bricks, was adopted as a material for the larger Potsdamer plan by the urban development plan. Piano re-conceptualised the terra-cotta material as a cladding element instead of a structural one, retaining it as a unifying element through his scheme, but free of its inherent limitations. Figure 17 illustrates the continuity of the material in successive buildings (beyond the courtyard) and between the interior and exterior space. Contemporary technologies had met the traditional forms required of critical reconstruction, whilst maintaining a responsive, characteristic and diverse environment.

5.4.4 Observations

Despite the geographic and cultural differences, there are parallels between the Potsdamer precedent and the City Hall Precinct case study. Both contexts had emerged from a period of



Figure 17: An urban courtyard as designed by Piano which offers an internal layer of public space to compensate for the limited spatial articulation at the greater urban scale. (Powell, 2000)

suppression; ideological in the case of Germany and political in the South African context. Similarly, Potsdamer has claimed the commercial identity of the city of Berlin (housing the international headquarters of every major German company). Similarly, the City Hall Precinct holds a dominant position as the administrative centre within the city due to the number and proximity of administrative functions in, and around it. Both contexts are struggling (or have struggled) with a crisis of identity, either through ideological reunification or through racial integration. And both need space which is reflective of their identity and which facilitates its development. However, the precedent of Potsdamer Platz, like that of so many post-contested environments, warns of the tendency of destroying potentially valuable spatial reminders to create entirely new histories.

With regard to urban regeneration, Potsdamer Platz has achieved the urban quality demanded of it. It has reclaimed its cosmopolitan, trendy image and has exponentially grown land values. It has also successfully integrated both halves of the city and, for many, symbolizes the reunification of Germany as well as its financial and industrial aspirations. Yet, despite its many successes, it has garnered critics.

Potsdamer Platz is subject to all of the criticism levelled at property-lead urban regeneration (Jacobs, 1961). Project inception was weighted heavily towards corporate interest at the expense of the public interest. Processes followed were not necessarily inclusionary. The urban development plan, while achieving the city's agenda (that of reunification with a strongly symbolic response), placed secondary importance on smaller aspects of scale – the user. The irony was that the original Potsdamer was people-centric. In its contemporary guise the area, while not restricted, is most accessible to the prosperous. Private concerns dominate space, even public space; and densities and vibrancy have been limited due to the land subdivision and planning controls which are skewed towards the corporate interest.

Despite this, the scheme was considered a success. This has been largely attributed to the depth of the design resolution and its continuity within each facet of the project. Without Piano's reinterpretation and subversion of the urban development plan, much of the responsiveness of the project would have been lost to a purely formal reconstructive process. By intimately understanding the human dimension, the project achieved much of the symbolic and functional relevance it desired from the original Potsdamer Platz.

CHAPTER 6 – THE SOUTH AFRICAN CONTEXT: THE NEED FOR PUBLIC SPACE

6.0 Introduction

This chapter will contextualize the study area within the South African socio-political context. It will describe the political, economic and physical dynamics that have shaped the South African spatial perspective and its effects on public space; an often flawed spatial sense (especially of public space) by its citizens and a spatially distorted urban landscape.

The chapter will begin by investigating the city's historical origins and the factors influencing its development. The advent of apartheid imposed spatial distortions which dictated spatial relations and accessibility on racial terms. Under these terms, representative public space never existed. Instead it held sinister undertones, promoting racial profiles and a nationalist agenda which used the urban form to reinforce apartheid social theory.

The entrenched apartheid landscape has proven a significant obstacle to a democratic South Africa. The effect of an unyielding urban landscape and a destructive planning rationale still persists. Physical intervention in the apartheid landscape is just as necessary as political and social intervention in rectifying imbalances.

The nature of contemporary South African public space and globalised space will also be investigated. Public space, while uniquely influenced by the apartheid experience, is also subject to globalised forces which dictate spatial trends. The South African landscape is becoming increasingly disparate, with an ever growing chasm between economic strata. Popular manifestations of public space are often privatized spaces or 'pseudo-public spaces'.

It is the intention of this chapter to a) validate the need for public space within the study area, whilst b) being considerate and appropriate in the manner in which this is achieved. It will be argued that the City Hall precinct be re-conceptualised to provide a symbolic and meaningful response which will provide benefits to the greater inner city region.

6.1 The Spatial Planning Origins of Durban

Durban is South Africa's second largest city (by population and industry) and enjoys the favourable position as the country's major port by value. The city is amongst the most ethnically diverse in the country. The city's early success lay in the favourable position of its port and its strategic logistics

role in the mining activities on the Witwatersrand (Fruend, 2002). The proximity of the Durban to the Free State and the Witwatersrand secured its position as the favoured access port for the transport of trade goods to the South African interior.

Prior to colonisation, the area was inhabited by Khoi/San of Southern Africa and later, the Nguni people. Henry Francis Fynn, in 1824, established a settlement as part of the vanguard of Lieutenant Francis Farewell's settlement expedition. In 1835, following a petition to the British government by Captain A. F. Gardiner, the town of Durban was proclaimed named after the then Governor of the Cape, Sir Benjamin D'Urban. (Cubbin, 1992)

George Cato demarcated the original town plan between 1838 and 1842. The town was demarcated with *"three main streets, each 100ft wide – enough to turn a wagon and 16 oxen. In 1860, a railway linked the harbour with the small town, and within 30 years, it reached all the way to Johannesburg, as the town of Durban began to expand from the swampland to the cooler hills of the Berea"* (eThekweni Municipality, n.d). In 1935, bolstered by growth from burgeoning mining and industrial sectors, Durban was granted the status of a city.

Francis Farewell Square is located on part of Durban's original market square and is the location where Lieutenant Francis Farewell first established a trading post in Port Natal (Durban). The square is west of the City Hall and despite its small size, holds the greatest number of monuments in a single space in South Africa.

Durban's City Hall is located centrally within the layout and dates back to 1910. Designed by Stanley Hudson and executed in the Modern Renaissance style, the building was created as a replacement for Durban's original Town Hall – the current Central Post Office.

The Central Post Office was Durban's original Town Hall and was opened in 1885. Designed by Philip M. Dudgeon, it was the largest building in South Africa at the time. The Town Hall was also the venue for the National Convention from which the Union of South Africa was formed in 1910. (Jamarie, 2008)

6.2 Apartheid Planning – Spatial Manifestations and Directives

The concept of Apartheid extended well beyond discriminatory legislation and racial segregation. It embedded itself into every facet of social relations through lingering structures of reinforcement.

The most visually prominent and durable manifestation is the built environment and it became one of the primary modes of embedding Apartheid ideology.

The built environment represented an unwavering ordering system; one that would reliably and consistently define racial behaviour and social interaction along 'ordained' directions; entrenching insular existences whilst promoting designed racial identities. Geographical space inherited disparate identities based on the ethnicity of those that experienced it.

Frescura (2000) states that *"Apartheid city planning is marked by a number of features which, read in a historical context, could be interpreted as part of a segregationist residential policy. Taken as a whole, however, they fall into a pattern which reveals a wider ideological intent."* He further defines the critical spatial characteristics of an Apartheid built environment which included:

- the segregation of residential areas along perceived racial identities;
- the use of buffer zones to ensure physical and ideological separation (figure 18);
- the use of natural features as buffers within planning to achieve separation;
- formally planned industrial belts as buffer zones and maintain separation and exploit captive labour markets;
- extended city planning to control economic and spatial development;
- aspects military control manifested in planned civilian settlement design;
- and the disparity between social infrastructure located in urban and rural environments and aimed at specific race groups.

(Frescura, 2000)



Figure 18: Segregationist planning tools at work - buffers and edges restrict and control development. (Andrews & Clayfield, 2009)

These characteristics describe the preconditions on which spatial relations and accessibility (or the lack thereof) was based. Figure 18, Katlehong – a township on Johannesburg's East Rand, illustrates the typical formless, mono-dimensional space propagated under apartheid; the railway lines forming a conscious barrier against physical and ideological growth. Under conditions such as these, an urban context became the preserve of a racial minority and represented an inaccessible and

parasitic commercial engine. Under apartheid rationality, the city extracted revenue from captive retail markets (as major commercial enterprises were generally limited to the city itself), ensnared labour with no other outlet for release and leeched resources from black communities by controlling logistical access. Under these conditions, it is natural that public space (as it is commonly understood) never existed, as urban space of universal representation and open expression was nonexistent. The conditions also serve to infer the importance of urban public space as a symbolic and functional instrument of inclusion and transformation.

6.3 Public Space in Apartheid and Post-Apartheid South Africa

The South African urban experience differed by race under apartheid. Legislation produced an urban context with different interpretations, for different users occupying the same geographical space (Bremner, 2006).



Figure 19: Example of the 1953 Preservation of Separate Amenities Act. (Dowling, 2006)

Public space and places of memory in apartheid South Africa often served a nationalist agenda. Grundlingh (Walkowitz, 2009), in his examination of the Voortrekker Monument, illustrates the use of the monument in promoting a selective history which reinforced mythmaking in order to develop an Afrikaner nationalist identity. Public spaces were always defined along racial lines.

Urban public space was particularly contested. Legislation such as the 1950 Population Registration Act and the 1953 Preservation of Separate Amenities Act (figure 19) were used as instruments to restrict and control access to public spaces. While these laws were repealed before the formal end of apartheid, the machinations of the apartheid system stigmatized public place along racial lines well after its end. African townships and homelands were located beyond the city extents, on the rural periphery and kept rural. Government rationale held public spaces and facilities as benefits of urbanity and were part of the definition of division between races.

Sixteen years post-apartheid, the ramifications are still grossly evident. Racially profiled areas like Manenberg (figure 20) still suffer the degenerative effects of apartheid planning. Located just 15km from Cape Town and yet isolated by buffer zones and highways from extended planning principles, the conditions of the township are commonplace within the South African urban landscape (Lurie, 2004).



Figure 20: Persistent spatial effects. Public space in Manenberg in 2004. (Lurie, 2004)

The urban experience of much of the population is still transitory as a result of extended city planning. Bacon (Bacon, 1967) hypothesizes that the experience of space is directly related to the way and rate with which we move through it. The South African experience is largely experienced via pedestrian or vehicular modes of limited functionality, accessibility and interactivity. As much of the time is spent trying to reach a specific destination, time is a luxury unaffordable to the majority who experience the South African urban system. Extended city planning also relegates public space to an ancillary status and when engaged with, is used purely to expedite movement. It is within this context that informality defines new uses based on natural contextual demands. However, if not facilitated towards a strategic goal and if synergies are not capitalized upon, then any possible growth will be stifled or remain unrealized.

Casual observation reveals new functional priorities for public urban space. New spaces for trade, gathering, socialisation and synergistic functionality are created incrementally based on current contextual demands, demonstrating the flaws of 'ordained', un-contextual planning. Public space, post-apartheid, has new and different meaning with a different set of rules and different functionalities reacting to different trends. Apartheid era planning, in the singularity of its representation, ignored and suppressed the diversity of spatial meaning and interpretation. In certain instances, this approach is slowly being repealed by a naturalisation of space by society. However, the urban fabric, by the sheer nature of its impermeability denies the optimisation of this process.

Sites of intermodal exchange mirror the public interaction traditionally found in public spaces. Formal and informal activity within these spaces naturally foster the functional nuances of public space. Faraday Market and Transport Exchange (figure 21) is one of many examples of in-situ

interventions aimed at formalizing informal trade and public activity around a transport precinct. Informal trade, a major part of the South African economy, is found at almost every logistics node and major movement path within it. These functional hotspots become gravitational hubs of activity and earn their title of public space through functionality and sheer foot traffic.



Figure 21: Faraday Market & Transport Exchange, Gauteng. The intersection of transport, trade and public space are typical of the contemporary South African landscape. (Joubert, 2009)

Apartheid segregation profiled public and recreational space; while all space is now accessible, habitual patterns of familiarity have seen the predisposed use of certain spaces at the exclusion of others. Global economic trends, a broadening middleclass and aspirations of First World exclusivity have redefined contemporary South African public space (Stolten, 2007). The new status quo reveals the increasingly blurred definition between public space and privatized ‘public’ space.

6.4 The ‘Public’ Nature of Contemporary South African Public Space

The exclusionary aspect of place and public space is reflected in a definition of post-modern public space by Knox & Pinch (2006), that is, “space that is owned by the state or local government and in theory is accessible to citizens but which in reality may be policed to exclude some sections of society” (Knox & Pinch, 2006).

Murray (Stolten, 2007), in describing the impetus behind post-apartheid development, states that “The driving force behind a great deal of the restructuring of urban spaces comes from the narrow,

profit-seeking perspective of corporate builders and financiers, real estate developers, architectural and design professionals, and municipal authorities who, in a largely depoliticized fashion, are concerned about the advantageous placement of the “new South Africa” in the highly competitive global economy. They thus myopically focus their attention on improving the marketability of South Africa’s aspirant “world-class” cities by strengthening their



Figure 22: Nelson Mandela Square: In a globalised tradition, privately controlled public places have become the norm. (NJR ZA, 2008)

positive image, their qualities of life and their cultural accoutrements.” Consumer tendency and economic profiling have combined to propagate insular and regulated social spaces in the form of shopping malls, privatized plazas and privately managed urban landscapes”.

It follows that under these conditions, public space has come to represent private interest and the consumerist opportunity of an economic minority at the exclusion of the economically disadvantaged. ‘Pseudo-public spaces’ are typical manifestations of Murray’s (Stolten, 2007) observations; privately owned spaces which appear to be the public domain, examples of which include some of the most iconic of spaces for example The Victoria & Alfred Waterfront, Nelson Mandela Square (figure 22) and the Umhlanga New Town Centre (figure 23).

‘Pseudo-private spaces’ are another manifestation of the inherent exclusionary aspect of contemporary space and one which in the South African context is becoming increasingly prevalent. Recognized as space which is public but appears to be privately owned through policing or restrictive access (Mitchell & Staeheli, 2006), it demonstrates a divestment of control, being the mandate of the state, to that of a private party. While the reasons for such are often functional and stem from a lack of resources or valid attempts to invest a sense of

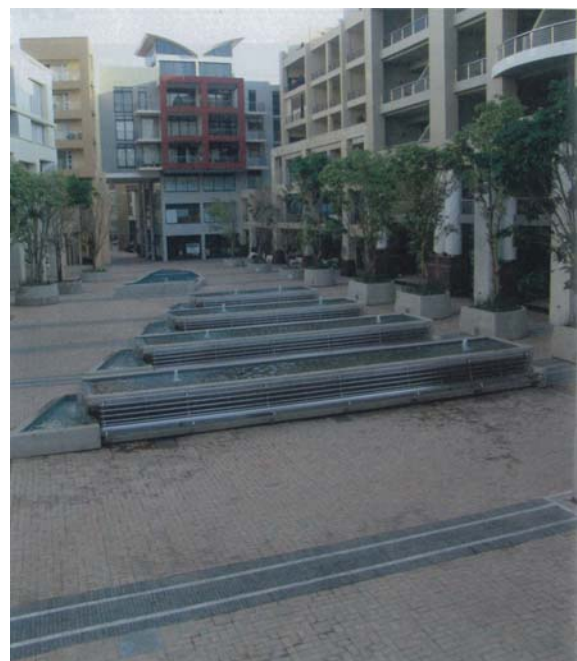


Figure 23: Umhlanga New Town Centre: The boundaries between private space and public space are increasingly blurred as the management of space is vested in the private sector. (Wood, 2008)

localized ownership, the implications of the private interests superseding public ones represent a major concern. Common examples include the numerous private security companies employed to guard public streets and squares. Another local example are the 'precinct ambassadors' and security guards hired to provide general policing within arcades and minor streets in Durban's Central Business District.

However, while privatized urban spaces become more pervasive, examples of successful attempts for the creation of equitable public space do exist within the local context. These interventions, often located in areas with entrenched histories and facing dynamic challenges, require greater resourcefulness and flexible operational methodologies to cope with fewer resources and a broader range of actors. Local examples of these projects include the Cato Manor Development Project and the Warwick Junction Urban Renewal Project. Both projects are located in Durban, with the Cato Manor Development Project in close proximity outside of the Central Business District and the Warwick Junction Urban Renewal Project within the C.B.D, at the primary public transport interchange. The Warwick Junction precinct provides valuable precedent for its best practice approach to integrated planning for urban renewal. The precinct offers the opportunity to examine an urban intervention which is subject to similar dynamics as the case study and to explore the methodologies used to address these challenges.

6.5 Local Precedent - Integrating Spatial Planning, Design and Urban Management: The Warwick Junction Urban Renewal Project

The Warwick Junction Urban Renewal Project provides local precedent of an integrated planning approach following an area based management format. The project has been acclaimed domestically and internationally, for integrating planning, design and urban management whilst promoting inclusionary principles. Notable for its prioritisation street traders, local stakeholders and often marginalized parties, the landmark project also suspended conventional processes in favour of a reactive, inter-departmental approach.

Warwick is an area within the east coast city of Durban, South Africa (figure 24). It is situated approximately 1.5 kilometres to the west of the City Hall Precinct. The area is located at the confluence of a public transport thoroughfare of urban proportions. The transport nexus includes a train terminus, bus and taxi ranks as well as major pedestrian routes and is the primary transportation gateway to a city designed around extended planning principles. Current figures cite an estimated footfall of 460 000 pedestrians a day (Dobson & Skinner, 2009).

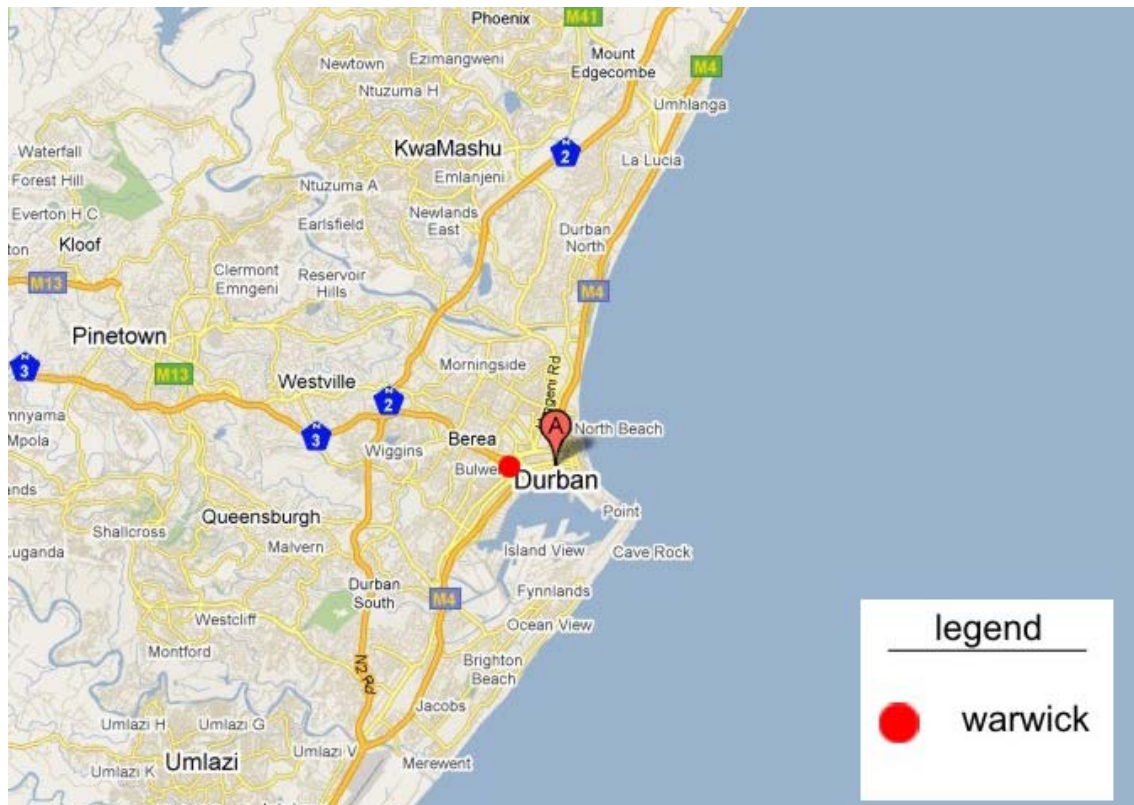


Figure 24: Location of Warwick within the Durban CBD. (Nair, 2010)



Figure 25: The Juma Musjid is an iconic landmark within the precinct and symbolizes an entrenched cultural history. (Dobson & Skinner, 2009)

The Warwick Junction precinct is a culturally diverse area with an entrenched history of racially induced spatial segregation and infrastructural neglect. Warwick has a history of multi-culturalism and non-racial trading dating as far back as 1872. An early Indian immigrant community, which settled within the area, provided trading and service stores. The Juma Musjid Mosque (figure 25), one of the oldest and largest in the southern hemisphere provided a further social and cultural anchor. Similarly, African people, recognizing opportunities for trade and urban accessibility, moved to the city and set up trading stores close to the Grey Street area.

The area grew into the dominant trading and business centre for non-whites in Durban by the 1930's. However, in an effort to limit non-racial access to the city, the local authority began employing legislature as a tool of economic control and

segregation. The area was declared a slum in an effort to remove and divide the resident community. The declaration of city as a 'white area' and street trading prohibition measures effectively outlawed communities and destroyed livelihoods.

Formal legislative action by municipal authorities in the 1970's, aimed at easing street trading restrictions, was often little more than tokenism and was met with formalized action by then organized street trader organisations. By the 1980's the combined pressure of anti-apartheid movements and a change in local government finally saw acknowledgement of informal economic activity as an integral part of the city.

The Warwick Junction Urban Renewal Project represented an attempt to redress issues of urban decay, a lack of service provision and spatial inequality within the area. Critical to the approach was sensitivity to the context and the existing community and the acknowledgement of the role and value of informality within the precinct. The project was organized under an Area Based Management (ABM) methodology which was exclusively devoted to the planning and development of the area.

6.5.1 Project Inception

The Warwick Junction Urban Renewal Project began in 1995, facing a plethora of challenges. It was a period of political uncertainty following the democratisation of South Africa. A new constitution had defined three new spheres of governance only a year before and the new system of governance had divested much power to local government; the procedural realities of which had not yet been entirely formulated and tested. Municipalities were also consolidated, as former racially based municipalities were reformulated into a single municipality; in the case of Durban, the eThekweni Metropolitan Municipality was formed.

Warwick was subject to an urban character of spatial segregation entrenched over decades. The area was also congested, crime ridden and public sentiment and trust within local governance was at an all time low. However, action through area studies and analyses by local government had provided a momentum, which afforded an opportune timing to the project. The pro-activism and motivation of the public and government was also high following the successful 1994 elections.

Entrenched communities and livelihood strategies defined the area. If any regeneration was to occur it had to be reactive at both a physical and an economic level. The high degree of informality,

which characterizes the area, arose out of needs and services which were formally denied under-Apartheid and which were informally served, post-Apartheid (Dobson & Skinner, 2009). The Warwick Junction Urban Renewal Project, while serving larger objectives of urban regeneration, consisted of a number of smaller interventions which reacted directly to the livelihood struggles of the inhabitants.

Many parts of the project sought to formalize informal activities, or to provide more equitable means of income generation – either through physical service provision or through operational strategies. Amongst these were the Warwick Junction Project Centre, the Brook Street Market, the Traditional Medicine Market and facilities for the mealie traders, cardboard traders and the bovine head cookers. Operational strategies developed included the Informal Economic Policy as well as the development of the Inner eThekweni Regeneration and Urban Management Programme (iTrump). To achieve these projects, a ‘bottom-up’ approach was employed which relied heavily on public-private partnerships and community networks to inform the process. This inclusionary process ensured acceptance of the project by the community and promoted a sense of ownership which would ensure that the facilities would be used, maintained and protected.

6.5.1 Operational Structure

A project budget was allocated to start the project and to define an integrated, inter-departmental working structure. The project was conceptualized as part of a city wide experiment in integrated area-based development which would decentralize multi-faceted projects to their area of origin (Dobson, 2009; Dobson & Skinner, 2009). This would be followed by an inter-departmental response to resolve the broad range of challenges the area faced, achieving an economy of implementation and an intimate and sympathetic response in the process. As a point of principle, the process was strongly inclusionary and participative; a foil to the autocratic systems of the past and conceptually representative of the democratic aspirations.

The geographically defined method of Area-Based Management ensured that both political and technical project members were intimately acquainted with the area within which they were working; and that decisions made were cognizant of contextual dynamics. The project leader and his assistant were the only exclusive staff members; the remaining members of the project team, drawn from municipal departments, remained in their respective positions. An exclusive project leader ensured oversight and continuity through the range of implementation projects, while limiting staff

duplication ensured speedy communication and less bureaucracy because project members operated in their relevant departments and a municipal level.

Locating the project, institutionally, under council authority allowed it to draw upon the staff and operational resources from a broad spectrum of departments. Its institutional location also facilitated communication and management coordination by limiting the management chain. Under the terms of the project, project members would be involved for the full duration of the project. This dualism of responsibility, to both municipality and to the project, ensured a vested interest on the part of the city council and the project team.

Project leaders were drawn from the city's Urban Design Department, Architectural Services and City Health while political support and social facilitation (needed to sustain momentum and streamline communication) was provided by council officials. In describing the benefits of Area-Based Management, the author said (that) *"This approach resolved coordination problems between departments and allowed for a close link between planning and implementation. It was put to the test in the Project's first big initiative – the building of the herb and medicine market – and progressed as the Project gained experience"* (Dobson & Skinner, 2009).

The project's operating structure had to be flexible enough to accommodate the broadest range of issues possible. It had to afford institutional and operational flexibility whilst operating within the parameters of the city council. Ultimately, the operating structure manifested as an overarching project team constituted by three primary agencies:

- planning – concerned with overall planning and design decisions
- Implementation – packed and implemented the planning considerations into definable

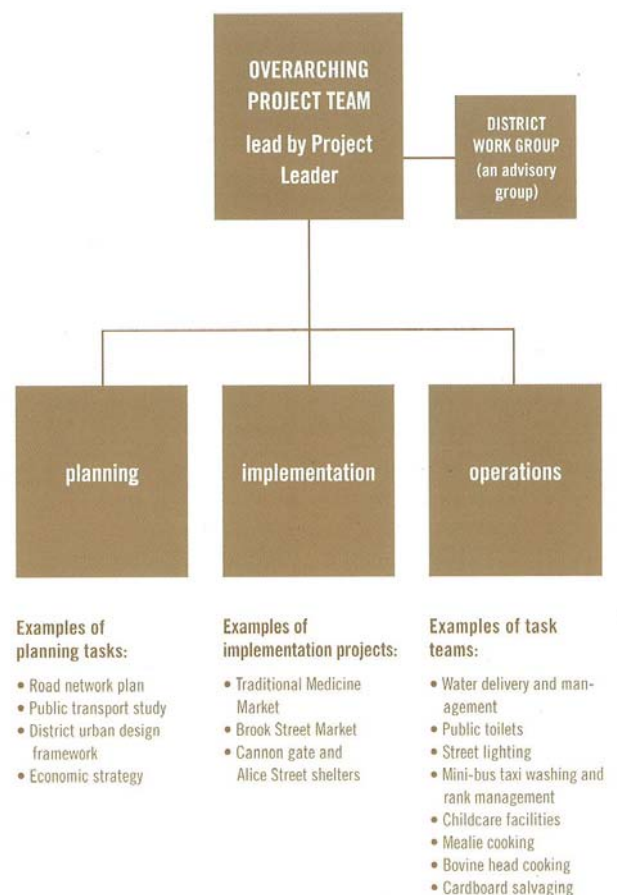


Figure 26: Operational structure of the project team. (Dobson & Skinner, 2009)

projects; and,

- Operations – involved with operational considerations for the implemented projects such as maintenance, service delivery and ongoing management

The project was primarily funded by local municipality with project specific funding by national and provincial government. Working at the level of the overarching project team was the district workgroup (figure 26), an advisory group consisting of stakeholders, city officials and councillor representation. This public/ political oversight served to validate project accountability. The district workgroup was strategically located in line with the project team and not subject to the planning, implementation and operations outcomes. The formulation of the workgroup was critical in ensuring equitable representation and the maintenance of the public interest. Careful attention was paid to ensure that dominant stakeholders or invested-commercial interests did not hijack the process.

The physical location was critical in manifesting the ethos of the project and in achieving the logistical and operational efficiencies required. A project centre was opened which was located in a recycled from an old warehouse within the project area. An exclusive and geographically relevant centre provided an open and inclusive platform and all stakeholders were encouraged to use the space for meetings and public forums. It also manifested the will and the commitment of the project in physical terms.

The project team also recognized that the image of the area was as important as the planning considerations. This impacted of the packaging of projects, identifying target markets and developing the area to its fullest potential. A consultative process was used to uncover a project identity for re-branding the area and a marketing campaign organized to implement it.

6.5.2 Observations

The precedent of the Warwick precinct offers insight into Area Based Management methodologies, participative partnerships (especially private-public partnerships) and an acknowledgement of existing livelihoods through participatory measures (a local economic development approach).

The acknowledgement and inclusion of private sector interests was a critical factor in the success of the project. Private-Public partnerships are an essential component of urban renewal (Squires, 1991; McCarthy, 2007). Partnerships and networks are necessary to cross-subsidize diminishing

resources and limited capacity on the part of municipalities, or facilitate working within areas with entrenched social patterns. McCarthy (2007) argues that, within the context of the United Kingdom, *“The notion of partnership has therefore become a central principle underpinning all aspects of urban regeneration policy”*. Evans (1997) affirms the necessity of integrating private sector interests in urban regenerative strategies, arguing that early urban regenerative projects failed to take economic development and job creation into account.

While precedent locates private-public partnerships central to urban renewal strategies, it also illustrates that the process has, without the proper measures, been open to abuse (Squires, 1991). Squires (1991) cites early American urban renewal strategies, post World-War 2, as an example in which private sector interests were favoured over the public interest. Under these renewal projects private sector coalitions controlled development and skewed it in profit driven exercises. The public, without a voice, was incapable of defending itself. Participatory approaches are an essential component in achieving equilibrium between dominant private interests, local public interests and the state interest (Evans, 1997). It is also necessary in ensuring accountability in the process. The Warwick Junction Project ensured this through the arrangement of the operational structure. It located the district workgroup at an advisory/ overseeing capacity (figure 26) and not subject to the respective professional team. This promoted a sense of inclusion, transparency of process and a continuity of interest over the course of the project. This was also a fitting action, symbolically representative of a post-Apartheid democracy.

The Area Based Management methodology proved to be an effective tool in resolving the area specific needs of the precinct and its ability to react reflexively to new challenges. Dobson (2009) states, *“The potential complexity of the project; the early challenges emerging after the initial implementation project indicating the necessity for more intensive stakeholder engagement and the desire to “weld” an interdepartmental team, all moved the project to adopt an area based approach”*. Robinson (2005) in ‘Durban The Cato Manor Experience’ echoes similar sentiments. In his study of the redevelopment of Cato Manor, an area close to Durban’s city centre and subject to the same history of forced removals and racial segregation, Robinson refers to the necessity of a *“dedicated, well-resourced, spatially focused development agency”* as a development vehicle over a traditional local authority agency. Within the case of Cato Manor, this took the form of the Cato Manor Development Agency (CMDA), an entity whose operations and structures followed Area Based Management principles.

6.6 Conclusions

This chapter demonstrated the histories, trends and limitations faced by the South African urban context and South African public space. Under Apartheid, space was used as a tool. Its unyielding physical character was a medium for the Apartheid ideology to continue well beyond its social and political end.

The South African paradigm limited accessibility, used dictatorial systems and created non-representative space. Given this historical legacy, the present challenge lies not only in creating accessible urban space, but also in the processes used in achieving equitability and in the manner of spatial representation.

Public space specifically, must rectify the functional, aesthetic and social limitations experienced under its current planned incarnation. To achieve this end, it must employ a comprehensive approach, integrating planning and design. The Warwick Junction Urban Renewal Project used an Area Based Management as a vehicle to integrate these fields. Its location specific approach to urban challenges allowed it to operate flexibility and with contextual sensitivity. The ABM methodology makes a strong case as a delivery vehicle for inclusion within the City Hall Precinct case study.

CHAPTER 7 – THE CITY HALL PRECINCT: ANALYSIS: DETERMINING THE CURRENT NATURE OF THE SPACE

7.0 Introduction

This chapter will provide empirical research for the City Hall Precinct case study. The precinct will be analyzed to inform the design guidelines and suggestions offered in Chapter 8. The chapter will begin by identifying current integrative planning frameworks and master plans which may direct the course of the study. The functional and spatial status of the study area will then be analyzed through a series of maps and critiques supported by sketches and images.

7.1 The City Hall Precinct

The City Hall Precinct is located centrally within Durban's Central Business District also referred to as the CBD (figure 27). It is defined, informally (Froise, 2007), by the boundaries provided by Dr Pixley KaSeme Street (previously called West Street) to the north, Anton Lembede Street (formerly Smith Street) to the south, Dorothy Nyembe Street (previously Gardiner Street) to the east and Samora Machel (formerly Aliwal Street) to the West (figure 28). The precinct includes within its boundaries: the Office of the Mayor, the Office of the City Manager, the Durban Art Gallery, the Natural Science Museum, the Local History Museum and the Francis Farewell Square. The precinct is the administrative seat of Durban.

Existing land-uses framing the precinct include major administrative functions on the northern edge (for example, the Main Post Office and the Public Works Building); administrative and recreational spaces on the southern edge (Shell House (Metro Electricity), Florence Mkhize building (Metro Electricity and Water), the Royal Hotel and the Albany Hotel); minor commercial buildings and residential uses on the eastern edge and major commercial/ office uses on the western edge (figure 29).

Other significant land-uses beyond the framing agents include major recreational/ retail facilities provided by the Workshop Shopping Centre, exhibition and recreational facilities (the Durban Exhibition Centre, the Durban ICC and the Hilton Hotel) and residential land-uses on the Victoria Embankment (figure 29). The general land-use is commercial/ office use and the area surrounding the precinct, along with the majority of the Central Business District (CBD), is universally zoned as General Business.

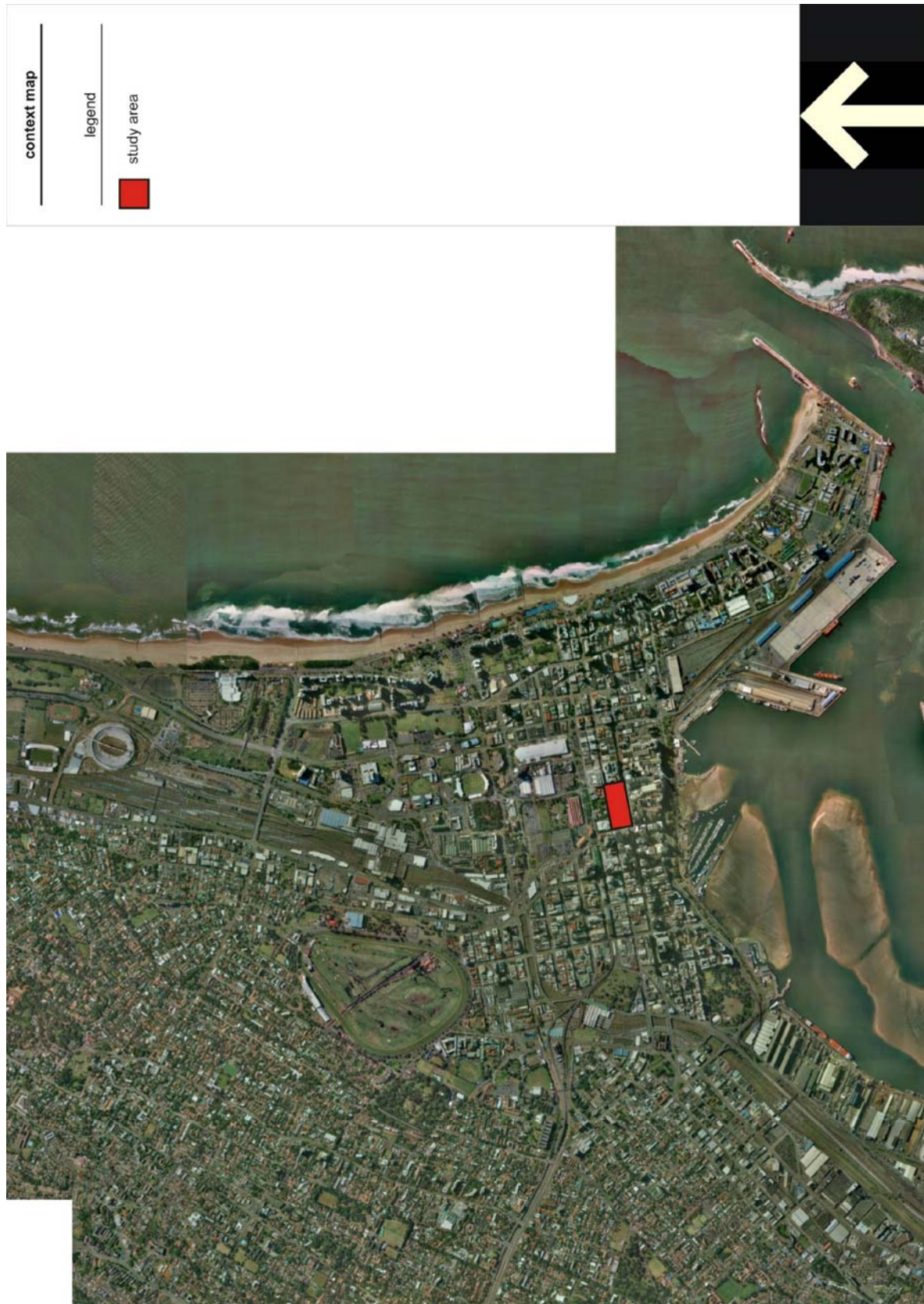


Figure 27: Context map illustrating the position of the study area within the Central Business District (Nair, 2010)

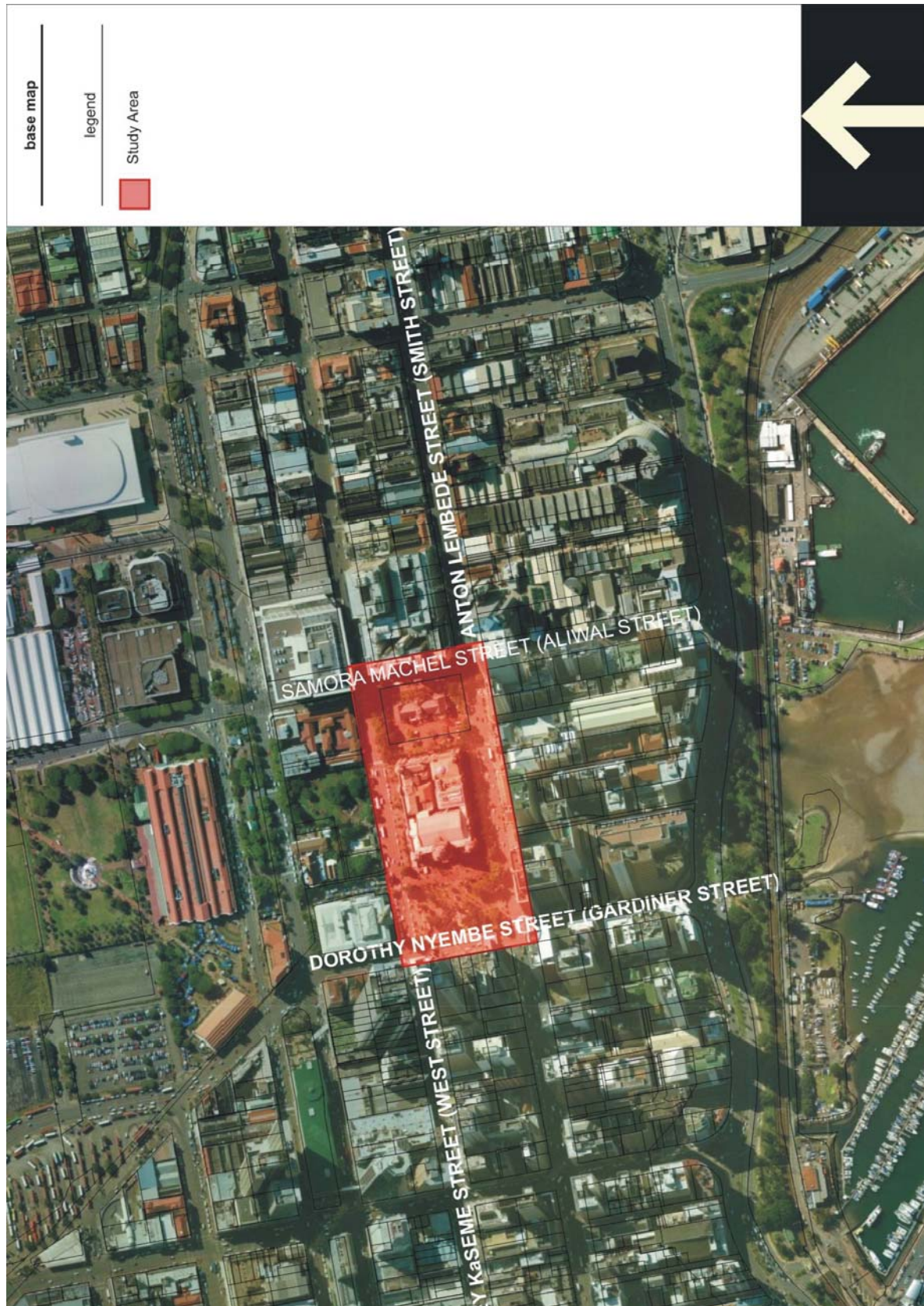


Figure 28: Base map showing the precinct extents and boundaries (Nair, 2010)

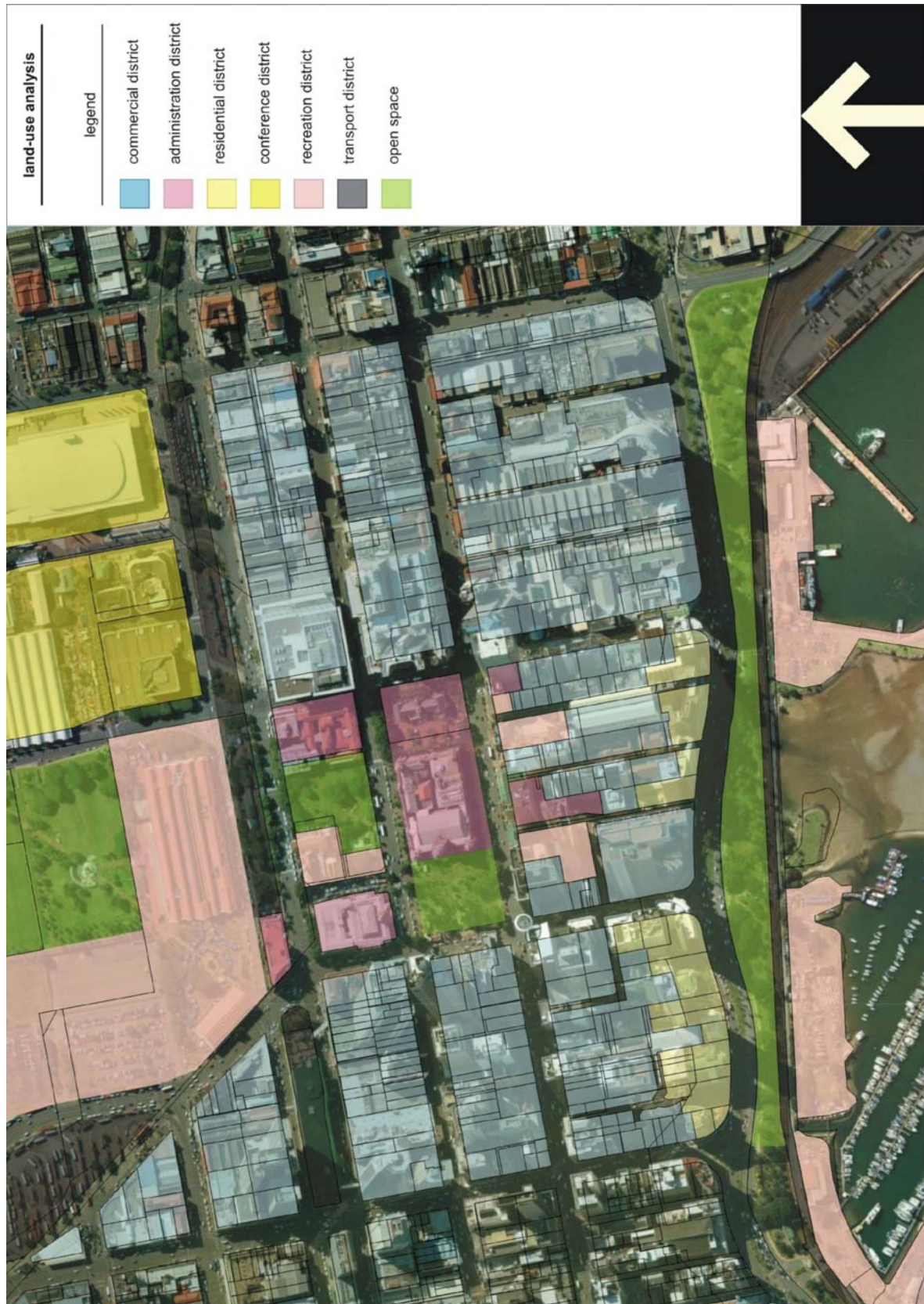


Figure 29: Existing land-use analysis of the precinct and surrounds (Nair, 2010)

Dr Pixley KaSeme Street (travelling east) and Anton Lembede Street (travelling west) are the primary vehicular traffic routes and border the precinct (figure 30). Margaret Mncadi Avenue (formerly called the Victoria Embankment Road) is a primary vehicular route carrying two-way traffic which links to the Point Precinct and directly to the M4 Southern freeway. Samora Machel Street (formerly Aliwal Street) is the primary north/ south vehicular route with additional ingress into the city provided by Soldiers Way. Figure 30 illustrates that vehicular traffic, entering the city on Soldiers Way, dissipates as it enters Dorothy Nyembe Street (Gardiner Street) to link with Margaret Mncadi Avenue (Victoria Embankment Road).

Additionally, figure 30 illustrates the predominant pedestrian movement pattern which travels west to east, along Dr Pixley KaSeme Street (West Street) and Anton Lembede Street (Smith Street) – the primary retail streets. Dr A.B Xuma Street (Commercial Street) and Pine Street are also well used pedestrian routes which facilitate the flow of commuters from the Berea Railway Station. Dominant north/ south pedestrian traffic originates from the taxi ranks located at the Centrum site.

Pedestrians move through the Centrum site, under Dr A.B Xuma Street (Commercial Street) and Pine Street, through Church Walk and exit at Francis Farewell Square which spatially terminates the route. The square assists in dissipating pedestrian traffic in a number of different directions; towards the Victoria Embankment, to the Beachfront or along the main retail streets.

Despite being the geographical centre of the Central Business District, the study area and the area surrounding it includes a number of public green spaces or poorly developed spaces which fail to acknowledge the city centre by virtue of their under-development. A significant portion of this under-developed land is used as parking. Figure 31 illustrates the primary open spaces, parking areas and public green spaces. Medwood Gardens, to the north of the precinct, is the most central public park but suffers from crime, poor surveillance and is poorly tended. The Centrum Park, while well used, is cavernous in dimension and formless. The municipal bus rank located between Dr A.B. Xuma Street and Pine Street forms an undeveloped, mono-functional spine which extend along the most central and visible portion of the city centre. This level of under-development is reiterated in figure 32 which illustrates the density of development within the city centre. The massing analysis map (figure 32) reveals a tendency for greater development on the western edge of the city, moving away from the beachfront and towards the Berea.

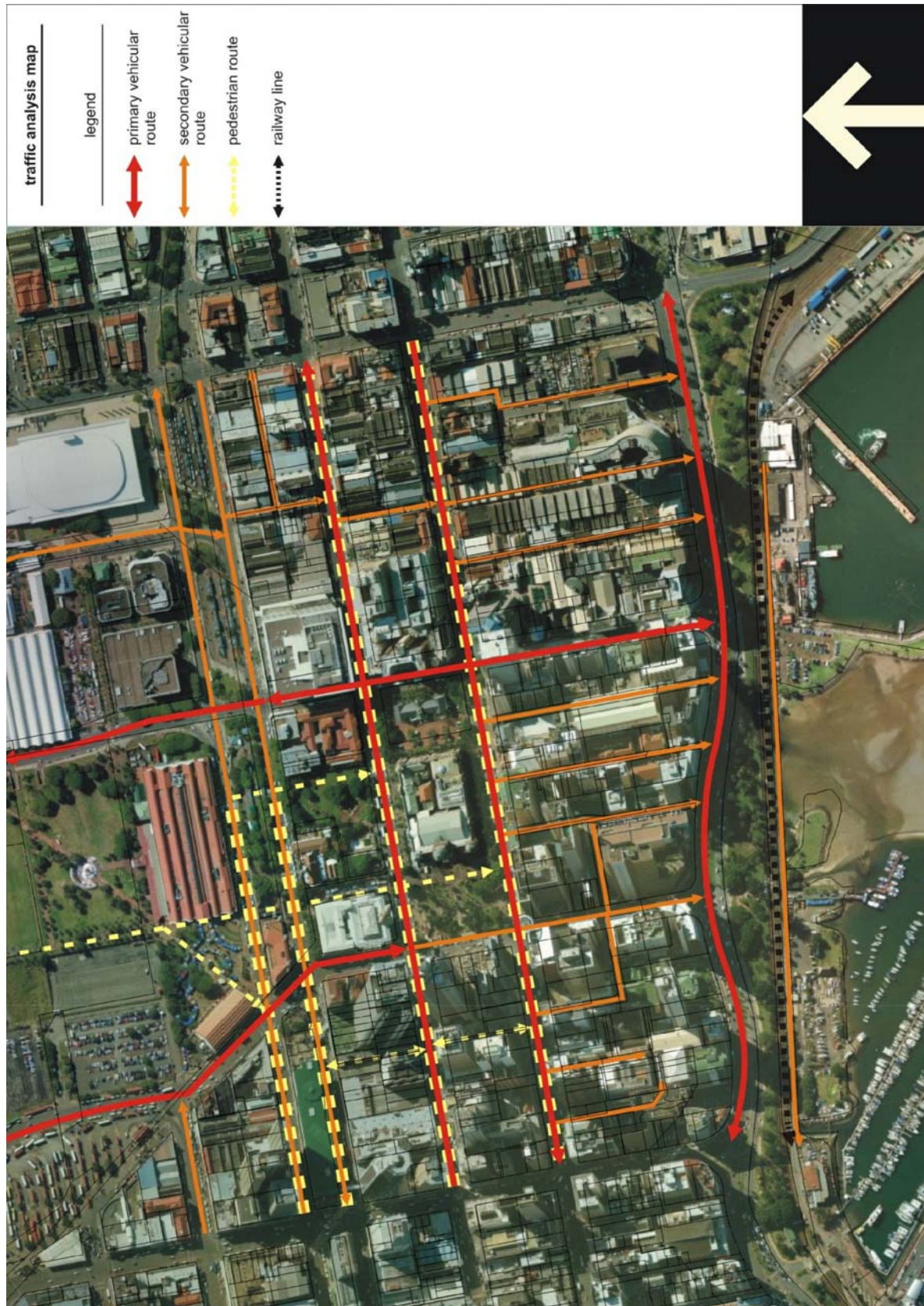


Figure 30: Traffic Analysis Map illustrating pedestrian and vehicular traffic routes. (Nair, 2010)

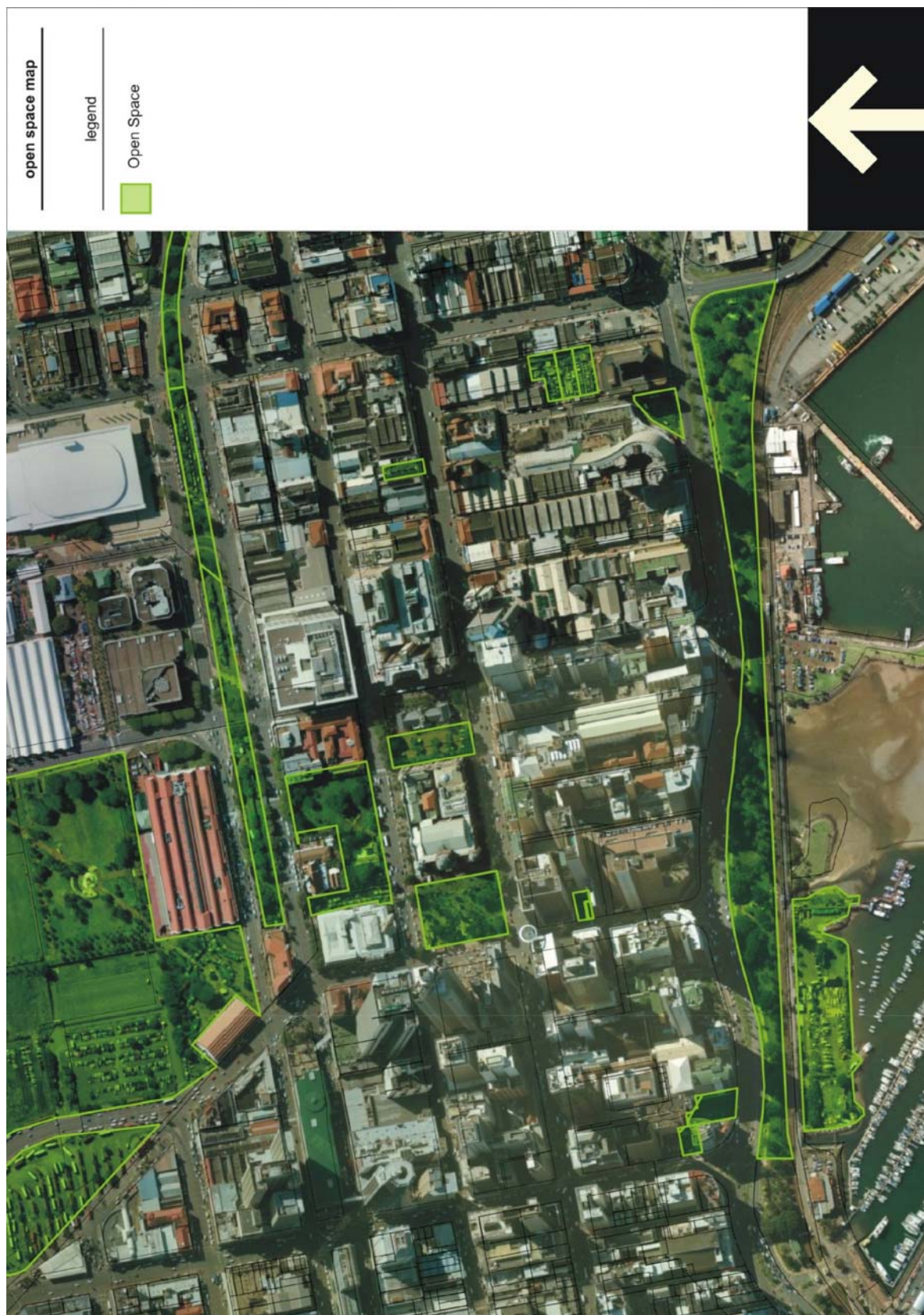


Figure 31: Open Space Map (Nair, 2010)



Figure 32: Massing analysis illustrating the density of development within the city centre. (Nair, 2010)

7.2 Existing Integrated Planning Frameworks and Master Plans

Area Based Management (ABM) practices are employed within the city under the Inner eThekweni Regeneration and Urban Management Programme. The precedent of the Warwick Junction Urban Renewal Project reflected the direction and process employed by area based management approaches of localized intervention to react to context specific dynamics. A range of professional skills are integrated to respond holistically to the built environment, social and economic developmental concerns. The institutional structure of the ABM allows it to integrate municipal practices that normally operate in silos.

Five strategic areas in the city have been identified as the subject of ABM practice. One of these is the study area which is also included in the iTrump initiative. In addition an area defined from the Umgeni River in the north, the Beachfront and Point to the East, Victoria Embankment to the South and Warwick Avenue, Umgeni Road to the west are earmarked for projects initiated using an ABM approach. The mandate of iTrump is the regeneration of the CBD as well as the maximisation of developmental opportunities. Its priorities include:

- increasing economic activity;
- reducing poverty and social isolation;
- making the inner city more viable;
- effective and sustainable urban management;
- improving safety and security and
- developing institutional capacity.

The City Hall precinct, while central to the iTrump boundary, has never been earmarked as a project under its management and development. Furthermore, there is no formal master plan or planning framework prepared for the areas under more traditional planning practices either. The most specific precinct intervention was the “Durban City Hall Regeneration Development Brief”, a document commissioned by the eThekweni City Administration Department and compiled by the city’s Architectural Department. The report was to guide the development of a master plan with the intention of regenerating the Durban City Hall. The report started as an upgrade to the City Hall, which fell under the mandate of the Architectural Department. No prior planning vision or framework guided the project or potential master plan other than the Integrated Development Plan (IDP).

The Durban City Hall Regeneration Development Brief (Froise, 2007) sought to bring new relevance to the City Hall subject to its status as a national monument and in the face of a new socio-political climate. It also aligned itself to the city's Integrated Development Plan (IDP) through addressing imbalances in the built environment.

To achieve the above, the following objectives were developed:

- Regenerate the precinct and inner city using the City Hall regeneration project as a catalyst;
- Make the City Hall and other city assets more accessible to the public;
- Preserve the City Hall and its precinct as an important heritage asset for the City;
- Reinforce the City Hall as the political and administrative centre for eThekweni; and,
- Upgrade and regenerate the City's cultural assets.



Figure 33: Medwood Gardens, a green sanctuary within the inner city, is lost space – poorly used and unsafe. (Nair, 2010)

The project was intended to catalyze a number of related projects which contributed, either directly or indirectly, to the functionality of the City Hall and Francis Farewell Square. The report suggested the identification of the City Hall as a Precinct of Excellence and the West and Samora Machel Street

(Aliwal Street) as Corridors of Excellence. This categorisation will infer direct status and benefits in terms of function, resources and urban management. Similarly, the physical changes would improve urban quality within the precinct as well as creating inroads of renewal from Warwick to the Beachfront and the Bay to Kingspark via the Corridors of Excellence (Froise, 2007). Other functional relationships included the Church Walk, and its relationship to the square which as a point of termination, and Medwood Gardens (figure 33) the most central city park. The interrelationship of these spaces (and others not mentioned) where to act cohesively to reinforce the precinct.

Improving the accessibility of the precinct would require changes to the urban fabric as well as new urban management directives. The edges of the precinct were to be articulated to improve accessibility. Urban fabric upgrades to landscaping, lighting, street furniture, artwork, signage and paving would promote a cohesive identity for the precinct. A broad city analysis was suggested to inform and reinforce a new approach to the precinct. Finally, traffic was a key issue as public transport would have to be reconsidered to provide greater accessibility whilst private vehicles would impose new design challenges in terms of parking and traffic control facilities.

The challenge facing the architectural heritage was to balance the cultural heritage value of the building with the demands required by a new social order and technological forces. To guide the process the Burra (1979) and Venice Charter (1964) reports, dictating terms and conditions pertaining to issues of architectural heritage, were used. As per the charter, as well as independent assessments, the façade - as well as the manner in which the building related to its surroundings - were not to be compromised. Similarly, while internal alterations were permitted, these were not to impact negatively on the façade or be visible from the exterior.

The City Hall does enjoy the status as the seat of political and administrative power. Following the formulation of the eThekweni municipality, both its political and administrative staff component has grown. The report calls for a rationalisation of these components, both of which need to be housed within the City Hall for functional reasons to further entrench the precinct as the seat of administrative governance.

An upgrade of the existing facilities and the incorporation of additional facilities are necessary in order to regenerate the city's cultural assets. A large portion of these are/ or can be directly housed within the City Hall Precinct. They include the addition of retail and conferencing facilities to the City Hall itself as well as the use of Francis Farewell Square for exhibitions or forums. This extended

functionality would require additional input from, and place demand on; the points already raised specifically policing, precinct management and spatial quality.

In conclusion, the primary issues affecting the inner city, as identified by the study were integration and legibility; the resolution of which requires planning input, design consideration as well as urban management controls. The outcomes of the report were never translated into a master plan and, as of the time of authorship of this paper, no further progress has been made.

A Responsive Environments Analysis of the City Hall Precinct

The Responsive Environments Analysis explores the responsiveness of space, that is, the capacity of space to cater to the range of choices demanded by the participator. Observations into the functionality of space through the interaction of its users within it, provides a benchmark by which its spatial success can be measured. The analysis will examine the spatial appropriateness of the City Hall Precinct through a humanist, experiential filter by defining criteria based on those set out in *Responsive Environments: A Manual for Designers* (Bentley, McGlynn & Smith, 1985).

The authors hypothesize that contemporary spatial form fails to adequately represent the social and political freedoms that they supposedly embody. Architecture and urban design espouse these concepts more so now than ever before and yet in so doing, the formal representation has become almost secondary. Designers have relegated form to a by-product of political and social processes. It is the formal application (and resolution) of these ideals that embody the value of space. Similarly, the realisation (or lack thereof) of space has implications on spatial use and identity.

People demand choice from their environments. Contemporary urban space, representative of the needs, beliefs and aspirations of its participators, should cater to the cosmopolitan demands placed on it. The degree to which space caters for choice defines its responsiveness.

7.3 Evaluation Criteria

In *“Responsive Environments: A Manual for Designers”* (Bentley, McGlynn & Smith, 1985) define the criteria, by which responsiveness is measured, as: permeability, variety, legibility, robustness, visual appropriateness, richness and personalisation. Following Lynch’s theory of Imageability (1960), the criterion of legibility can be disaggregated to include: paths (movement routes like streets, sidewalks and trails), edges (physical and perceived boundaries such as walls, buildings, and verges), districts (relatively large sections of the city with identifiable character), nodes (focal points or points of

activity) and landmarks (iconic objects which serve as reference points). Additional criteria, concerning the experiential quality of movement and space, are informed by Edmund Bacon's *"Design of Cities"* (1967).

7.3.1 Permeability

Places need to be easily accessible and integrated visually, physically and functionally with their contexts. It is not merely the provision of places and spaces that is critical. Places of interest, recreation and opportunity are rendered functionally useless if they are inaccessible to the public they are to serve. Permeability concerns itself with the fundamental requirement of accessibility. Attention needs to be applied, at the most formative stage, to the linkages between spaces and the movement systems used by participants. How do the users get around – by foot, bicycle, public transport and car and how are these movement systems detailed? Does it encourage comfortable and safe circulation? Does it promote the use of successive spaces? What are the implications of increased activity levels within these areas?

The inner Central Business District demonstrates a high degree of permeability due to the grid pattern street layout. The secondary streets regularly permeate larger city blocks promoting pedestrian and vehicular access. The approximate distance between city blocks is 50 metres which ensures a comfortable walking distance and an easy transition from one portion of the city to another. Conversely however, the grid pattern also promotes traffic congestion, as a range of route choices predispose secondary streets to be used as shortcuts by motorists.

A limited developmental typology; the predominantly commercial/ office use and limited recreational and retail typologies hinder potential permeability. Movement is not encouraged through space as 'local destinations' are either sparse or illegible. Nodes of mixed functionality create points of interest to which people gravitate. This creates a 'syphonic' action drawing movement towards these loci, resulting in corridors of activity. This can be observed (to a minor degree) in the area, as most development seems to gravitate towards mixed retail-commercial zones on the major roads; Dr Pixely KaSeme Street (West Street) and Anton Lembede Street (Smith Street).

Varied typologies of development create a hierarchy that is attached to it; as main roads would generally lead to nodes of economic activity or interest. As the lack of developmental typologies limit permeability they also limit hierarchy of urban form. The result is a catch twenty two situation

that requires variety to create hierarchy but which requires a measure of hierarchy to attract variety of development.

Permeability, as a concept, exists within both the macro and micro scale and urban form which is not permeable could include structures which are. Permeability is just as important at this scale as it promotes contextuality of built form response. Buildings are made functionally permeable through their responsiveness to the contextual factors. Thus permeability when used appropriately, for example to promote pedestrian interaction and the use of public spaces or structures, is a critical factor influencing the engagement of their intended use.

7.3.2 Variety

'Stimulating, enjoyable and convenient places meet a variety of demands from the widest possible range of users, amenities and social groups. They also weave together different building forms, uses, tenures and densities'

(Llewelyn-Davies, 2000)

The choice of experiences within a place is just as important as permeability. Whilst permeability concerns itself with the accessibility of space, the variety a space offers is the catalyst which attracts attention and functionality. The concern of almost any urban area is the promotion of variety within the confines of functional and economic feasibility. The outcome of design is thus the search of equilibrium between spatial desirability and functional mix. A variety of uses enriches the quality of a place and encourages vibrancy, choice and pleasure.

As the Central Business District of Durban (CBD), the city centre has a multi-functional urban character. However, the degree of variety is severely impeded by social factors and public/ investor sentiment. The Greater Central Business District Revitalisation Project (2000) identifies the limited status of the area as an economic node. Similarly, high order goods and services, as well as the majority of commercial headquarters, are poorly represented within the city centre having gradually declined in the early 1990's. This decline has been attributed to increased levels of crime and congestion but also include changing market dynamics within international trade, manufacturing and exports (Rushby, 2001).

Figure 34 reflects a comparison of office space and vacancies in the CBD and in Umhlanga located to the north of the city and illustrate the declining occupancies between the period of 2008 and 2010.

While vacancies rose within the CBD, rentable space decreased dramatically. The Grade A rentable space for the year 2008 is approximately 60 000m² lower than 1998, whilst Umhlanga grew by approximately 130 000m² (Davies et al, 2000). The decline of functionality in the city centre reflects the diaspora of many commercial headquarters to suburbs north of the city (Robinson, 2005). The city centre, with its intensive infrastructure, was left in a vacuum, with a fraction of the commercial tenancy that it once enjoyed. This has directly affected ancillary services and businesses which provided supplementary services to larger companies. Redirected investment towards areas north of Durban saw a period of economic erosion within the city, as tenancies dropped further and buildings began to fall into a state of disrepair. Similarly, retail facilities within the city have fragmented from a few larger scale entities to a host of small retail stores following the trend of burgeoning development in the wealthier northern suburbs.

AREA 2008	GRADE A RENTABLE	GRADE A AVAILABLE	% A GRADE VACANT	GRADE B RENTABLE	GRADE B AVAILABLE	% B GRADE VACANT
CBD	114038	2135	1.9	140639	7396	5.3
UMHLANGA	153658	314	0.2	22932	324	1.4
AREA 2010	GRADE A RENTABLE	GRADE A AVAILABLE	% A GRADE VACANT	GRADE B RENTABLE	GRADE B AVAILABLE	% B GRADE VACANT
CBD	151063	27791	18.4	202368	15666	7.7
UMHLANGA	165480	5779	3.5	21252	500	2.4

Figure 34: Comparison of vacancy rates between the CBD and Umhlanga. (SAPOA, 2008, 2010)

In an effort to maintain commercial tenancies, office buildings (often built for a single corporate entity) have been subdivided into numerous smaller office arrangements for small time operators. However, the maintenance costs of the aging buildings are exorbitant and often beyond the means (or land value return) of the property owners. Lower tenancies and returns have also dissuaded construction within the inner city. The city's architecture is generally over 30 years old, with many buildings constructed in the early 1970's to mid 1980's (Emporis Corporation, 2010). The city is also home to a number of heritage buildings which are older than 80 years of age (Itafa Amalinde Heritage Trust, 2010). The aging buildings, poor maintenance and declining investment result in the decay of much of the city's architecture.

Recreational facilities within the inner city are almost none existent and offer poor choice. This was affirmed by almost all of the respondents (an 86.67% majority) and is limited to small take-away and fast food outlets. There were also no significant late night restaurants and recreational venues



Figure 35: The Royal Hotel offers essential variety and activity in a generalized zoning condition. (Nair, 2010)

within the city centre. The study area despite its prominence as the spatial, historical and cultural heart of the city includes only the playhouse and the Royal Hotel.

The land-use defines the city's daily life-cycle which is limited from the start of business to its close at approximately 6:00pm. 73.3% of respondents felt unsafe after the latest close of business; around 6:00pm. This defined life-cycle has economic and social implications, imposing mutually reinforcing limitations on growth and security through poor activity and surveillance. Surveillance is a fundamental component of Newman's Defensible Space Theory (1972), in which he defines as "*a term used to describe a*

residential environment whose physical characteristics—building layout and site plan—function to allow inhabitants themselves to become key agents in ensuring their security". Defensible space relies on both sociological phenomenon and spatial design to create safe spaces. It strives to create a sense of ownership, territoriality and responsibility, of space, by the communities which inhabit it. However, this social phenomenon is only possible if the spatial conditions are conducive to promoting this sense of responsibility. Newman contributes the creation of defensible space to four factors; territoriality, natural surveillance, image (the visual manifestation of security), and milieu (variables which may affect security, for example the proximity to a police station). The finite operational cycle of the study area reflects Jacobs (1961) critique of contemporary planning practices. Jacobs argues that modernist planning practice creates mono-functional space through formulaic zoning conditions at the expense of contextuality. The result is the breakdown of communities, urban character and security. This limited functionality is manifest in the area surrounding the precinct which is predominantly commercial/ office in nature. The area is also universally zoned as General Business which limits the lands use activities that can be accommodated in the precinct to those that conform to the zoning criteria.

Significant changes in land-use include: the playhouse and the Royal Hotel (figure 35) on Anton Lembede Street (Smith Street); administrative, informal trade and open space on Dr Pixely KaSeme

Street (West Street) and residential uses on Samora Machel Street (Aliwal Street). Individual buildings are almost exclusively mono-functional in use due to limited tenancies.

7.3.3 Legibility

Legibility describes the ease with which participants can perceive a spatial layout. It assists users in spatial recognition, the measure comfort provided by familiarity and in way finding, all of which with have implications on permeability and variety. Legibility can also be described as the formal manifestation of spatial linkages and interpretation, and results from, but is not limited to, the disaggregation of urban elements to differentiate hierarchies and create distinction.

Kevin Lynch's seminal work "The Image of the City" (Lynch, 1960) establishes the link between imageability, memorability and the experiential qualities of space. He contends that good urban form can be disseminated into the proper realisation of five physical elements essential in an urban environment.

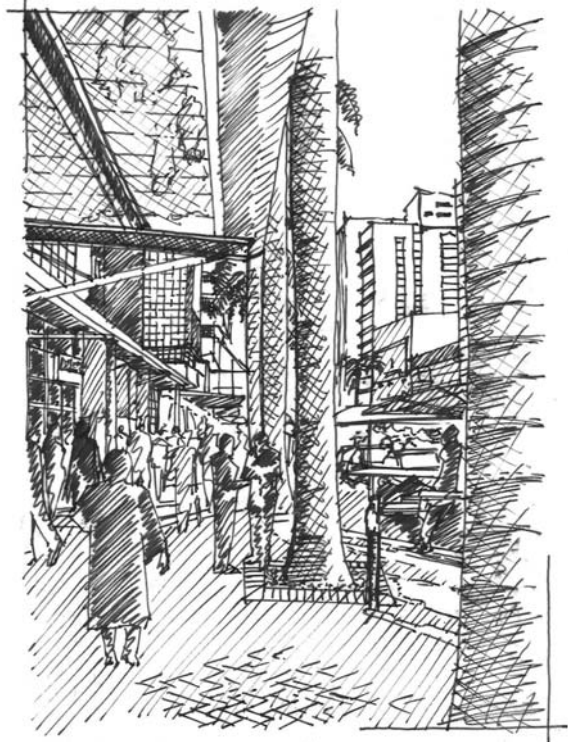


Figure 36: Perspective of Dr Pixely KaSeme Street, illustrating the strong urban character of the path. (Nair, 2010)

7.3.3.1 Paths

The study area includes paths which are both formally and informally defined, of which the vast majority are well defined given the strong urban character of the area. Streets are strongly orthogonal due to the grid layout of the city, without any major deviations. The City Hall enjoys strong axial position coordinated between Dr Pixely KaSeme Street (West Street - figure 36) and Anton Lembede Street (Smith Street). Anton Lembede Street in turn aligns axially with the vista of the Memorial Tower Building of the University of Kwa-Zulu Natal Howard College Campus. Dr Pixely KaSeme Street (West Street) and Anton Lembede Street (Smith Street), link directly to the beachfront in the west and to main roads and National Routes (respectively) in the East.

Figure 30 illustrates the existing primary pedestrian and vehicular routes. Pedestrian paths follow the primary vehicular routes, with pedestrian traffic predisposed to an west to east (and vice versa) directional flow, with traffic originating both from the Berea Train Station and from taxi and bus ranks located between Pine and Commercial Street. Informal paths have been carved out of the city in a north/ south direction as pedestrian move from taxi facilities near and around the Centrum site to service and administration centres in the city centre. These informal paths have drawn incremental informal trade opportunities and activated previously dormant spaces within the city. However, spaces which have not been designed to accommodate the increased traffic flow often fail functionally or suffer from excessive wear and tear which when combined with poor management has seen these urban spaces deteriorate further. The most prominent 'informal' path begins at the Centrum site and follows Church Walk; a route through the underpass beneath Pine and Commercial Street and between the Durban Post Office and the Durban Swimming Pool. Pedestrian traffic exits towards the City Hall and the Francis Farewell Square before dispersing either towards the main streets or the Victoria Embankment.

The cenotaph sits within Francis Farewell Square (figure 37) within a cruciform set of primary paths. Whilst the arrangement of the paths assist in dispersing pedestrian traffic, the raised topography (accessed through stairs on all four edges) of the square impedes the flow of traffic through the square (affirmed by 20% of respondents; 80% of respondents were non-committal or expressed uncertainty in their responses). Additionally, the formal nature of the pathway layout creates a

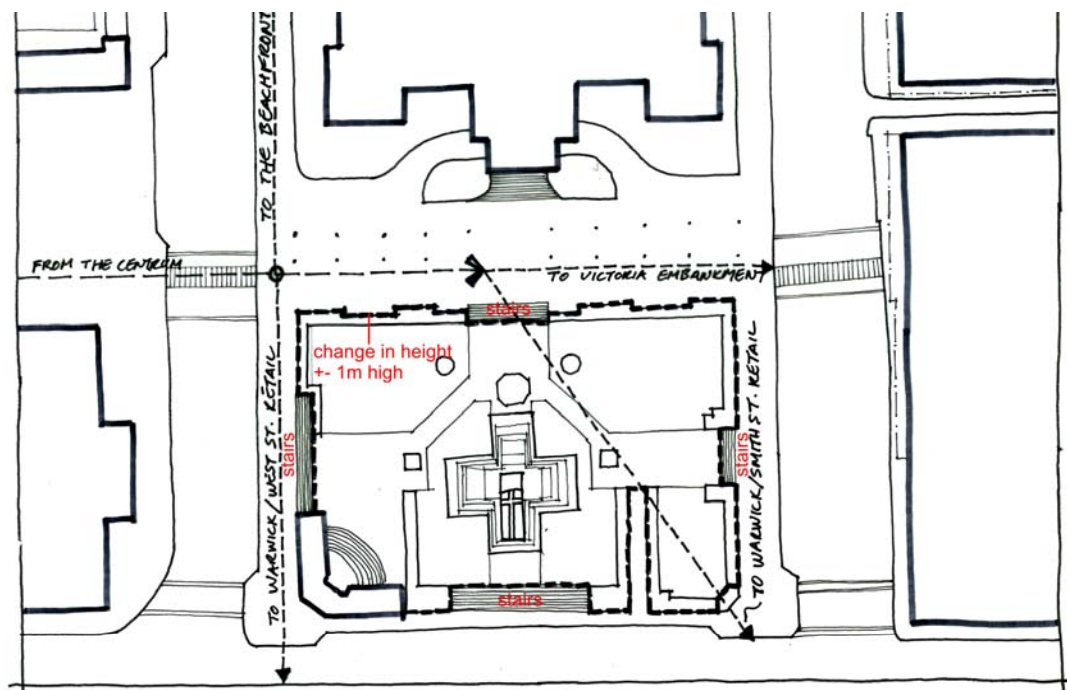


Figure 37: Sketch plan of Francis Farewell Square illustrating existing pedestrian movement paths and edges. (Nair, 2010)

conservative square which discourages interaction on the portion of the square on which the monuments reside. A secondary pathway system, originating from the head of the cross, radiates a pathway to each corner of the square on the Dorothy Nyembe Street (Gardiner Street) edge. The formality of the axial layout restricts traffic to a predetermined route. 'Negative' space between the paths are landscaped, further defining edges, whilst the cenotaph and memorial sit on a series of plinths which define additional edges around the memorial. The rigidity of the pathways seems a-contextual and at odds with the eclectic and chaotic movement of people across the square.

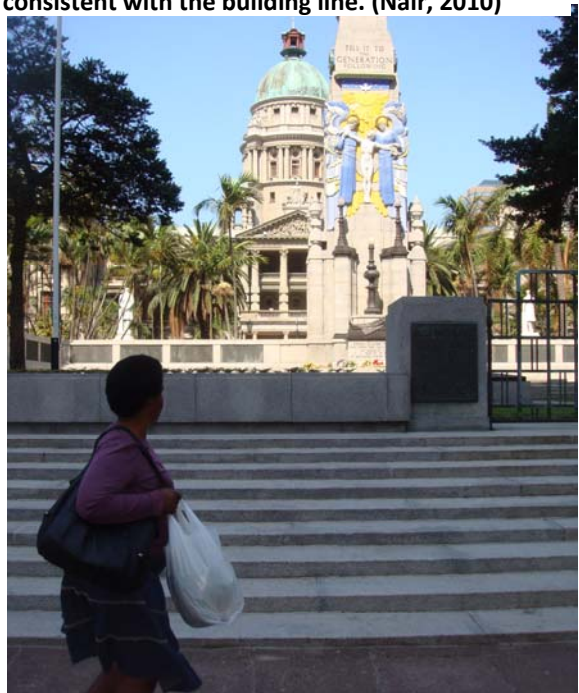
7.3.3.2 Edges

Edges are generally well defined within the study area. Inner city buildings occupy the entire lot size with parking provided within the built envelope. This, combined with development which maintains a consistent building line, contributes to a clearly defined pedestrian edge (figure 38). The scale of the structures within the area also influences the definition of space. The first tier of buildings, enclosing the City Hall and square, range between 20m to 89m in high (figure 32). This provides satisfactory enclosure. However, it must be highlighted that considering the City Hall is the epicentre of the city, one would expect far higher densities than were revealed during the built form massing analysis.

Edge treatment however, is not formally differentiated between primary and secondary streets. A recent exercise following the run-up to the 2010 FIFA World Cup saw minor urban fabric improvement on Dr Pixely KaSeme Street (West Street). Soft landscaping is almost non-existent within the inner city (with the exception of City Hall and Medwood Gardens) and hard landscaping is basic. Landscaping and urban fabric upgrades



Figure 38: Dr Pixely KaSeme Street displays a consistent edge through massing and development consistent with the building line. (Nair, 2010)



99 **Figure 39: Francis Farewell Square is raised above the pedestrian level, limiting its accessibility. (Nair, 2010)**

are critical in achieving distinctive character, promoting a pedestrian friendly environment and improving security by promoting activity.

The Francis Farewell Square (figure 37) has a range of edges some defined, others not. The eastern edge, along Dorothy Nyembe Street (Gardiner Street), has a low wall to define traffic to one of three axial entrance points and paths; a central stair rising to a height of approximately 1 metre above road level, which provides access directly to the cenotaph; an entrance through the public ablutions at the intersection of West and Dorothy Nyembe Street which runs diagonally across the square; and an entrance at the intersection of Smith and Gardiner Street which runs diagonally to meet the West and Gardiner Street path at 45 degrees.

Other edges include the raised plinth on which the cenotaph sits, which effectively removes it from participators in the space. The edge treatment acts together to separate users from the cenotaph; it becomes a monument to be viewed from a distance. Ultimately, the space reaches a point of such formality as to become unapproachable.

7.3.3.3 Districts

Districts, unified by a common identifiable character, may be classified by the age of the buildings, the economic status and the construction method used. This represents the range of typologies within the area, as the functional mix is limited.



Figure 40: Prominent building which define the precinct. From left to right: The Durban Post Office, the City Hall and the Royal Hotel. (Nair, 2010)

While the inner city is a largely homogeneous entity, clusters of buildings with similar functionality have defined loose districts. The study area is an obvious administration district defined largely by

functionality but also by aesthetics on a secondary scale. The square includes the City Hall itself, the Durban Central Post Office, the treasury building, the Department of Public Works building, the Royal Hotel and the Durban Tourist Junction Building (formerly the Durban Train Station) which is immediately beyond the square (figure 40). Architecturally, consolidation suitable of a district is achieved by the outstanding character of a diverse range of heritage buildings which include, amongst others: the Modern Renaissance City Hall, the neo-classically styled Durban Central Post Office, the Durban Tourist Junction Building (the original Durban Station building), the Local History Museum (the original Durban courthouse) and St. Paul's Church (Radford, 2002).

Other districts include a dense residential district on the Victoria Embankment (refer Lynchian Elements Map) defined by functionality alone. The architecture of these buildings is synonymous with that of the majority of the city, namely a modernist inspired architecture typical of the 1960's and 1970's. The rest of the buildings generally fall into a postmodernist 1980's style.



Figure 42: The Centrum amphitheatre (left) and axial access off Old Fort Road. (Nair, 2010)



Figure 41: Exhibition and conferencing within the city includes the Hilton Hotel (left image background) and the Durban ICC (right). (Nair, 2010)

The Centrum site (figure 41) is the primary retail/ recreational district and its identity is further consolidated by the unified (and recycled) railway station buildings. The retail district has promoted informal trade along the pedestrian path from the district into the city centre. Additional recreational facilities include a relatively well-used public amphitheatre, the Virgin Active Gym and a park. Adjacent to the district is what could be functionally classified as an exhibition/ conferencing district which includes the Durban Exhibition Centre, the Durban International Convention Centre and the Durban Hilton Hotel (figure 42). The character of the district has been further entrenched through a series of urban fabric upgrades however; the manner in which these have been functionally and architecturally integrated with the rest of the city is limited.

Finally, whilst transport nodes litter the city a defined transport district is identifiable in the form of a 'logistics spine' which runs between Pine and Commercial Streets. The spine, which includes the Pine Parkade, runs to the edge of the Durban International Convention Centre; effectively stopping at Walnut Road.

7.3.3.4 Nodes

Nodes, as centres of activity, relevance or uniqueness, are foci around which everyday life invariably gravitates. Primary nodes include the Centrum site, close to the study area, and the City Hall square itself.

The Centrum (figure 41), with its juxtaposition of formal and informal functionality; retail centre and trading stalls, public amphitheatre and private gym, taxi rank and strong pedestrian activity is a powerful and distinct node within the city and close enough to strongly influence the study area. Indeed, the majority of the pedestrian traffic that the City Hall precinct experiences, can be said to pass through the Centrum node at one point or another. The broad retail functionality combined with its location at the confluence of a number of bus and taxi routes contributes to the intensity of the site's use. The Centrum is also axially located relative to the City Hall and the massing of the Workshop Shopping Centre promotes human scale activity as well as formal legibility.

The City Hall and Francis Farewell Square, the heart of the study area, is also a node but one which enjoys far less activity and diversity of functionality. Its status as a node owes itself more to its inherent symbolism, distinctive character and quality of architectural expression than to any measure of comparative (relative to the Centrum site) functionality. Despite this mono-functionality, at odds with the status quo multi-functional city space, the City Hall's powerful

legibility achieves its purpose; identifying it as the seat of power within the city. The City Hall node acts as a primary orientating landmark. Its axially prominent position affords it command over subservient spaces. The building itself is sympathetic to a human scale and yet is not overpowered by surrounding buildings which are significantly taller. This could be attributed to the uniqueness of the architecture (relative to its contemporary context), the level of detail as well as the execution of the structure which balances strong horizontal architectonics (and a piano nobile) with aspirant verticality.

7.3.3.5 Landmarks

Landmarks are determined by the difference in scale, prominent architectural character or outstanding functionality; or a combination of all of these facets. Built form is critical in achieving cohesion and legibility. Urban space, by virtue of its multi-functionalism, often becomes a homogeneous entity with little distinction between one part of the city the next. This 'replicable space' is a common result of urbanisation without due consideration given to the interpretation of space by its users. Through this gradual process, the city grows further and further away from its users; it becomes foreign and indistinct. Accompanying this loss of familiarity is fear and apprehension by the city's users. This is where landmarks are critical, providing a spatial reference and a point of familiarity within what could be an otherwise indistinct landscape.

Durban's City Hall is arguably its most iconic, inner city, building followed closely by the Durban Main Post Office building. As mentioned previously, the City Hall achieves its prominent position through a combination of its geographical position, its distinctive architectural style and its strong formal and axial characteristics. These qualities, combined with its historical relevance and functionality, have entrenched it as the landmark building within the city. The same qualities can be attributed to the Durban Main Post Office building.



Figure 43: the Natal Playhouse (Capelan, 2009) and the Workshop (right). (Homrich, 2008)

Other distinctive buildings include the Natal Playhouse (figure 43), with its heritage Tudor Facade contrasted against more contemporary structures, and the Southern Life Building which is a wonderful 1980's post-modern distinctive example with its extreme verticality and uncompromising glass facade. The Workshop Shopping Centre (figure 43) is a landmark due to its functionality, historical relevance, aesthetic and massing. Finally, the most contemporary landmark within the inner city is the Durban International Convention Centre, immediately recognizable with its contemporary architecture and its strong in-situ urban fabric response.

7.4 Robustness

Robustness refers to the multi-functionality of space. As aspects of legibility are extrapolated they are concerned with aspects of decreasing scale. As an example, whilst variety referred to the number of individual uses within a place, robustness concerns itself with the multi-functionality of each contributing space. This specific focus on scale draws the attention of the analysis away from the urban scale and towards the quality of individual buildings

The multi-functionality of the Durban Central Business District is severely limited. The most functionally prominent portion of the city encloses the study area. Within this portion of the city densities are comparatively high (figure 32) and mixed-use functionality extends as far as retail facilities on the ground floor and commercial lettable space above. Retail typically caters to low-order goods (Haq, 2006).

Residential accommodation is relegated to the low-income sector and is limited to specific districts within the city. Morris (1999) attributes the decline of inner city housing, within the South African context, to a broad range of interrelated factors. Included in these were public sentiment by landlords and tenants, legislative policy and a resistance on the part of financial institutions to adequately bond inner city housing. The stigma attached to inner city housing endures and limits the potential of this form of residential accommodation as a viable broad-based market solution.

Recreation and retail facilities within the city are severely limited, which mars the image of the city (86.67% of respondents). Restaurants and cafes bolster market perceptions, promote investment and generate synergistic lifestyle based business opportunities. A broader spectrum of users are attracted which improves land values, security and activity. Regeneration however, must be carefully managed. Property lead regeneration is often at the detriment of social regeneration (Jacobs, 1961; Diamond and Liddle, 2005). Through property lead gentrification processes land

values and services become unattainable and resident communities are evicted through attrition. Further criticism is raised by theorist and advocacy planners like Jane Jacobs (1961). In “The Death and Life of Great American Cities”, Jacob’s argues that the process of gentrification is destructive to resident communities and the character of space. Diamond and Liddle (2005), in reference to Jacobs critique, state that “this (gentrification) often leads to a uniformity of design, appearance and experience”.

Whilst the easiest solution is to avoid ‘development parameters’ by pursuing greenfield development, this often just displaces development shortfalls and is wasteful of existing infrastructure. Contemporary regenerative approaches instead advocate an integrated approach to yield a finely grained landscape of different functionalities catering to the broadest social denomination (Colhuqoun, 1995; Evans, 1997, Dobson & Skinner, 2009).

7.5 Visual appropriateness

Visual appropriateness focuses on additional qualities of diminishing scale and examines the language of spatial resolution; the architectonics and the Vitruvian principles durability, utility and beauty, discussed earlier (Smith, 2003). The visual character of space determines how it is interpreted by its users, consciously or otherwise. This affects spatial identity, comfort and the level of popularity/ activity that it enjoys. The built-form massing of the central business district, while denser than most areas within Durban, is comparably low when put into context of Central Place Theory (Christaller, 1966). The city centre should have significantly higher densities than surrounding areas which infers the degree of economic health and the comparable land value attached to the proximity to the city centre. The built-form massing map (figure 32) revealed significant stratification in development densities. Common development practice, especially in high value urban areas, is to maximize the development potential of the site. Despite this, the majority of buildings around the study area averaged only 30 metres high whilst a few commercial office towers were developed up to a height of 130 metres in height. This occurred despite a universal zoning condition.

The study area (and a large portion of the city) is composed of multi-storey buildings in a Modern and Post-modern style. The architecture is almost exclusively executed with a framed concrete structural system and either brick or glass infill panels. With a few exclusions, architectural expression has been limited, with architects instead favouring robust materials and limited palettes to minimize maintenance requirements. The majority of structures date back to the 1970’s and



Figure 44: Map showing listed buildings. (Nair, 2010)

1980's (Emporis Corporation, undated) and there are a significant number of listed buildings (Itafa Amalinde Heritage Trust, 2010; Bennet, Adams & Brusse, 1987). The absence of compulsory building maintenance laws and declining property values has seen many of these buildings fall into disrepair. Additionally, the last new building constructed close to the study area was completed in 1995 (Emporis Corporation, undated).

The poor state of the built form hinders the quality of the public realm and its ability to attract activity. Changes in zoning, development controls and the resultant land-use will not be enough to catalyze a change in public perspective, as the physical character proves an unyielding barrier to sentiment. Following the precedent of Warwick Junction, a 'rebranding' of the city is vital to inspire investment and bolster investor confidence.

7.6 Richness and Personalisation

Richness represents the smallest aspects on the analysis spectrum and refers to the detailing and method of technical resolution of contributing spatial elements, whether as part of architectural detail or the execution of urban design or landscaping elements. These are methods of eliciting sensory experiences, both visual and non-visual.

Following the commentary on visual appropriateness, the majority of buildings within the inner city are designed under the Modernist or Post-modernist tradition. Under modernism all unnecessary embellishment was removed in order to express functional purity. This does not mean that Modernist buildings are not architecturally rich; their clarity and method of technical resolution sought to express an unbiased and objective aesthetic. Post-modernism, as a debatable, reactionary movement to Modernism sought the opposite and created an eclectic aesthetic.



Figure 45: A panorama of a corner of Francis Farewell Square and the plethora of monuments that it holds, all of which contribute to its richness. (Nair, 2010)

While there are a few good examples of each, the majority of buildings are unmemorable and monotonous. The relevance of many of the buildings is also questionable as they are generic or have been rendered functionally irrelevant following the decline of the city centre as the commercial centre.

Some of the most characteristic structures have achieved listed or heritage status. Francis Farewell Square is recognized as a heritage structure and so is the Local History Museum which was a courthouse dating back to 1866 (figure 44). An eclectic mix of monuments and representative of a range of artistic traditions (from Neo-Classical to Art Deco) are located in Francis Farwell Square (figure 45). In addition, the square holds the unique distinction of being recognised as having the greatest number of monuments contained within a single space in South Africa.

The City Hall and the Durban Main Post Office are prime examples of architecturally rich and functionally relevant heritage buildings within the city. The City Hall, in its Modern Renaissance style, is outstanding in contrast to the rest of the city and holds the highest heritage status in Durban. The Durban Main Post Office was the original town hall and its mass and scale integrates it effectively with the City Hall and appropriately defines Francis Farwell Square.



Figure 46: The Playhouse contrasts with the modernist/ post-modernist buildings (background). (Homrich, 2010)

The Natal Playhouse (figure 46) is also identifiably characteristic and historically relevant. It along with the Post Office was considered most identifiable by the respondents (an overwhelming majority of 86.67% against a 13.33% minority who did not identify the building). The most contemporary building within the larger study area is the Durban International Convention Centre which, is well detailed and manifests its character in the urban fabric upgrades as well. The building was also subject to renovations and additions to maintain its functional relevance and hold its target market.

Much of the vibrancy and richness is manifest due to aspects of informality within the city. The public amphitheatre and flea market, in front of the Workshop Shopping Centre, is one such example. Perhaps the greatest example of integrating aspects of formality and informality exists within the Warwick precinct. While well outside the study area, on the periphery of the Central Business District, the Warwick precinct is lauded as a model of integrative and inclusionary development; redeveloping unresponsive (and sometimes hostile space) towards a responsive and integrated identity.

7.7 Conclusions of the Responsive Environments Analysis

The responsiveness of the study area could be significantly improved. The study area was considered permeable at an urban scale and enjoyed favourable infrastructural and foundational characteristics. The city grid was orthodox and accessible.

The variety that the city offered was severely limited. The functional range was lower than demanded of a central urban space, with the most limited functions being those of leisure and recreation. Thus, the city centre is relegated to the role of a centre of services and not a place of social interaction. This limits its life-cycle and desirability.

The city is considered to be legible, partly due to its limited scale, and its accessible layout. Another aspect contributing to its legibility is its good infrastructural character. However, the city does suffer from an impeded sense of identity and poor urban character. Simply put, large portions of the city seem to lack soul.

The robustness of the Central Business District is limited to narrow market sectors, offering functionality too restrictive of an urban centre. The absence of recreational and broad sector retail facilities is unmistakably apparent. This is a catch twenty-two scenario which impacts negatively of the marketability of the city; a marketability it requires if it is to escape its development pitfalls. The

decline of the city centre is cited as the reason for its limited robustness. A comprehensive, integrated approach is required to address the broad range of factors contributing to it.

Visual appropriateness manifests a dichotomy of strongly characteristic loci within an otherwise unmemorable architectural landscape. Portions of the city need to be re-conceptualized in order to return it to relevance and re-inspire confidence. The city needs to be seen as accessible to the broadest range of users and offer the greatest degree of functionality in order to maximize synergies and spread effects.

It needs an over-arching plan re-conceptualizing its role and identity and a strategic plan of implementation and then, management. This would require a holistic and co-ordinated effort encompassing all aspects of the built environment fields, amongst other social fields. The study area (and the city at large) is not formally representative of its users through its limited functionality and mono-dimensional development character. Users are held captive by poor land-values and limited tenancies in a catch twenty two scenario that hinders the true development potential of the area.

CHAPTER 8 – CONCLUSION: DESIGN GUIDELINES AND OPERATIONAL METHODOLOGIES FOR THE CITY HALL PRECINCT

8.0 Introduction

This chapter will conclude by drawing upon the study to inform design guidelines and methodological suggestions for the precinct as a way forward. The approach to the study of the precinct and the operational suggestions are viewed as a replicable approach for similar public space precincts within the city of Durban. The design solutions however, must be contextual and are to be developed on a case by case basis.

The chapter will describe necessary parameters to develop methodological framework for the precinct. This will include formative stages required to integrate the precinct into a larger urban development strategy; an action which will inform future development decisions and phasing, whilst optimizing synergies between precincts. Project agency conditions and an urban management rationale are suggested.

Design guidelines are aligned to the objectives of the City Hall Regeneration Development Brief and the city's development goals. The potential for a precinct network which will contextualize the precinct intervention will be explored, after which specific interventions will be put forward for the City Hall Precinct. The design intervention actions will be structured as a response to the priorities identified by the City Hall Regeneration Development Brief which are: land-use and zoning suggestions for the precinct, operational strategies, spatial integration strategies, articulation of framing elements, and public realm upgrades.

8.1 Strategic Planning and Spatial Networking

It is critical that prior to the recommendations of the City Hall Development Brief, that a city wide analysis is required to investigate the following:

- The current functionality of the precinct, a needs analysis, and an anticipated vision (does it conform to the IDP);
- The character and identity of the precinct as perceived by its users (through a stakeholder analysis);
- Its linkages within the city, either directly or implied;

- Its accessibility to users, either as a destination or as a point on a route (also related to its permeability); and,
- Is the spatial approach to the precinct legible and relative to its symbolic and functional status?

While this is a significant exercise in itself and beyond the scope of this paper, the design guidelines will be informed by the available research material and analyses. The data gained through a city wide study will better contextualize the role of the precinct within the greater CBD; and it will also validate the project as part of a larger planning paradigm. That is, part of a city wide vision with implications beyond its immediacy and whose strategic arrangement yields cumulative benefits. This will prevent it from becoming one of many isolated interventions.

A public space network would have to be developed at a formative stage and would define the role of the precinct to other spaces and the city itself. If the space network was developed further, a hierarchy could be aggregated from which, the City Hall would receive its status as a Precinct of Excellence and West and Samora Machel Street (Aliwal Street), Corridors of Excellence, as per the City Hall Development Brief.

8.2 Project Agency, Institutional Location and Operational Structure

The Area Based Management (ABM) approach has proven itself as an effective vehicle in the planning, implementation and management of localized interventions which require a cross-sector approach (Dobson & Skinner, 2009). The approach has also proved to be conducive to the inclusion of participatory systems which are essential in community driven urban regeneration strategies and are considered to be more sustainable and less invasive than property lead regenerative approaches (Jacobs, 1961; Evans, 1997).

The study area already falls under iTrump Area Based Management initiative (Dobson, undated) which would facilitate its institutional and functional arrangement. An ABM approach would also suit the defined scale of the precinct, whilst the institutional and operational arrangement could follow similar lines as the Warwick Junction model.

The vested interest of municipal and political power in attracting development funding may also draw challenge (Squires, 1991). The Potsdamer Platz precedent illustrated the dominance of private interests in the shaping of the public environment (Powell, 2000). The criticism received by the

Berlin municipality was that it compromised the public interest in order to attract development. Facilitation from a third party such as an ABM unit would demonstrate a participatory and stakeholder driven approach, a critical tool in the City Hall Precinct where political interest could dominate. While an organ of state, an ABM model offers a point of direct interface between stakeholders and the municipality and expedites communication between role-players and the state.

Limitations on the size of the project team ensure that the requisite political and technical members are aware of area dynamics and ensure project continuity. As an instrument of the municipality, the project team would be able to draw upon resources and project staff from existing municipal structures. However, the range of challenges facing the precinct would demand additional skills from independent consultants (Dobson & Skinner, 2009). The project's operating structure should include a separate agency for the planning, implementation and operation components. These would be headed under an overarching project lead.

8.3 Implementing the Development Brief

Once the formal analyses have been completed and a public space network developed, the priorities identified by the Durban City Hall Regeneration Development Brief (Froise, 2007) can be further rationalized into design guidelines and actions. To review, the key priorities identified by the brief were:

- Regenerate the precinct and inner city using the City Hall regeneration project as a catalyst;
- Make the City Hall and other City assets more accessible to the public;
- Preserve the City Hall and its precinct as an important heritage asset for the City;
- Reinforce the City Hall as the political and administrative centre for eThekweni; and,
- Upgrade and regenerate the City's cultural assets.

8.4 Urban Design Suggestions

The Durban City Hall Regeneration Development Brief details broad strategies to achieve the priorities it sets out. These strategies will be developed into specific actions and design suggestions and are influenced by empirical data gathered through the spatial and responsive environments analysis. The findings of these analyses will be tested against the precedent to draw conclusions, guidelines and methodologies. Aggregated under the headings of permeability, variety, legibility, robustness, visual appropriateness, richness and personalisation; the responsive environments analysis revealed mixed findings for the study area.

The study area displayed high levels of permeability through a legible grid layout with vehicular and pedestrian access at well regulated intervals. Limited variety within the city compromised its functional status and identity, and was revealed as one of the most critical impediments to the study area's success (Barrows, 2007). The empirical analysis revealed that the decline of the CBD has been attributed to a range of factors including changing market dynamics and increased levels of crime and congestion. Crime and traffic congestion were also identified by the City Hall Development Brief as priority issues (Froise, 2007). Design guidelines and operational methodologies need to facilitate a solution to both of these issues within the precinct. Defensible Space theory (Newman, 1972) and Smart Growth/ New Urbanist theory (Duany, Speck & Lydon, 2010) will underpin these responses. Additionally, improving the public perception of the CBD will re-inspire public sentiment and investor confidence, which in turn would contribute to the functional variety of the space. The Warwick Junction precinct employed a strategic branding exercise to develop a relevant identity for the precinct (Dobson & Skinner, 2009) and a similar exercise should be undertaken for the precinct and the greater CBD.

The precinct is legible and enjoys distinctive character. It is also a powerful orientation tool and acts as a point of termination or way finding for primary pedestrian routes through the city. Specific design intervention is required to capitalize upon the symbolic importance of the precinct and the City Hall itself. The precedent of the Campodoglio illustrated the powerful symbolism attached to the primary public space and its capacity to redefine the city's identity, if appropriately designed. Design intervention could also improve the precinct's functionality as a node, as well as remove impediments to pedestrian movement. The spatial integration of the precinct will rely on knitting the edges and paths into the existing urban fabric. This will require integration into the synergistic opportunities and existing movement systems revealed through the spatial analysis. At a smaller scale, localized edges and paths (particularly within Francis Farewell Square) could be improved and the pedestrian pathway system altered to improve circulation

Land-use and zoning controls could improve the robustness of the precinct. The generalized zoning condition has been identified as a potential problematic issue and should differ to a set of form-based codes which are contextually relevant and serve the agenda of activating the precinct (Parolek, Parolek & Crawford, 2005; Duany, Speck & Lydon, 2010).

The visual appropriateness, richness and personalisation revealed through the analysis reflected the eclectic forces at play within the precinct. When put into the context of Central Place Theory

(Christaller, 1966) the limited density within the urban core reflects the declining land-market within the CBD. The analysis supports this through the development pattern. The majority of structures date back to the 1970's and 1980's (Emporis Corporation, undated) and are executed in a Modern and Post-modern style. The identity of the CBD as a working centre is reflected in the buildings, which favoured robust materials and technologies over inspirational architecture (Radford, 2002). The CBD also houses a significant number of listed buildings (Itafa Amalinde Heritage Trust, 2010; Bennet, Adams & Brusse, 1987) which contribute significantly to the city's richness. These are a foil against the Modern and Post-modern aesthetic of the rest of the city. Dates of completions of buildings show an upwards growth trend from the early 1900's and diminishes in the early 1980's. Informality within the city contributes to its richness and personalisation, as the functionality of the city normalizes to the demands of informal trade and transport. Design interventions and guidelines must acknowledge the eclectic character of the city, the physical structure of which reflects the history of the city – for better or for worse. This is echoed in Renzo Piano's commentary of the Berlin Wall, in the precedent of Potsdamer Platz. Design guidelines must balance the objectives of retaining the existing character of the city whilst promoting a spatial structure and an architecture which forges a cohesive identity for the precinct. A symbolic identity, as in Michelangelo's Campodoglio, will inform all future development and alter public/ investor perceptions.

In response to the findings of the analyses, design guidelines have been aggregated under headings of corresponding scale. These have been aggregated, in descending scale, as:

- A suggestion towards a precinct network for the city;
- Land-use and zoning suggestions for the City Hall Precinct;
- Operational strategies for the precinct;
- Spatial integration strategies for the precinct;
- Urban form guidelines; and,
- Public realm upgrades for the precinct.

8.5 Precinct Network

The first strategy would involve the creating of a Precinct Network. Networking individual precincts will invest them with greater relevance; contributing to something greater than their immediate geographical location. The nature of future planning and development will also be strongly guided by the quality of space both within, and surrounding, the precincts. Synergies between precincts as well as the development phasing and resourcing will be influenced by a precinct network. Similarly, disadvantages within a single precinct could be offset by understanding the potential contributions of surrounding precincts.

To achieve the benefits of a Precinct network the following actions would be necessary:

- A Strength, Weaknesses, Opportunities and Threats (SWOT) analysis of each precinct and the potential synergies that networking them may offer;
- Networking public space and precincts of definable character across the city;
- Creating within these spaces and precincts, a threshold of quality environments which can maintain their quality and identity and, over time generate spread effects over 'subsidiary' urban space.

The empirical analysis of the case study revealed the influences of other precincts of "definable character" (Lynch, 1960) on the City Hall Precinct, for example Warwick, Centrum and the combined exhibition facilities of the Durban ICC, the exhibition centre and the Hilton Hotel. Other precincts include the Point Precinct, the sports precinct (which includes the Moses Mabhida Stadium) and Beachfront, all of which exhibit Lynchian characteristics of powerful legibility and identity. While a detailed precinct network study is beyond the scope of this dissertation, it does suggest the importance of networking the collective advantage of a series of unique precincts in a lattice which spans the city. Contextually driven regeneration approaches are considered more sustainable, exhibit a higher degree of responsiveness and promote greater variety in the urban landscape (Jacobs, 1961; Colquhoun, 1995; Evans, 1997).

Figure 47 illustrates the potential for a precinct network. Apart from the study area, at least seven other major precincts of definable character are present within the city. The precincts are Warwick, the Victoria Embankment, an exhibition and conferencing precinct, the Point

Precinct, the sports precinct and the beachfront. A walking distance of 5 minutes over 400 metres has been included to illustrate the proximity of the precincts to each other.

The proximity and the functional role of the Centrum and Victoria Embankment offer potential synergies, if networked, with the study area. Both of the precincts have a unique functional profile; the Centrum as a retail/ recreation precinct and the Victoria Embankment as a residential/ recreation precinct.

The role and relationship of the Warwick precinct to the city centre needs to be acknowledged. Figure 47 locates Warwick approximately 1200 metres away from the study area (15 minute walk). As the primary logistics node and entrance gateway to the city, it is the point of origin for the majority of pedestrian traffic to the city. An understanding of this relationship could improve the responsiveness of the city centre to the majority of its users.

Additional actions should include linking the City Hall Precinct to the Beachfront (more than a 15 minute walk away) and the Point Precinct (2000 metres away). The link between the City Hall Precinct and the Beachfront offers both axiality and legibility. Improving this link could be a powerfully symbolic gesture due to Durban's beach-lifestyle imageability. The relationship of the new sports precinct and its position on one of the primary vehicular linkages into the city also needs to be considered.

The Precinct Network would stitch together the urban fabric to create a greater whole; developing defined precincts with developed characters, and integrating these precincts to create a city of excellence. The next strategies, Land-Use and Zoning and Spatial Integration, will focus on smaller actions of scale, specific to the study area – the City Hall Precinct.

8.6 Land-Use and Zoning: Suggested Activity Patterns

Land-use should be area and precinct specific. The current zoning of General Business is a universal zoning condition within the inner city. The precinct should be zoned by the functional demands required for a successful resolution within each district and precinct. Form-based codes offer specific and flexible zoning conditions when compared to the traditional statistical zoning models (Parolek, Parolek & Crawford, 2005; Duany, Speck & Lydon, 2010). They will also be critical in controlling built form quality and guidelines dictating the direction of future development.



Figure 47: Precinct Network Map illustrating precincts of definable character and structuring access routes. (Nair, 2010)

The status of a Precinct of Excellence, as a suggestion by the City Hall Regeneration Development Brief for the precinct, should also infer additional stipulations at an operational and municipal by-law level. This would entrench guidelines for the precinct as municipal by-laws (Parolek, Parolek & Crawford, 2005) and would guide, not only the level of density, but the type of functionality and certain operational conditions as well (for example, maintenance requirements). Guided by locational directives, the form-based coding structure would align itself to specific development goals for the precinct (Parolek, Parolek & Crawford, 2005). This will have a direct impact on the robustness and variety of the precinct.

Figure 48 illustrates suggested activity patterns for lots immediately surrounding the study area. While the precinct extents are the boundaries of the four roads (inclusive) surrounding the City Hall, a successive conceptual boundary was superimposed around the lots framing the precinct. This conceptual 'interface edge' would define a zone in which form-based coding conditions and special development controls would be implemented. As in the Potsdamer Platz example and the Smart Growth directives (Duany, Speck & Lydon, 2010), the purpose of the development controls would be to attain a functional mix which would be able to activate the precinct and catalyze growth and development.

By creating a successive interface edge, urban regeneration within the precinct can react to specific economic and social conditions surrounding the precinct. The administrative identity of the precinct is surrounded by a diverse range of stakeholders. This gradation of development conditions will afford stakeholders a range of development conditions, conducive to the precincts success but not subject to the exclusive identity of the City Hall. This is a necessary action which will prevent the hijacking of regeneration processes, as stated by Jacobs, by the state or private entities at the expense of the local community (Jacobs, 1961; Squires, 1991).

Whilst the current-land-use of the area around the precinct is multi-functional, the functional mix is in no way enforced. Similarly, there is no measure of control dictating the functional mix of the greater precinct other than economic circumstance or the natural evolution of the area. The proposed activity patterns of figure 48 promote mixed-use, recreation/commercial and administrative functionalities within the precinct. These are envisaged as specific zoning conditions which will replace the general zoning condition already in place.



The suggested zoning aims to activate edges, stipulating mixed-use and recreation/commercial for certain lots. Additionally, Government and Municipal zoning conditions replace some of the existing zoning condition towards the rear of the precinct, on both West and Smith Street. The ratio and proximity of administrative functions to the precinct will further entrench its identity as an administrative precinct.

These zoning conditions, their respective land-use implications and the physical actions required to implement change to the precinct will be investigated within successive sections of this chapter.

8.7 Spatial Integration

Spatial integration will knit the precinct into its immediate context through specific actions. This is necessary to promote optimum quality of space and to rectify spatial distortions prevalent either through the legacy of Apartheid or the decline of the area through socio-economic forces. Integrating the precinct physically would require the following:

- Identifying and integrating the precinct into existing movement patterns – both pedestrian and vehicular;
- Analyzing the physical approach to the precinct. As in the precedent of the Campidoglio, the reorientation of the city's primary public space was a powerful symbolic tool which changed the direction of Rome's development. This would also require examining physical aspects of axis and orientation; and,
- Reaffirming the necessity of the square as a destination for pedestrian traffic through the precinct. Certain pedestrian routes should culminate at the precinct, as Church Walk currently does. These routes would have legible points of 'origin' and 'destination'.

Figure 49 illustrates suggested actions which may improve the Precinct's linkages to the urban fabric and in doing so, contribute to the list of public realm upgrades encountered later in this chapter. Spatial integration actions should be read in conjunction with the Spatial Integration map (figure 49). These actions include:



Figure 49: Spatial Integration Map illustrating actions which will knit the precinct into the urban fabric. (Nair, 2010)

1. Defining the Precinct (no. 1). Define the extent of the Precinct of Excellence through a universal surface treatment, culminating at each of the four intersections. This will manifest, physically, the extent and prominence of the precinct as well as the prioritisation of pedestrian traffic within the precinct. A case for pedestrian prioritisation can be made despite the high traffic volumes present in the city centre. Traffic volumes alone limit the speed of vehicular traffic. Additionally, pedestrian traffic is prevalent enough to warrant prioritisation. Finally, Anton Lembede Street accommodates higher traffic volumes than Dr Pixely KaSeme Street as motorists use it as a primary egress route. Dr Pixely KaSeme Street however is not the primary ingress route into the CBD. Anton Lembede Street also has a number of stop streets within close proximity to each other within the boundaries of the precinct, limiting the rate of travel.

2. Activating Medwood Gardens (no. 2). The bus stop should be moved from its current position close to Church Walk (in front of the swimming pool) to the position indicated in front of Medwood Gardens (figure 50). This will promote traffic through the park to the municipal bus rank between Commercial and Pine Streets. It



Figure 50: Medwood Gardens. (Nair, 2010)

- will also assist in formalizing an overland public forecourt/ link to the Workshop (indicated in green). This too has the potential to be a pedestrian priority zone and will receive a suitable defining surface treatment. This overland link will contrasted by the submerged Church Walk link. Additionally, the swimming pool could be demolished and the lot consolidated with the park to yield a more legible and permeable site. The church should be opened directly into Medwood Gardens (Reddy, 17 November 2010) to promote activity and surveillance.
3. The Public Works Building (no. 3) should have its functionality consolidated to improve its use and generate foot traffic. The building should be made more permeable at the ground floor level to improve circulation and visibility (Froise, 3

October 2010). This would dramatically improve the surveillance of Medwood gardens. Currently the boundary between the park and the public works building is a four meter high wall without any fenestration and surveillance. A bold intervention would suggest the site becomes the position of the Main Post Office and that the existing Main Post Office building (No. 10) be used to further develop the precincts administrative or arts identity. The Post Office functionality (No. 10) enjoys high traffic volumes and would naturally draw users through the precinct to the lesser used West Street/ Aliwal Street corner. This will improve activity levels and passive security (especially of the park). While 66.67% of respondents were unfamiliar with the building, they were indifferent to the suggestion. 6.67% of respondents (1 out of 15) however, strongly opposed the idea; saying that it was on the “back end” of the city centre. The respondent explained that users normally come to the city centre to do a number of “small things” and that the suggested relocation would complicate daily activities.

4. Re-conceptualize the Local History Museum (no. 4). The local history museum (figure 51) is poorly used and its forecourt serves as parking for municipal and political officials. Figure 49 illustrates a route used by visitors to the municipality which have to park elsewhere (usually Albany Grove Parking or the Royal Hotel Parking). Pedestrians also



Figure 51: The Local History Museum. (Nair, 2010)

use the route between the City Hall and the forecourt/ parking of the museum to move between Dr Pixely KaSeme Street and Anton Lembede Street. This lane is approximately 3.5 meters wide and separates the City Hall from the museum.

5. Public realm upgrades to ensure safe and comfortable travel between recreation zones within the precinct (no. 5). The linkages in number 5 must be accompanied by the appropriate public realm upgrades. While precinct policing will fall under the operational methodology of the precinct (urban management), spatial and urban fabric intervention is needed to facilitate security. The redesign of Francis Farewell

Square will assist in improving visibility across the square, even at night, and promote a greater level of use, activity and surveillance. Other strategies would include precinct lighting, strategic landscaping and placement of street furniture and legible signage.

6. Redesign Francis Farewell Square (no. 6). Francis Farewell Square is primarily used as a dispersion point for pedestrian traffic. The square is however, an effective termination for Church Walk pedestrian traffic from the Centrum and is a nexus for numerous other routes into the city centre. The area is also a staging point for public gatherings and protests. In order to improve functional flexibility and facilitate pedestrian traffic, a redesign of the square is recommended. The monuments must remain in order to acknowledge the history and character of the square however, the surface treatment, the topography and spatial treatment should change to maintain contextual relevance. It is proposed that the current system of pathways be removed and that a universal surface treatment (the same used in number 1) be employed to tie the square into the precinct. This would effectively increase the size of the square to extend it to the corner of Dr Pixely KaSeme and Gardiner Street and Smith and Gardiner Streets. The topography should be graded to remove any stairs affording unimpeded access from all four sides. The square will become a universal palette, adaptive to the changing needs of its varied users. Soft Landscaping should be limited and used in selected areas only. This will assist in distinguishing the functionality of the space. Medwood Gardens will become the primary green space within the city centre and Francis Farewell Square will become the functional square used for gatherings, exhibitions, trade and accessibility along a route through the city. The redesign of Francis Farewell Square will be covered in greater detail during next scale of the project.
7. Upgrade Church Walk (no. 7). The popularity of Church Walk (figure 52), as a pedestrian route, needs to be acknowledged and reflected in its spatial character. Ensuring a comfortable and secure link will assist in integrating the City Hall Precinct with the Centrum Precinct. Upgrades should include lighting strategies to improve security, street furniture (for example benches and bollards), signage and a tourist information point and satellite police post. 60 % of respondents believed that these improvements would allow them to operate for longer periods.

8. Change the Main Post Office building into a Centre for Arts and Culture (no. 8). As a bold action, it is suggested that the Main Post office be relocated to the Public works building (Point 3) and the existing Main Post Office should expand the administrative or arts identity of the precinct. As a centre for arts and culture it would synergize with the Durban Art Gallery (located currently in the City Hall), the Natal Playhouse



Figure 52: Church Walk. (Nair, 2010)

and the Royal Hotel, and will fundamentally redefine the identity and character of the precinct. This will create a symbolic and functional cultural precinct at the heart of the city. Linkages between these buildings will draw pedestrian traffic across the square and, if the precinct is secure, will ensure constant activity during the day and at night.

9. Complete the public plaza in front of the ICC (no. 9). The proposal for a public plaza in front of the Durban ICC should be completed and will act as a point of reference and gateway during ingress and egress from the precinct. The taxi rank will need to be relocated and the plaza will prioritize pedestrian traffic by consolidating traffic from both Pine Street and Commercial Street. The plaza will act in conjunction with

the overland Medwood Garden link (no. 2) as a series of pedestrian priority squares en-route to the Beachfront (Precinct).

10. Connect the precinct to the Victoria Embankment through the Corridor of Excellence, Aliwal Street and Gardiner Street as a secondary link (no. 10). The Precinct cannot exist in isolation. As described in Precinct Network, the success of the precinct will rely on other precincts mitigating weaknesses, facilitating traffic and promoting synergies. As such, links to surrounding precinct must be made at the formative stages of the project. Linking the City Hall Precinct to the Victoria Embankment (Precinct) will dictate the role, resourcing and spatial treatment of both streets. The interface at which each street meets the Victoria Embankment will also require careful consideration.

The spatial integration actions represent high-level singular interventions which would knit the precinct into the greater urban fabric. At the next scale of the project the operational implications of some of these actions will be explored. These individual actions will rely heavily on managerial and political support to ensure an environment conducive to success (Evans, 1991; Dobson & Skinner, 2009; Dobson, undated).

8.8 Operational Strategies

While many of the above spatial integration strategies refer to direct urban form and fabric interventions, the degree of success and the longevity of the precinct rests in the operational strategies employed to run the precinct (Commission for Architecture and the Built Environment, 2000). The ultimate goal of the precinct is the maintenance of a safe, clean and accessible environment.

This will require both short and long term strategies. Short term strategies may include the change of functionality of a building, relocation of a specific function (refer Spatial Integration, No. 8) or public realm upgrades (refer Spatial Integration No. 5 and No. 7). Long term strategies should include changing the current zoning, from one of General Business to precinct specific form-based codes and Smart Growth controls, the maintenance strategy and precinct specific policing. Priority strategies would include:

- The development of a Precinct Plan with urban form guidelines;

- Formulation of a Precinct management forum which resides within the precinct itself (Dobson & Skinner, 2009; Dobson, undated);
- Precinct specific policing with a resident police unit dedicated to the precinct itself;
- Public partnerships would examine divesting the maintenance obligations of immediate edges or paths (in front of shop fronts) to landowners in return for tax, property rights and functional rights benefits. However, stewardship of public space by private enterprise must not impinge on the public right (Squires, 1991; Evans, 1997); and,
- Integrating public transport systems into the precinct and the operational implications of this.

At the next descending scale of the project the physical form of the buildings enclosing the square will be examined (the framing agents).

8.9 Urban Form Guidelines

Urban Form Guidelines will reinforce, visually and spatially, the identity of the precinct. It will demonstrate the precinct's unique character within the public space network and ensure that future development is aligned to a cohesive development vision. As the symbolic heart of the city and the seat of administrative and political power, this is fundamental to the success of the space.

Formal and architectonic considerations must embody principles which define the public realm, promote active public spaces, improve surveillance, engender a sense of civic pride and responsibility and reinforce the identity of the precinct (Commission for Architecture & the Built Environment., 2000; Llewelyn-Davies, 2000; Duany, Speck & Lydon, 2010).

The continuity of a common building line will assist in the definition of the public and private realm and the maintenance of a common frontage. This will improve passive security through the creation of defensible spaces (Newman, 1972). Design within the city must be cognizant of the human scale. Due to the functional demands of the city centre and the potential of centralized land values (Christaller, 1966), higher densities should not be restricted. However, the interface between the building and the street and the articulation of the building will assist in achieving an intimacy of scale (Llewelyn-Davies, 2000).

Guidelines must be cognizant of the existing character of the city whilst promoting development which contributes to the spirit of place (Genius Loci). The architectural heritage, while protected through heritage by-laws, must be assisted through complementary and sensitive design of adjacent buildings. This however, should not limit the architectural potential of the precinct or result in kitsch responses. Contextual identity can be developed through the appropriate use of building technologies and local materials (Commission for Architecture & the Built Environment., 2000). A materials strategy will attribute an identity to the area based on the materials used. These can be informed by climatic responsiveness, building performance requirements or contextual technologies (Llewelyn-Davies, 2000). The morphology and architectonics of the adjacent building should also be taken into account and will inform building lines, the elevation expression of floor levels and roof heights.

Additionally, guidelines must acknowledge and include informality within its systems. This is a fundamental part of the city's identity and is, in many cases, reactionary to the socio-economic demands placed on it (Dobson & Skinner, 2009; Dobson, undated). Informality contributes to the city's richness and identity. The high degree of informality and the strong pedestrian quality promote active street frontages. This needs to be reflected in the articulation of the building which requires more permeable edges and "spill-out" spaces. A dialogue needs to be developed between the conservative buildings and the contrasting informality and activity outside. Fenestration, apertures, arcades and level changes can be used as interface devices, linking interior and exterior spaces. Additionally public realm upgrades can facilitate the integration of informal activities, the public realm and private space through the provision of designated areas of trade and suitable amenities and attractive spaces.

8.10 Public Realm Upgrades

Public realm upgrades can improve the public realm through the detailing of shared urban spaces; the detailing of the spaces between buildings. These are often visibly prominent interventions considering the scale and nature of the intervention and can have the greatest degree of effect on the largest number of public participants.

Specific upgrades identified within the precinct include:

- Defining the precinct and re-conceptualizing Francis Farewell square;

- Creating links between the Royal Hotel, the Playhouse and the Art gallery;
- Improving passive security through surveillance through precinct lighting and Closed Circuit Television (CCTV) systems;
- Integrating Church Walk and Medwood Gardens functionally and spatially with the precinct;
- Improving the administrative functionality of the municipality.

Figure 53 is a conceptual sketch illustrating the role and extent of the aforementioned public realm upgrades. The upgrades are proposed as primary conceptual interventions in critical areas of the precinct, which may have a major impact on its functionality and character. The subsequent actions should be read in conjunction with Figure 53.

1. The redefinition of Francis Farewell Square is a primary action which will have significant consequences for the functionality of the precinct. Following the precedent, empirical analysis and the urban form guidelines, the heritage value of the square must be celebrated - and any action should promote its accessibility to participants of the city. The primary impediments to its functionality, as revealed by the responsive environments analysis, were its raised edges and the formal nature of the paths which made it a transitional space and which preordained pedestrian movement. Opening up the square by removing the edge interface around the square and grading the topography, from the base of the Cenotaph and memorial to the natural ground level, will create an uninterrupted surface which is accessible on all edges. While the square would be graded at an incline, it would be a trafficable and multi-functional and would extend its activity-cycle and make it a functionally inclusive space. The heritage value will remain intact and none of the monuments will be compromised. A continuity of surface treatment will knit the square into the surface treatment of the precinct extents, conceptually and visually extending its identity and range of influence. As a subsequent action, the existing public ablutions and waiting room (on the north-western corner of the square) should be renovated and its functionality changed. The structure would ideally lend itself to a satellite police station for precinct specific policing and would ensure visible policing and constant surveillance. An included tourism information centre would integrate the precinct into a tourism route based on the precinct network. This would add another layer of functionality to the precinct network and improve activity levels within the square.

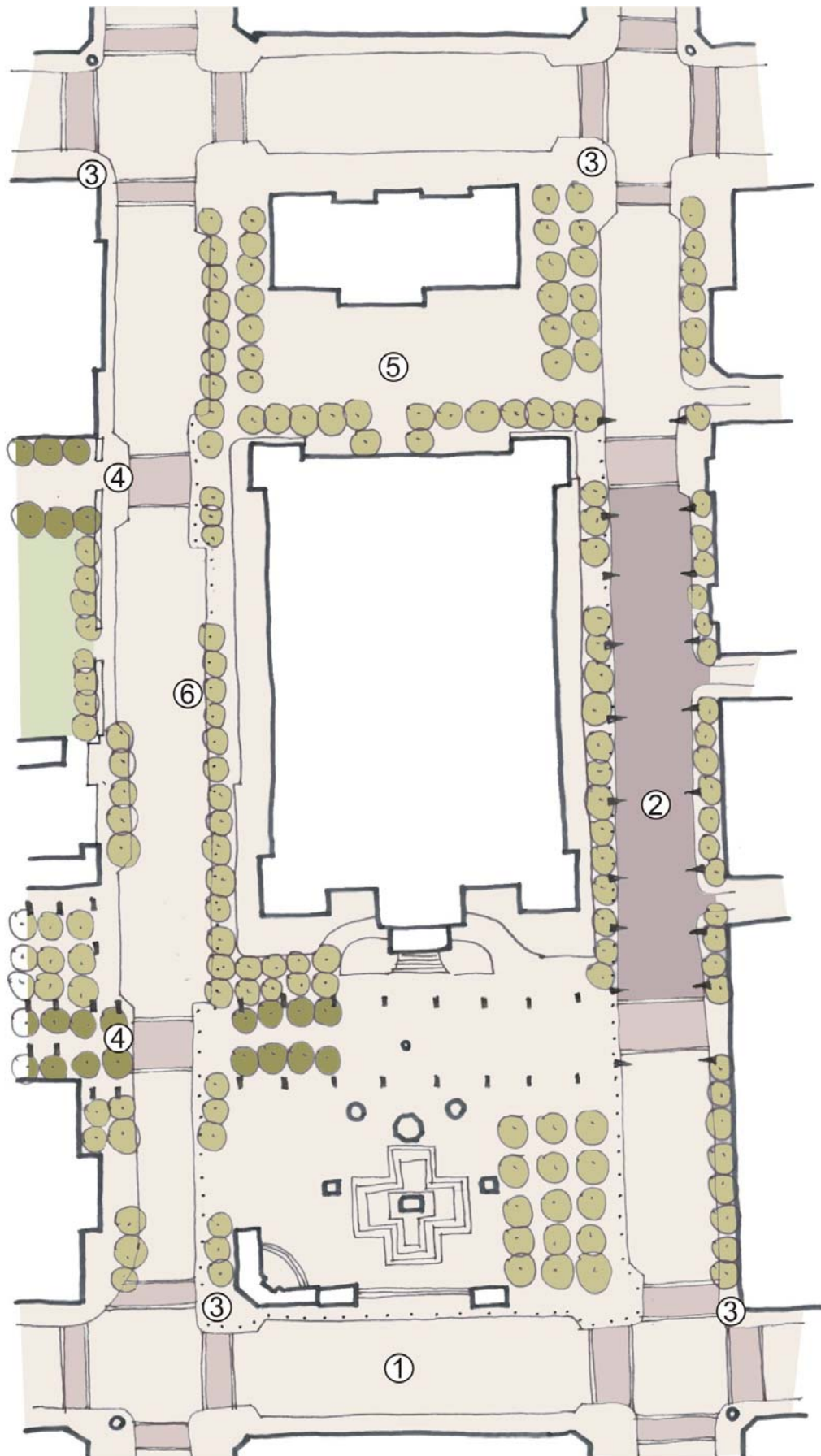


Figure 53: Conceptual sketch of public realm upgrades within the precinct. (Nair, 2010)

2. The synergies between the Royal Hotel, the Playhouse and the Art gallery should be capitalized upon. Security concerns within the precinct limit the current stature of this relationship. The proximity of the satellite police station, precinct specific policing and increased activity levels from the form based controls will have a direct impact on the success of this relationship and can be positively influenced through urban fabric upgrades. It is suggested that the link between these functions be highlighted on the horizontal plane with a unique surface treatment, and by banners and unique vertical lighting elements on the vertical plane. Hotel users, pedestrians and patrons of the playhouse will be encouraged to enjoy facilities along this legible and visible link.
3. The condition and quality of lighting of the aforementioned activity strip should be extended through the precinct. The nature of lighting elements should be also aesthetically unique to the precinct. Additionally, Closed Circuit Television (CCTV) systems should be used to monitor public space and popular pedestrian routes.
4. The integration of Church Walk and Medwood Gardens, at the boundary of the City Hall Precinct, will be the first step in integrating the precinct into the extended urban fabric and will mark the beginnings of a precinct network. Church Walk can be extended into the re-conceptualized Francis Farewell Square. Respondents interviewed from the square (6 out of a sample size of 15) reacted favourably to the suggestion; however 1 of the 6 respondents was concerned about possible increases in litter and maintenance. The surface treatment of the precinct will acknowledge the link, which can be extended into Church Walk. Trading stalls can be extended into the square which will be facilitated by its increased dimensions through its graded, trafficable surface. This follows the traditional multi-functional nature of public squares, uncovered over the course of this study, which benefited from a simplified and generalized treatment (Kostof, 1992). The square will become the spill-out space for, and the termination to, the Church Walk market, which currently terminates at Dr Pixely KaSeme Street.
5. An additional bus lay-by is suggested immediately prior to the entrance of Medwood Gardens. Municipal buses currently stop at the entrance to Church Walk which increases traffic congestion as it is also used by taxis. A bus stop, further down the road in front of Medwood Gardens, will generate pedestrian traffic on the quieter end of the street and improve pedestrian traffic through the park. Commuters will use the link to

access the municipal bus terminal between Pine and Commercial streets, a link which is often overlooked in favour of the Church Walk route.

The urban fabric around the Local History Museum could be enhanced by improving the functionality and the permeability of the space. The museum is relegated to an ancillary status and has minimal interface with pedestrian traffic. The area between the museum and the city hall is used as parking by municipal officials. There is a dire need for additional functional space to supplement the administrative functions of the city hall. This area would be better used as developable area. A new built intervention would consolidate the administrative identity of the precinct both functionally and symbolically. Architecturally, it could link the city hall to the local history museum and represent culmination of three distinct administrative eras. An interface would have to be cognizant of the heritage value of both buildings, the urban form guidelines and conform to both the Burra (1979) and Venice Charter (1964). Parking could be relocated to a basement level, in keeping with the value of such a central urban space (Christaller, 1966).

6. As a further suggestion to the priority of parking within the inner city, the section of Dr Pixely KaSeme Street (West Street) within the precinct should be narrowed from four lanes down to three. The lost lane could be consolidated with the existing parallel parking condition to create angled parking. This would add a significant number of bays to the precinct. Additionally, the narrowing of Dr Pixely KaSeme Street would reinforce the pedestrianisation of the precinct and improve the Church walk and Medwood Garden link. The traffic condition moving towards the beachfront, and thus away from the city, is significantly lower than traffic on Anton Lembede Street (Smith Street) which is an egress route to the residential areas outside of the urban core.

8.11 Conclusions

Under Apartheid the South African spatial experience has been defined by race, propagated by planning and enforced by legislation (Bremner, 2006). The built environment was used as a tool to define racial behaviour and entrench insular existences (Frescura, 2000), the ramifications of which persist long after democracy.

Post-Apartheid urban trends have seen the normalisation of space in response to the socio-economic demands of a traditionally excluded population. This has been manifested through a high degree of informality within central urban areas and a Diaspora of traditional business to outlying suburbs (Rushby, 2001; Robinson, 2005).

South African public space, following international post-modern trends (Knox & Pinch, 2006), has come to represent the private interests and the consumerist opportunities of an economic minority at the exclusion of the disadvantaged. Recreational space within the post-Apartheid context is increasingly characterized by privatized public spaces, fulfilling the demands of global economic trends and an aspirant middleclass seeking First World exclusivity (Stolten, 2007). The South African historical paradigm of exclusion is once again propagated, as the chasm between 'have' and 'have-nots' grow. Contemporary South African public space must overcome the functional and exclusionary limitations of its current incarnations, to be representative and relevant to all its citizens.

Public space is a fundamental component of the urban condition and was a representation of an ordering of society; of a cohesive unity and a representative identity (French, 1978). Its dominance by the Apartheid government manifested the control of basic human rights by the state and the subjugation of personal identity (Kostof, 1992). Historically, public place entrenched the position of the citizen in the city and was a representation of the virtues of social freedom and justice (Kostof, 1992). Under these defining terms, true public space has never existed (in the South African context) and space needs to be re-conceptualised to achieve these foundational premises.

The re-conceptualisation of public space is inextricably tied to the conception of the South African city. The manner and process required of a democratic intervention is as important as the intervention itself. Apartheid planning processes flaunted the impunity of the state, imposed systems and dictated terms of agreement onto a suppressed citizenry. In planning a way forward for the city, a planning approach should be founded on representation, inclusion and participation; an approach which secures the public interest whilst improving urban conditions and economic opportunities (Jacobs, 1961; Evans, 1997). Private-Public partnerships are an essential component of urban renewal (Squires, 1991; McCarthy, 2007) and were cited as a "*central principle underpinning all aspects of urban regeneration policy*" (McCarthy, 2007). Evans (1997) stated that early urban regenerative projects were unsustainable because they failed to take economic development and job creation into account. However, without proper measures, urban

regeneration projects have been open to abuse (Squires, 1991). The precedent of Potsdamer Platz illustrated the power that dominant commercial interests had in shaping the built environment. Property-lead regeneration strategies were also criticized for being invasive, destructive of communities and character and promoting the interests of powerful entities at the exclusion of the public interest (Jacobs, 1961). Advocacy planners instead called for a participative approach which creates a finer urban grain, cognizant of localized dynamics and reactive to the character and community of each context (Jacobs, 1961; Squires, 1991).

Contemporary planning reaffirms an integrated approach and the role of design in solving planning challenges (Commission for Architecture and the Built Environment, 2000; Urban Task Force, 2005). Movements such as the Smart Growth movement advocate an awareness of design principles when considering the planning of towns and cities (Duany, Speck and Lydon, 2010). Planning, design and urban management historically exercised as individual but interrelated disciplines, are integrated at the most formative stage of a project to fully understand the range of complexities.

The value of design within the built environment at pre-planning stages and its role in successful urban regenerative strategies is stressed by urban advocacy groups (Commission for Architecture & the Built Environment, 2000; Urban Task force, 2005). McGlynn (1993) argues the importance of urban design in rectifying economic and social inequalities evident in the accessibility to amenities. It inspires civic spirit, creates identity and guides social action; a necessary requirement within the South African context (Lynch, 1960). The initial costs attributed to design are often recouped with economic and social returns (Evans, 1997; Llewelyn-Davies, 2000). Fluid market dynamics are also cited as incentive to good design, as a globalised economy will gravitate to exciting, vibrant and beautiful places (Commission for Architecture & the Built Environment, 2000).

The quality and the ease of management of space are directly related to the manner in which it was designed (Carmona, 2008; Urban Task force, 2005). Carmona (2008) states that *“More than 90 percent of our urban fabric will be with us in 30 years time”*, inferring growing importance to the management of urban space. The scarcity of resources and increasing populations require improved methodologies and streamlined operational systems. The Warwick Junction Urban Renewal project relied heavily on urban management due to the scarcity of resources and the already entrenched livelihoods (Dobson & Skinner, 2009). Physical intervention was limited and a proper understanding of contextual dynamics and priority needs yielded operational strategies which complemented the existing character of the space.

An intervention in the case study area has to be cognizant of all of these dynamics. It must balance the demands of a larger planning vision for the greater city, engage in place-making and understand the operational needs and limitations of creating a functional urban centre. The full extent of this endeavour is beyond the scope of this study however, the dissertation does establish the history, relevance and need for public space within the South African context. Furthermore, this research illustrates the value of contextualizing the precinct within a larger planning paradigm before any localized physical intervention begins. The value of the precinct character will only be fully realized through synergies with other precincts and by the value it imparts to the rest of the city. As in Michelangelo's Campodoglio, the intervention does not only exist in localized physical space but also in the manner in which it is perceived by its participators (Lynch, 1960). This place-making can only be elicited through considered and sympathetic design intervention. Design intervention will craft a people-centric environment imbued with meaning and identity. It will be the skill required to promote the freedom of expression so long denied and to rectify the embedded spatial inequalities. It will acknowledge the history of the space whilst celebrating its potential, through an act which prioritizes the needs and comfort of its participators over otherwise potentially dominant forces. As a conscious intervention, it should embody the equity latent in urban space; the access to communal resources and opportunities despite individual circumstances (McGlynn, 1993).

This research dissertation serves to highlight the potential of the precinct and the process and depth of approach required to inform it. It is the view of this study that the City Hall Precinct represents an ideal point of inception for reawakening the spirit of the city. Forging a city of excellence should begin at its heart. The symbolism of such an action must extend beyond infrastructural necessity and illicit the pride of its participators and encapsulate the ethos of its citizens. Similarly, this methodology, this mindset, should underpin all development within the city. Space should never be seen in isolation and opportunities to shape it, rare as they are, should be given the depth of consideration that they deserve. To disregard this public trust would be too great a transgression.

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1. Site Visit 1: Francis Farewell Square, Centrum & ICC, 5 April 2010.
2. Site Visit 2: City Hall and Precinct Extents, 7 April 2010.
3. Site Visit 3: Church Walk, 20 April 2010.
4. Site Visit 4: Dorothy Nyembe Street, Victoria Embankment & Samora Machel Street, 3 June 2010.
5. Site Visit 5: Dr Pixely KaSeme Street, 23 August 2007.
6. Site Visit 6: Anton Lembede Street 24 August 2007.
7. Site Visit 7: Precinct Extents, 6 October 2010.
8. Site Visit 8: Precinct Extents & Local History Museum, 15 December 2010.

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2. Simona Nair – Iyer Urban Design Studio, 8 October 2010

3. Ruben Reddy – Ruben Reddy Architects, 17 November 2010
4. Sue Bannister – eThekweni Municipality, 18 November 2010

Emails/ Personal Communications

1. Vicky Moodley – Old Mutual Properties, 23 December 2010
2. Gary Bodill – Old Mutual Properties, 23 December 2010
3. Philip Adamson – The Royal Hotel, 27 December 2010

Interview Respondents

Respondent 1, 19 November 2010, Anton Lembede Street, Natal Playhouse

Respondent 2, 19 November 2010, Anton Lembede Street, Natal Playhouse

Respondent 3, 19 November 2010, Anton Lembede Street, Natal Playhouse

Respondent 4, 23 December 2010, Dorothy Nyembe Street, Entrance to Old Mutual Mall

Respondent 5, 23 December 2010, Dorothy Nyembe Street, Entrance to Old Mutual Mall

Respondent 6, 23 December 2010, Dorothy Nyembe Street, Entrance to Old Mutual Mall

Respondent 7, 23 December 2010, Francis Farewell Square

Respondent 8, 23 December 2010, Francis Farewell Square

Respondent 9, 23 December 2010, Francis Farewell Square

Respondent 10, 23 December 2010, Francis Farewell Square

Respondent 11, 23 December 2010, Francis Farewell Square

Respondent 12, 23 December 2010, Francis Farewell Square

Respondent 13, 23 December 2010, Church Walk

Respondent 14, 23 December 2010, Church Walk

Respondent 15, 23 December 2010, Church Walk

APPENDIX A

UNLOCKING THE POTENTIAL OF THE DURBAN CITY HALL PRECINCT: AN URBAN DESIGN/ TOWN PLANNING RESPONSE FOR A POST-APARTHEID SOUTH AFRICA

GENERAL QUESTIONNAIRE

Introduction

Hello, my name is Sudheshna Nair and I am a student at the University of Kwa-Zulu Natal currently completing a masters thesis in Town Planning and Regional Planning. Using the City Hall precinct as a case study, I hope to put forward the case for a redesign of public space within the city centre to improve its quality and functionality. The purpose of this questionnaire is to understand from you, the user, how functional is the precinct currently and how it can be improved.

Please note that this is a theoretical exercise and does not constitute a real project. In addition, should you wish it, your anonymity and confidentiality will be ensured at all times. Your personal details are not required for this study and under no circumstances will they be disclosed. Your participation is voluntary and you may withdraw your permission to participate at any stage without any negative consequences

The Functionality of the City Hall Precinct

1. Do you work in the city, within this surrounding area, or are you here on leisure?

2. If not on leisure, would you consider Francis Farewell Square as a social destination?

3. How often do you walk through the City Hall area?

4. Do you feel safe within the space?

5. Is the square a social space? Have you met people or built any friendships because of it?

6. Does it invite you to stay longer? Would you linger if it held activities/ events/ performances?

7. Do you use the square as a short cut? If so can it be made more efficient?

8. Do you believe that upgrades to the square which will improve quality, lighting and surveillance will make it safer?

9. During what times in the day do you feel safe walking through Church Walk?

10. Because people use the square as a short cut, do you think that the Church Walk trading stalls should be extended into the square? Would you stay longer because of this?

11. What would encourage you to use the square in the evenings?

12. Do you think that there are enough recreational facilities in the area? What would encourage you and your family to come to the city centre for leisure or on a weekend?

13. Are you familiar with any of the following buildings?

- Post Office
- Department of Public Works Building
- Local History Museum
- Durban Art Gallery
- Durban Main Library
- Natal playhouse

14. What do you think about relocating the Post Office to the Public Works Building?

15. Do you feel safe crossing from Church Walk into the square?

16. Should the traffic be encouraged to slow down in the city centre, especially in this area?

17. What general improvements would you like to see in the precinct?

18. What does the City hall precinct mean to you? Is it a place of recreation or business? Are

you proud of it?

19. What value do you place on having a public space?

20. Do you believe that upgrading Medwood Gardens to improve quality, lighting and surveillance will make it safer?

21. Do you believe that having a central park in the city is valuable?

UNLOCKING THE POTENTIAL OF THE DURBAN CITY HALL PRECINCT: AN URBAN DESIGN/ TOWN PLANNING RESPONSE FOR A POST-APARTHEID SOUTH AFRICA

FOCUS INTERVIEW PROMPT

Introduction

Hello, my name is Sudheshna Nair and I am a student at the University of Kwa-Zulu Natal currently completing a masters thesis in Town Planning and Regional Planning. Using the City Hall precinct as a case study, I hope to put forward the case for a re-conceptualisation of the city centre and its public space. As part of my study I will also put forward design guidelines and suggestions which would re-conceptualise and revitalize the precinct.

Please note that this is a theoretical exercise and does not constitute a real project. In addition, should you wish it, your anonymity and confidentiality will be ensured at all times. Your personal details are not required for this study and under no circumstances will they be disclosed. Your participation is voluntary and you may withdraw your permission to participate at any stage without any negative consequences

- Has the area been formally recognized as a precinct (beyond the City Hall Regeneration Development Brief)?
- What is the current role/ identity of the precinct within the central business district?
- Does the precinct fulfil its functional capacity?
- Are there any proposed plans to further entrench its role within the city?
- Has there been further development of the City Hall Regeneration Development Brief?
- Should the precinct be subject to more stringent/ specific land-use and zoning conditions, when compared to the rest of the city?
- What interventions do you believe are critical in promoting/ improving the precinct?
 - Are there suggested activity patterns;
 - spatial integration measures?

- Is a precinct network in place (identifying and networking unique precincts within the city) or are there any plans to do so? Would there be value at a strategic level in doing so and would it fit within the methodological and procedural systems of the municipality?
- Is there an identity or character being developed which guides the planning and development of the precinct?
 - Should the precinct be developed as an administrative centre;
 - cultural heart;
 - both?
- What methods could be used to develop and manage the precinct? Would an area based approach be the most suitable; are there pitfalls or disadvantages?
- Is there an urban design imperative behind future planning within the city? This is evident in newer precincts e.g. the sports precinct. Will this be formalized?
- What specific operational strategies will be required when managing the precinct? What are the implications of a Precinct of Excellence and a Corridor of Excellence?

