

**WATERFRONT DEVELOPMENT AS A STRATEGY  
FOR URBAN RENEWAL - A CASE STUDY OF THE  
DURBAN POINT WATERFRONT DEVELOPMENT  
PROJECT**

By

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A dissertation submitted in partial fulfilment of the  
requirements for the Masters Degree in Town & Regional  
Planning, University of Kwazulu – Natal –Durban

(2010)



## **DECLARATION**

Submitted in fulfilment/ partial fulfilment of the requirements for the degree of  
Masters in Town & Regional Planning, in the Graduate Programme in  
School of Architecture & Planning, University of KwaZulu-Natal, Durban,  
South Africa.

I declare that this dissertation is my own unaided work. All citations, references and borrowed ideas have been duly acknowledged. I confirm that an external editor ~~was~~ was not used and that my Supervisor was informed of the identity and details of my editor. It is being submitted for the degree of **Masters in the Town & Regional Planning** in the Faculty of Humanities, Development and Social Science, University of KwaZulu-Natal, South Africa. None of the present work has been submitted previously for any degree or examination in any other University.

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**WATERFRONT DEVELOPMENT AS A STRATEGY FOR URBAN  
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WATERFRONT DEVELOPMENT PROJECT**

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## **LIST OF ABBREVIATIONS**

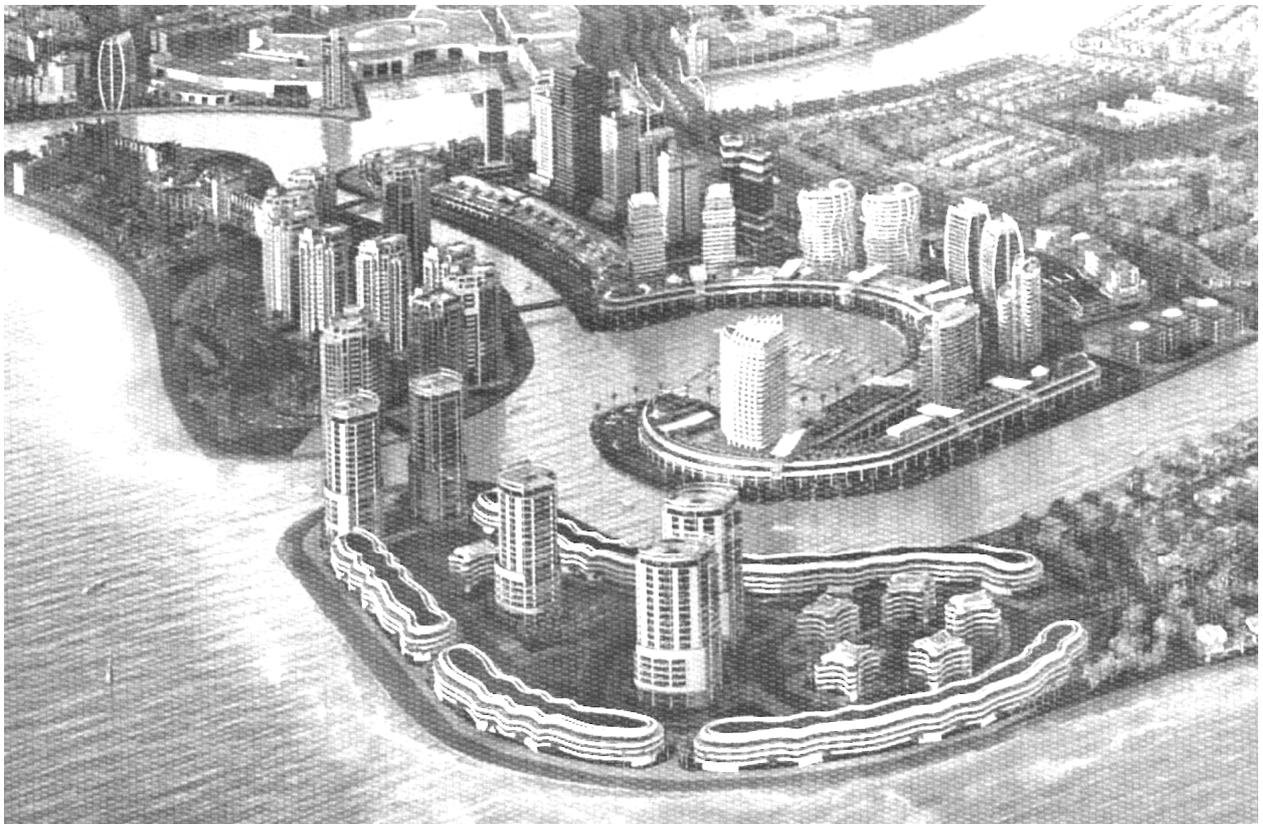
Durban Point Development Project (**DPDP**)  
Boston Redevelopment Authority (**BRA**)  
London Docklands Development Corporation (**LDDC**)  
Protection of the Harbour Ordinance (**PHO**)  
Designing the Hong Kong Harbour District (**DHKHD**)  
Victoria and Alfred Waterfront (**V&A Waterfront**)  
Durban Point Development Company (**DPDC**)  
South Durban Basin (**SDB**)  
Central Business District (**CBD**)  
Floor Area Ratio (**F.A.R**)  
Environmental Design Structure (**EDS**)  
Early Action Plan (**EAP**)  
Integrated Development Plan (**IDP**)  
Spatial Development Framework (**SDF**)  
Small Craft Harbour (**SCH**)  
Natal Ports Authority (**NPA**)  
Design Review Panel (**DRP**)  
Environmental Impact Assessment (**EIA**)  
KwaZulu-Natal Department of Environmental Affairs (**DAEA**)  
Record of Decision (**ROD**)

## CHAPTER 1 INTRODUCTION

***"Rising from the debris of old piers, out of the rubble of discarded (or bombed) industrial factories, and emerging from fenced-off precincts or on newly created land, major waterfront transformations are occurring around the globe today. They include some of the most dramatic redevelopment projects of our time, and they reflect the ability of cities to adapt to altered economic and social circumstance. Typically involving hundreds of acres - a few consist of thousands - these projects are generally tied to and sometimes lead the way in, city-centre rejuvenation. Complex negotiations, dedicated leadership and huge sums of money are involved. The projects are highly visible and usually touch some chord in city's industrial or cultural heritage."***

**(Breen & Rigby, 1996, 25)**

Figure 1 illustrates the abstract above. It shows the Diyar Al Muharraq waterfront project in Bahrain. Diyar Al Muharraq project is being constructed on a series of man-made islands, expanding the land mass of the existing island of Muharraq. The project will accommodate over 100 000 people, offer unprecedented job opportunities and provide new homes and tourism destinations.



**Figure 1: Diyar Al Muharraq waterfront project – Bahrain ([www.diyar.bh](http://www.diyar.bh))**

## 1.1 BACKGROUND

It is sometimes argued that in this new world of inter-regional competition, the key players are urban regions and their elites that are able to capture investment opportunities and position the city on the global economic stage (Healy *et al*, 1992). Urban areas are never static; they are constantly changing, expanding, contracting or undergoing internal restructuring in response to economic and social pressures (Crouch, 1990).

"Waterfront redevelopment gives cities the ability to adapt to changed circumstances, to adjust to new technological impacts, to seize opportunities and to forge new images for themselves, as well as to create new altered neighbourhoods for their inhabitants. Urban Waterfront projects have a dramatic and visible impact that is capable not only of enriching a city's economy, but of improving its collective self image." (Breen & Rigby, 1996, 11). Often these types of projects are a catalyst for urban renewal which brings about a series of public and private investment opportunities. Waterfront redevelopment is therefore a common strategy employed by cities to facilitate the process of renewal in those areas which have remained derelict or neglected for many years.

The resurgence of waterfronts began more than 40 years ago, when waterfront areas became centres of intense redevelopment activity. Cities were looking for areas to expand and the most logical process was to identify parts of the city that could be easily transformed. Often the downtown, port areas, with a combination of water, port related uses and the availability of land were identified as opportunities to develop a mix of uses, increase the city's economic base and start integrating these former derelict areas into the city's area of influence.

As a consequence of many of these waterfront schemes downtown business districts came back to life and became centres for entertainment. Downtowns were transformed from places that were virtually deserted to districts with an active nightlife. Together with this transformation of the downtown was the revitalisation of the waterfront (Fisher *et al*, 2004). Similarly waterfront redevelopment was followed by the building of new residential areas adjacent to waterfronts. These residential developments provided the consumer base for restaurants and upscale bars that naturally followed waterfront developments. With the types of activity waterfronts brought, there was an increase in the use of water transportation movement systems that added to the attraction of waterfronts and as a result this led to the construction of small craft marinas in most waterfront developments.

Today waterfronts are viewed as an urban amenity and attitudes towards waterfronts have changed. Gone are the days when these areas were regarded solely as working areas of the city, places of industry that were dirty and messy which should be avoided at all costs. The combination of a working

harbour with a mix of uses have led to many successful waterfronts that have retained their working harbour components and have led to an increase in the number of people who want to be close to this type of activity but in a controlled manicured environment. Waterfront developments often induce further renewal, between themselves and adjacent areas, especially if located in close proximity to Central Business Districts. Cities are seeking a waterfront that is a place of enjoyment that has an ample visual and physical public access, a place that has a "live, work and play" environment and is a place that contributes to a quality of life.

According to Breen & Rigby (1994, 10), "Urban Waterfront Development" refers to the water's edge in cities and towns of all sizes. The water body may be a river, lake, ocean, bay, creek or canal. Thus a waterfront project may be a plan or a development occurring over time, with multiple owners and participants, operating as a mechanism for transforming derelict areas of port cities.

For purposes of this research, waterfront developments will mean all initiatives that attempt to recreate the image of a city, to recapture economic investment and to attract people to once deserted, derelict areas using water as a key element in the design and execution of development. The extent to which waterfront developments may be considered successful varies depending on the context, the objectives for that particular development, as well as the expectations of different stakeholders and the method of evaluation. The notion of successful waterfront development in the context of this research will be elaborated in Chapter 2 and key performance dimensions will be explored in Chapter 3 to evaluate success.

At this stage it is useful to clarify the terminology used in this dissertation. The term "urban renewal", will be used as the generic term. Urban Renewal is defined as the following; it will be regarded as rebuilding the city, removal or rehabilitation of existing buildings and the reuse of cleared land for the implementation of new projects, and in producing new building forms and designs symbolizing the renewal in action.

## **1.2. MOTIVE FOR THE STUDY:**

Over the past few years waterfront developments have become an increasingly popular urban renewal strategy both internationally and locally and are seen as development catalysts where cities and towns are rediscovering their waterfronts and embarking on strategies to recreate the image of the city, to recapture economic investment and to attract people back to deserted areas. Whilst waterfront developments are a popular urban renewal strategy many critics have argued that they:

- a) Do not contribute to city wide renewal;
- b) Are designed exclusively for the elite;
- c) The design favours the exclusion of the public;
- d) Are influenced in most cases at a political level with a disregard of public or environmental concerns; and
- e) Are sometimes driven by unscrupulous developers who are interested in making profits rather than adding economic or social value to the city as a whole.

This negative impression has not deterred cities from continuing to promote waterfront developments; in fact there has been an increasing trend to follow the global response. Over the past 6 years Durban has been implementing the Point Development Project which is a mixed use development on approximately 45ha of prime developable land situated at the entrance of Africa's busiest port. The concept underlying the Durban Point Development Project (DPDP) is a combination of waterfront development and urban renewal designed to regenerate the south-eastern portion of the harbour entrance. From inception the DPDP has been criticised for excluding and limiting public access by design and being driven by developers without regard for public or environmental concerns. There is further a concern that the project will not be successful in bringing about renewal for the Point area.

### **1.3. STUDY AREA:**

For the purpose of this research, the study area is defined by Mahatma Gandhi Road (Point Road) in the west, the bay entrance channel in the south, the beach interface in the east and Bell Street in the north (see Figure 2).

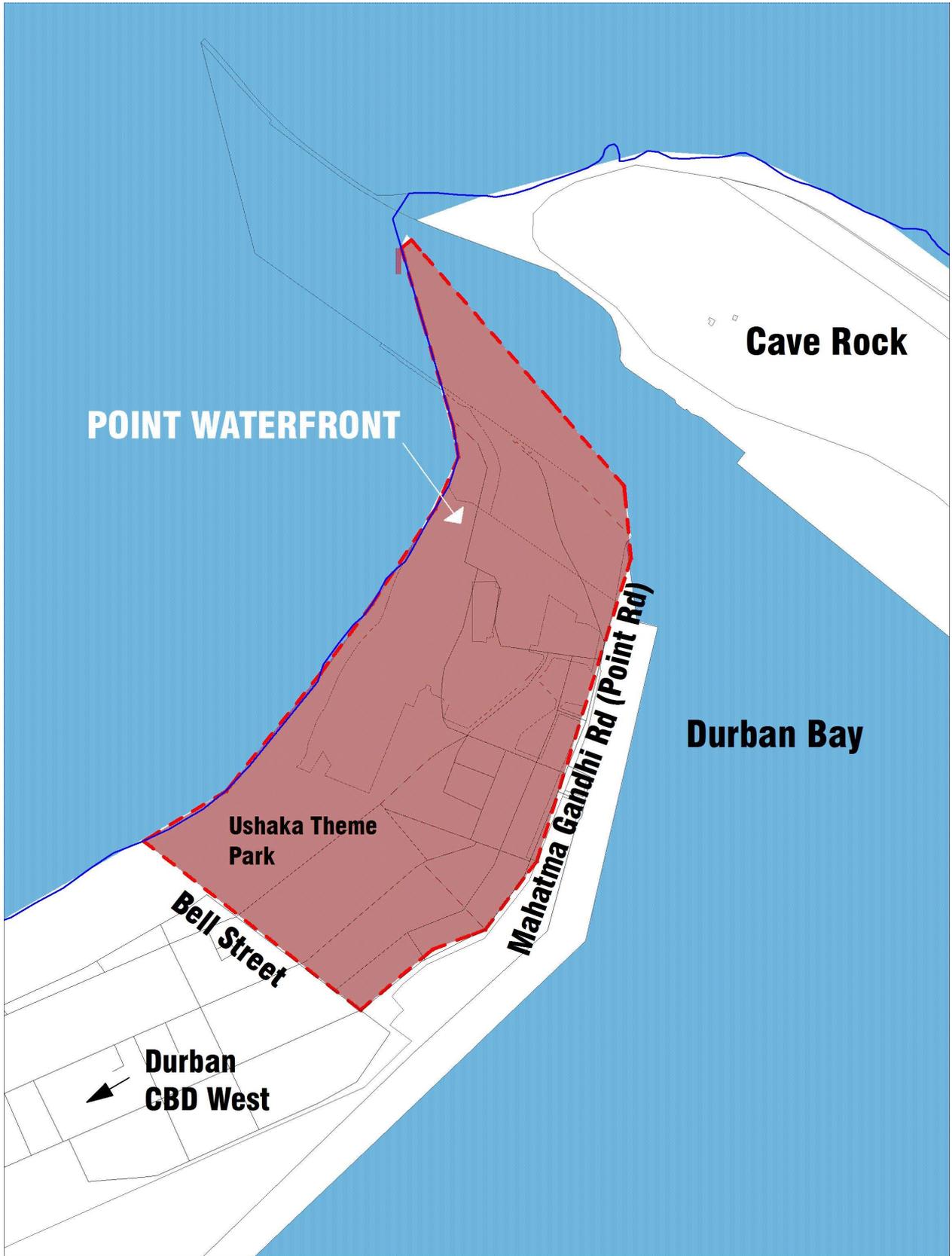
### **1.4. RESEARCH AIM:**

The primary aim of this dissertation is to determine if the DPDP is successful as an urban renewal strategy by evaluating its success against waterfront development precedent both internationally and locally.

### **1.5. RESEARCH OBJECTIVES:**

The objectives of the study were to determine:

- a) based on international and local precedent, what lessons could be learned about the relative success of waterfront developments as urban renewal strategies?



**Figure 2: Point Waterfront-  
 Locality Plan**



| SCALE:   | DRAWING NUMBER: | DATE:         | SOURCE: |
|--|-----------------|---------------|---------|
| 1 : 2500   | 009/FIG 02      | 01 MARCH 2009 | AUTHOR: |
| NOTES:<br>1. All dimensions are in millimeters.<br>2. The client is responsible for ensuring that the information contained in this drawing is correct and up-to-date. It is the client's responsibility to ensure the accuracy of the drawing. It is the client's responsibility to ensure the accuracy of the drawing. It is the client's responsibility to ensure the accuracy of the drawing.<br>3. This drawing is a study for the architect's use and is not to be used for any other purpose. |                 |               |         |

- b) to what extent the current Durban Point Waterfront Development is likely to succeed as a strategy for urban renewal?

## **1.6. RESEARCH QUESTIONS:**

The research questions that were used to guide the study were:

1. What performance criteria can be used to assess success or failure for waterfront projects based on international and local precedent?
2. How do the current pattern and trends of the Point Development Project compare to international precedent and what does this suggest for its likely success?

## **1.7 METHODOLOGY**

This dissertation used a qualitative research approach to assemble both primary and secondary information. The secondary research involved an extensive literature review, while the primary research involved site visits to a number of waterfront projects, a detailed study of the Point waterfront; and interviews with professionals involved in the Point Waterfront Development Project.

Due to the complexity of the subject explored in this dissertation structured and unstructured interviews were conducted with key participants and the questions posed were contingent upon the area of expertise on the person being interviewed. The key participants included amongst others, professionals with experience on the Point project, city officials, residents, workers and others who had a direct interest or use of the Point area based on an available sample. The research was also influenced via direct observation of the project through the researcher's own exposure to the Point project as a professional in the field. The key participants, who shared their extensive experience and their relevant understanding of the issues at stake, were an important catalyst which stimulated and influenced the researcher's views and understanding of the research at hand.

**a) Literature Review:** This involved an extensive review of literature on waterfront developments in order to understand the issues at play, the strategies employed and the criteria used to assess success. The following bodies of literature were examined:

- **Books:** An array of books on local and international waterfront developments were sourced.
- **Websites:** A large source of on-line information was used that dealt with waterfront developments and urban renewal.

- **Newspaper and DPDC newsletters:** This involved utilising articles from local newspapers that reported on the Point waterfront and in particular issues that affected the public domain.
- **Reports:** various reports undertaken by consultants on the Point waterfront was examined and findings extracted.

**b) Specialist Interviews:** A series of interviews were conducted with professionals with experience on the Point project. The following specialists were interviewed:

- **City Official:** Mr Gary Kimber (Strategic Projects Unit)

The aim of this interview was to get a clear picture of the evolution of the Point development project including past planning approaches, current goals and objectives, and the city's position on the Point project.

- **Urban Planner:** Mr Nathan Iyer ( Iyer Urban Design Studio)

This respondent is the lead urban planner for the Point project. The aim of this interview was to provide an understanding as to the vision, objectives and planning of the Point project; an understanding of the challenges of the project over the past 6 years; and how it has evolved from a plan to reality.

- **Property Developer:** Mr Neels Brink (Laurusco Developments)

The aim of this interview was to understand Mr. Brink's dominant role in the project, from his early experiences with Tongaat Hulett Developments (formerly Moreland Developments) as being the primary developer and then his continued relationship as Primary developer of the Point project with his new company, Laurusco Developments. This on-going relationship provided the opportunity to understand the development challenges in initiating the Point project from inception to date as well as contextualising this project in the future.

- **Property Market Specialists:** Mr Ken Davies  
Mr Colin Sher (Broll Properties)

The aim of these interviews was to understand the impact of the project on the property market. The significant changes that have occurred to properties within and

surrounding the Point waterfront; changes in market value; and the types of people investing in the Point properties (i.e. overseas investors as opposed to local investors).

- **Development Economist:** Dr Jeff McCarthy

Dr McCarthy is a well known development economist with vast experience in waterfront developments. He has visited many waterfronts around the world and has written numerous academic papers on this topic. The aim of this interview was to understand his view on international waterfront developments and his critique of the Point development project.

In addition to the respondents above, the following experts were identified for an interview, these were: Dr. Michael Sutcliffe (Municipal Manager), Mr. Logie Naidoo (Deputy Mayor) and Mr Erky Wood (Gapp Architects) however due to their demanding schedules it was not possible to obtain an interview. Those specialists that were interviewed provided adequate and useful insight into this research topic.

**c) Public Interviews:** A convenience sample was undertaken within the primary and secondary study area. Initially a sample size of ten respondents was identified for the interview however the challenge was that many of the respondents were afraid to be interviewed. They had a general perception that the researcher was from a municipal department therefore only seven people were interviewed.

**d) Reconnaissance of waterfronts:** This involved site visits to Singapore, Hong Kong, and Dubai waterfront as well as attended the 2<sup>nd</sup> Annual Urban Waterfront Conference in Bahrain. The purpose of these reconnaissance visits was to understand how the waterfront functions in regard to urban renewal, public access, urban landscaping, connectivity and a mix of uses.

- **Singapore waterfront:** The Singapore waterfront is regarded as a historic waterfront as the Singapore River had been used as a dump and sewer for many years. It is now developed into a mixed use precinct which has retained most of its historic character and has become a popular tourist destination.
- **Hong Kong waterfront:** The Hong Kong waterfront is unique as it is a working harbour but over time has developed into numerous waterfront precincts along the edge of Hong Kong's Central Business District.

- **Dubai Waterfront:** Located on the western shores of Dubai. The Dubai Waterfront will transform an empty desert and sea into an international community for an estimated population of 1.5 million people which is twice the size of Hong Kong Island. Waterfront is being developed on the last 15km of natural coastline in Dubai and will provide more than 70km of coastline in total, including the development of 23% of the Arabian Canal (Nakheel, 2009). Unfortunately the visit to the Dubai Waterfront occurred very late in this research although it has informed some of the concluding arguments in the final chapter.
- **2<sup>nd</sup> Annual Urban Waterfront Conference in Bahrain-** This two day annual conference was held in November this year in Bahrain and focused on Waterfront development around the world. Delegates presented their waterfront projects as well provided lessons on sustainable waterfront development. The Point Waterfront Project was presented by Dr. Michael Sutcliffe. Due to this conference been held late in this year it was difficult to include some of the case studies that were presented however some of the findings from this conference have been included in the concluding chapter of this research.

**e) Case Study: Point waterfront:** The Point waterfront development is mainly a recreation waterfront but it has residential and historic components and to some degree, remains a working waterfront. One major difference to the other types of waterfronts is that the Point has a beach interface. An on-site reconnaissance of the study area was taken to determine the mix of land uses, the potential renewal of sites in close proximity, buildings that remain derelict or in a poor state, and general observations of the Point precinct.

## **1.8 SCOPE AND LIMITATIONS**

Due to the ongoing progress of the Point development project, the research cannot evaluate the full extent of the project. However there has been sufficient progress to date to make an interim assessment and make some objective assumptions as to the future trajectory of the development.

## **1.9 CHAPTER OUTLINE**

This dissertation comprises of five chapters.

## **Chapter 1: Introduction**

This chapter sets the context for the structure of the dissertation, introducing the main concepts, explaining the research problem and translating this into research questions to guide the research process. It also describes the methodology used.

## **Chapter 2: Conceptual Framework**

Chapter 2 provides the basis on which the empirical work is based. This chapter explores the key concepts that will be researched such as procedural and communicative theory, urban renewal and waterfront developments. These concepts underpin the research question and therefore a thorough analysis of these concepts is undertaken in this chapter.

## **Chapter 3: Precedent Research**

This Chapter includes precedent studies of local as well as international relevance, highlighting key observations and challenges for each case study. The aim of this chapter is to identify key performance criteria within each precedent in that would be form the basis of the evaluation in the final chapter.

## **Chapter 4: Case Study (Durban Point Development Project)**

This chapter evaluates the Point development project from inception to date, as well as investigating past planning undertaken for this area. This chapter identifies the plan, vision and concept as well as the early experience of the project in regenerating the area. The DPDP will be evaluated against the key performance criteria determined in Chapter 3.

## **Chapter 5: Evaluation, Conclusions and Recommendations**

This chapter contains a summary of the study with concluding remarks followed by the recommendations.

## CHAPTER 2

### CONCEPTUAL FRAMEWORK

#### 2.1 INTRODUCTION

This chapter will outline the key bodies of literature i.e. a collection of linked ideas and concepts that shape the thinking around the research. A conceptual framework has been developed which will discuss the main theories, ideas, arguments, precedents and debates emerging from the key bodies of literature of relevance to the research. The text indicated in italics represents the researchers own view or summary of the key issues for that particular section.

The concepts that will be explored within this chapter are:

**1) Procedural Theory** which promotes the process of democracy and representation in particular projects. The section will provide a background to procedural theory and will focus on the need of participation in all projects.

**2) Communicative and Collaborative Theory** which proposes fundamental challenges to the practice of planning. It identifies with "successful" strategy making and the importance of convincing stakeholders of the benefits and values of new approaches and ideas. This section will focus on the issues of power, politics and the role of planners in large scale projects.

**3) Urban Renewal** and its impacts and role in transforming cities. The concept of urban renewal has been widely debated and the research will provide an understanding of the history of urban renewal as well as its role, benefits and lessons to be learnt for future flagships and urban renewal schemes.

**4) Waterfront Developments** which will identify the various types of waterfront developments as well as why cities employ waterfronts as an urban renewal strategy. The criticisms of waterfronts developments will be explored. The section will provide a synopsis of expert opinion on the success of waterfront developments which will be used to determine the performance evaluation criteria in Chapter 3.

## 2.2 KEY THEORIES

### 2.2.1 Procedural Theory:

The process of planning has provided a platform for the development of planning theory. Since the 1960s; procedural theory has proven to be a popular theory of planning in which 'democracy and representation are highly valued and extremely popular concepts. In local planning matters, a City Council has the right to decide whether to approve a particular project or change the municipal plan. The decision process requires that council members listen to community residents, staff and others who wish to speak, and then the Council must make a choice, which represents the best option for the community. Contention arises, however, over the meaning of representation and the process for identifying the preferred option (Grant, 1994).

In this theory participants raise questions about who should make the decisions and in what fashion. They discuss the nature and meaning of democracy as a concept and as a practise. Normally there are two types of theoretical models that underpin procedural theory. One is an 'elitist' model in which council makes the decisions based upon what appears to represent the best option for the community, the other is a participatory model, which is popular amongst citizens, who challenge planning and development projects. This model proposes that people should decide thus it differs largely from that of the 'elitist' model.

Procedural theory indicates how planners justify the positions they take in disputes by virtue of an institutional process. Concerns are raised regarding urban renewal, which ideally would occur in phases and over time. Short-range vision by planners can be due to an eagerness to secure and appease investors, resulting in a rushed project filled with poor planning decisions and quick fix solutions that can backfire. Devising a realistic project schedule that entices investors and gathers public support can make the difference between a failed urban renewal and one, which everyone involved, can be proud of ([www.knowledgeplex.org](http://www.knowledgeplex.org)).

*The key issue of procedural theory is that all projects need a level of community participation whether the decision is dictated entirely by council, which is not the most desirable solution, or is participatory and dictated by the community there should be an equitable balance of this process. It is important to understand that the level of participation determines the success of a project. In many waterfront projects participation as a component is crucial in the planning process whether the issue is an environmental concern, public access or social exclusion, the level of participation and approach varies amongst the various waterfronts around the world.*

### **2.2.2 Communicative and Collaborative Theory:**

Communicative or collaborative planning has been influential in planning theory. Described by some as the paradigm of the 1990s, it proposes fundamental challenges to the practice of planning that seeks both to explain where planning has gone wrong and to identify the way forward. Practical problems have prevented any attempt to translate communicative rationality into realistic projects and have focused on process as opposed to outcome. Communicative action is, therefore, inherently political and powerful, as it is unable to control the individual thought processes of stakeholders or guarantee that all participants will act in an open and honest manner all the time. Communicative planning has raised a set of serious issues about how common values can be forged and applied in a field of differences and power plays. It is correct that planning should assert the "public good." The need exists to find new ways of forging a public good that is flexible and inclusive (Jones & Allmendinger, 1998).

Allmendinger & Jones (2002, 26) highlights key points to communicative planning theory and these are as follows:

- 1) Recognition of the social construction of knowledge and the exercise of both practical and scientific knowledge;
- 2) Acknowledgement of different forms for the development and communication of knowledge;
- 3) Identification of diverse interests and subordination of interests through relations of power;
- 4) The concept of stakeholders, spreading ownership and the range of knowledge and reasoning;
- 5) A shift from competitive interest bargaining to collaborative consensus building; and
- 6) Recognition of planning activity in day-to-day relations in the linking of practice and context.

It is often the role of the expert, i.e. the planner, to facilitate the process of learning and sort the conflicts that may arise out of stakeholder engagement. However it is this power that the planners and decision makers have that often borders on building up suitable trust and confidence with stakeholders rather than decisions being made or governed by bureaucratic and administrative elites that have their own political agendas.

Communicative planning is founded on the rationale that individuals will decide 'morally', and that the negotiative processes within collaborative arenas are founded on truth, openness, honesty, legitimacy, and integrity. 'Success' in spatial strategy making is therefore dependent on the 'degree of convincing' individual stakeholders who can influence other members within the organisation (Allmendinger & Jones, 2002, 26)

*Communicative and Collaborative theory highlights the issue of 'power and politics' and the relationship of the planner in the communication process. Planners on occasion are eager to implement either their employer's political or planning ideologies or their own personal decisions based on their planning education and training. Stakeholders need to ensure and trust that their agreed discussions are translated in a neutral manner by planners. This theory is very relevant in the context of some high end projects which have been driven purely on political and bureaucratic needs with limited or total disregard of communities or stakeholder support. This occurs for a variety of reasons such as economic, tourist and political driven needs and thus success of projects is measurable in that regard.*

### **2.2.3 Urban Renewal:**

#### **2.2.3.1 Introduction**

This section will focus on the concept of urban renewal. It will provide a background, history of urban renewal i.e. a brief background of urban renewal in both developed and developing countries, arguments against renewal, types of renewal initiatives and explores the concept of waterfront developments as an urban renewal strategy. There are many definitions in the literature for urban renewal which often becomes confusing and therefore as defined in Chapter 1 and will be repeated here again for the purpose of clarity, Urban Renewal in the context of this dissertation will be regarded as, "rebuilding the city, removal or rehabilitation of existing buildings and the reuse of cleared land for the implementation of new projects, and in producing new building forms and designs symbolizing the renewal in action". It consists of three main forms of approaches such as urban renovation, urban regeneration and urban transformation or redevelopment. These various forms of renewal are described in detail later on in this chapter.

#### **2.2.3.2 Background to Urban Renewal**

Urban renewal is of growing importance as a consequence of urban areas becoming larger and older as well as large stock of urban land and buildings are abandoned and left derelict. This called for the redevelopment of these areas (Couch, 1990). Not until the late nineteenth century and early twentieth centuries did relatively co-ordinated efforts on part of the local governments, reform groups and business interests arise, whose intent was to eliminate the physical manifestations of urban decline.

Couch (1990, 1) states that, 'urban areas are never static, they are constantly changing: either expanding, contracting or undergoing internal restructuring in response to economic and social pressure'. There have been numerous types and categories of urban renewal since the Industrial Revolution.

As towns and cities expanded it led to a series of changes for instance, land and building changed use, best locations and higher densities sought. The renewal of Paris around the 1850s by Haussmann is thought to be the first large scale urban renewal project implemented. However the United States in the 1930s was among the first countries to institute a national programme of urban renewal (Grebler, 1964). The problem of deteriorating urban neighbourhoods has been recognized in the United States since the mid – nineteenth century and over the years, major efforts have been made to counteract decay and to rejuvenate cities throughout the country ([www.mcgill.ca](http://www.mcgill.ca)).

### **2.2.3.3 History of Urban Renewal in Developed and Developing Countries**

#### **a) Urban renewal in the United States**

The first major urban renewal efforts in the United States were the American Park Movement and the City Beautiful movement, both around the 1870s, which emerged as responses to the environmental degradation brought about by the conjunction of urbanisation and industrialization. The idea of urban renewal began to be developed in the United States in the 1930s, as a program directly related to certain slum clearance and public housing projects. The first comprehensive move of the federal government towards urban renewal came with the Housing Act of 1949. The act dealt with contributing to the development and redevelopment of communities. This was the first time “redevelopment” was used in the federal legislation (Doxiadis, 1966). As the human, social and economic costs of clearance were slowly recognized, program funds gradually shifted to support rehabilitation more than demolition and reconstruction. ([www.mcgill.ca](http://www.mcgill.ca)).

#### **b) Urban Renewal in Europe**

European countries have often looked at the American experience as a model for urban renewal however, unlike the United States, urban renewal in European countries sometimes proceeded without the benefit of national programs specifically designed to assist in this process. The renewal of war damaged cities and towns all over Europe in the 1920s are considered the most extensive process of urban renewal in history. The scale of this renewal far exceeded the American program. Several countries, especially Great Britain resumed their traditional slum clearance schemes. Substantial renewal went forward in many localities without the benefit of national programs. Many old buildings gave way for new ones especially in Manchester and Naples (Grebler, 1964).

By the end of the 1960s, most renewal policies began to totally discard large-scale slum clearance, and programs were reoriented towards rehabilitation and area improvement (Couch, 1990). The conservation and rehabilitation of city areas of great historic and cultural values received growing attention. The need arose for downtown areas to perform the function of central areas as well as large scale renewal projects that attempted to cope with increasing traffic problems which led to a demand in numerous projects undertaken in the absence of national programs (Grebler, 1964).

**c) Urban Renewal in Asia**

Hong Kong and Singapore also developed elaborate renewal programs which evolved from large slum clearance schemes to inner city renewal and redevelopment of public housing estates, under the management of public private partnerships. Initially, urban renewal in Hong Kong was dominated by the private sector. The first public intervention into urban renewal in Hong Kong was in 1954, with the large-scale slum clearance scheme. In 1987 a new approach was introduced which promoted public private partnership in carrying out comprehensive redevelopment in Hong Kong ([www.mcgill.ca](http://www.mcgill.ca)). Today, Hong Kong is dominated by commercial towers, factories and housing developments where the shortage of land and increased population has led to the development of tall skyscrapers that dominate the skyline. The pressure for additional housing, high rental costs and shortage of land within the Central Business District has contributed to the redevelopment of older buildings that are forced to expand vertically with the number of units maximised by creating smaller compact apartments.

In Singapore, urban renewal programs which were initiated in the early 1960s consisted of systematic large-scale slum clearance and urban redevelopment of inner city areas. The Urban Renewal Program for the Central China Town for example resulted in the redevelopment of all colonial neighbourhoods, which consisted mainly of two and three story century old shop houses and in the relocation of original residents and businesses. Today, the central area has been completely redeveloped with shopping complexes, office towers and apartment blocks and the new high rise Singapore has replaced the former colonial city ([www.mcgill.ca](http://www.mcgill.ca)). This is particularly evident along the Singapore River within the Central Business District where the former colonial buildings have been retained and now converted to bars, restaurants and shops whilst the new modern high rise buildings surround these developments. This scene today characterises the banks of the Singapore River.

#### **d) Urban Renewal in Developing Countries**

In developing countries, the process of urban renewal is still relatively new. Cities within developing countries are faced with high rates of urbanisation. This places enormous pressure on the environment and financial sustainability of cities as they attempt to provide goods and services to new entrants to the city (www.mcgill.ca).

Before the 1980s, the main approach to urban renewal in developing countries was in the form of squatter eradication and relocation of the population to low –cost housing projects. By the 1980s, many developing countries adopted an official policy of slum upgrading, realizing the potential for existing squatter settlements to be viable urban communities. It can be observed that both in developing and developed countries, the evolution of `policies regarding urban renewal followed a similar pattern, gradually evolving from a `demolition and reconstruction approach to a softer, more socially orientated approach, which concentrates on the renovation of existing structures (www.mcgill.ca).

#### **2.2.3.4 Urban Renewal in South Africa:**

In the South African context, the process of urban renewal has been complicated by local factors which include the legacy of apartheid, legislation, settlement planning, private sector investment decisions, government capacity and financial constraints (Engelbrecht, 2004). Urban renewal and inner city regeneration have become a priority for the South African government. South Africa has committed to control the decline of its major cities. When Parliament opened in February 2001, the State President at that time, Thabo Mbeki announced a seven year plan to redevelop Greater Alexandra, a township, situated on the banks of the Jukskei River in close proximity to Johannesburg with an estimated population of 350 000 people. The township was originally designed to hold only 70 000 people. The project was one of the eight original nodes forming part of the Governments Integrated Sustainable Rural Development and Urban Renewal Programmes. The Alexandra Urban Renewal Project failed to create a number of jobs due to its failure to apply labour –intensive methods of construction on the projects. To date, South African projects with similar objectives like the Alexandra Urban Renewal Project has not been effective (Thwala, 2006).

The urban renewal projects should change as the policy environment changes from emergency relief, to a long-term structured employment-generation programme. The approach should link economic growth, employment and investment policies. The Urban Renewal Projects must aim to ensure that infrastructure is planned around the local needs rather than vice-versa. Public spending on infrastructure construction and maintenance could be a valuable policy tool to provide economic stimulus during recessions (Thwala, 2006, 8).

In general, South African urban renewal projects emphasised property related interventions to the detriment of economic and social strategies. This often raises the question of public benefit and long term sustainability of projects. The selection of urban renewal projects are often based upon an assessment of declining levels of investment measured by a variety of indicators, including declining property market values and the rate of new construction. Projects are selected based upon their linkages to key civic assets such as theatres, libraries, courts, docks etc. (Engelbrecht, 2004).

### **2.2.3.5 Main approaches to Renewal**

The three main approaches to renewal are:

- 1) **Urban Renovation** which introduces a series of improvements and amendments to an area. This intervention normally is 'cosmetic' in nature and seldom extends beyond minor upgrades or improvements to the landscaping and infrastructure. It is often no more than a level of rehabilitation of what is in existence.
- 2) **Urban Regeneration** which takes intervention to a meaningful level of urban revitalization. It relies on market behaviour and depends less upon government initiative. Urban revitalization is not confined as in many Urban Renewal Plans to a single large project. It often comprises private and public sector redevelopment of the central business district, neighbourhood commercial redevelopment and smaller scale private and governmental neighbourhood renovations. This level of intervention usually introduces something new or a relatively minor insertion to the built environment such as public spaces, pedestrianisation and traffic claming of core activity nodes and landscaping, where the altered level of planned intervention facilitates a whole new dynamic, both in intensity and scale.
- 3) **Urban Transformation or Redevelopment** takes place at the highest level of intervention, where substantial elements of urban planning, development and management are introduced with the specific purpose of altering and improving the existing condition within an area. It presents opportunities for new and progressive elements to develop. Transformation occurs in the form of either redevelopment and or new development. Usually a catalytic project is introduced in order to improve and transform areas that need major redevelopment and in most circumstances Waterfronts and or Theme Park Developments are used to induce such change (Khan, 2008).

The various forms of urban renewal mentioned above occur along a continuum, broadly identified in three forms of planned intervention that are undertaken by different stakeholders with often different intentions and outcomes. These are:

- 1) **Public Sector Response:** Most of these interventions involve improving and upgrading and maintaining the public realm. Some of the projects could include the development of civic public spaces that are linked to public buildings, parking facilities, change of zoning, roads, pedestrian routes etc. Often the public sector interventions, because they improve an area induce a private sector response.
- 2) **Private Sector Response:** This involves a small to large scale building development. These are particular important when certain developments are the trigger that are catalysts to induce further development or redevelopment.
- 3) **Public –Private Partnership Response:** This is a common form of response where in most cases urban renewal leads to Public- Private Partnerships being formed. Incentives are built in and rates are written off to facilitate private market response. In some instances partnerships occur in which the public sector makes land available for development. Some of the incentives include:
  - a) Land assembly
  - b) Land assembly and cost write-offs
  - c) Rates rebates, rate holidays
  - d) Bonus bulks for development inducements
  - e) Partnerships e.g. Public sector will make the land available which
  - f) Private sector will fund the development (Khan, 2008).

### **2.2.3.6 Arguments against Renewal**

Urban environments undergo major modifications, and people's lives are drastically changed (Holcomb *et al*, 1981). Renewing the existing fabric and regenerating the areas of decline and dereliction is one of the greatest challenges for the well being of society. This challenge embraces not only the physical form but also those affected by the renewal (Smyth, 1994). This suggests that while urban renewal projects are seen as a solution to revitalize a neighbourhood, not all people benefit from such initiatives.

Urban renewal programs often lead to the destruction of the homes and neighbourhoods of the poor and minorities, and to the displacement of small businesses and the demolition of inhabitable housing. It directs too much investment to Central Business Districts and not enough to positive actions in the neighbourhoods and gives little attention to social concerns. Urban renewal soon earned the reputation of being a "bulldozer approach" demolishing blighted areas to make room for luxury housing ([www.mcgill.ca](http://www.mcgill.ca)).

Where flagship projects are used as an urban renewal strategy it is often associated with potentially benefiting city residents through the generation of wealth and jobs. According to Engelbrecht (2004, 20), however, "flagship projects often fail to distribute benefits and jobs in an equitable manner for local residents". For this very reason, "flagship projects fail to address issues concerned with social equity and social exclusion". Alternate mechanisms that focus on the competitive sectors that provide opportunities of employment to local residents should be explored as a dimension of urban renewal strategies.

### **2.2.3.7 Types of Renewal Initiatives**

The dominant focus of area based intervention in urban centres is the restoration of business confidence, by creating the 'right business environment', and introducing financial incentives to attract private capital to redevelop derelict areas. This approach to urban renewal emphasises the importance of the private sector in reviving declining areas and the secondary role of the public sector in creating and supporting conditions for private sector wealth creation (Engelbrecht, 2004). This means that in order to create the conditions favourable for private sector investment, large amount of support is required by the public sector.

Some of the common interventions for urban renewal according to Engelbrecht, 2004, 20 are:

- 1) **Flagship Projects:** These usually highlight the strategic location or unique facilities of a city. In some instances they alter the city structure through the creation of secondary urban centres. Flagship projects are aimed at local property developers and or private developers and attempt to encourage organic growth within urban areas.
- 2) **Prestige Projects:** These are a variety of flagship projects. They are innovative, high-scale, large scale developments which have the ability to attract international inward investment. Their primary purpose is to change the image of the city. These projects are often located in the Central Business District or at waterfront locations. They may include convention centres, festival market places, major office complexes and leisure and sporting facilities. These projects aim to promote new urban images and boost civic pride. This in turn enhances business confidence and facilitates increases in land values as well as development around such activities. Examples include Hong Kong: Avenue of the Stars and locally Cape Town, the V & A Waterfront.
- 3) **The Redevelopment of Urban Centres:** This entails the identification of key economic sectors in order to kick start or support the development of these economic activities such as cultural districts, high tech areas and fashion districts. An example is Singapore i.e. China Town and Little India and locally the Johannesburg CBD- Fashion District Project.

It becomes clear that urban renewal projects vary:

- 1) they can be small or large;
- 2) they can be cosmetic and deploy renovative methods;
- 3) they can involve introducing one or more elements to regenerate an area;
- 4) they can be transformative and involve substantive levels of redevelopment or new development;
- 5) they can involve almost unseen improvements to infrastructure;
- 6) they can involve improvements to the public realm;
- 7) they can involve small to large areas of redevelopment;
- 8) they can encourage and induce further development; and
- 9) they can involve different agencies and role-players (Khan, 2008).

### **2.2.3.8 Waterfronts used as an Urban Renewal Strategy**

As cities shift from industrial to service economies, a major aspect of their success will be in the quality of their city spaces. Here the waterfront plays a critical role. In the first instance, waterfronts are often the most degraded places in the city, being the sites of the former industrial operations. Second, the waterfront is a highly visible location in most cities. Because of this waterfront development is crucial to the development of a city and also to the quality of its urban expression (Marshall, 2001).

The renewal of urban waterfronts can be seen as a keynote of economic development in post-industrial cities around the world. The model for this which is commonly mentioned and associated with is the Baltimore Inner Harbour Redevelopment Project. Baltimore has created an international image for itself through a systematic, entrepreneurial and beautiful makeover of its old Inner Harbour. The Inner Harbour Redevelopment Program has received numerous international awards for planning, design and implementation and has been singled out as the city with the best urban renewal program by the International Federation for Housing and Planning (Marshall, 2001). Baltimore Inner Harbour Redevelopment Project has been transforming over the past 35 years and has been observed for its achievement and success, the world has now taken notice of the impact of a waterfront development scheme.

The huge success of cities such as Baltimore is persuading other cities to undertake or accelerate their planning and infrastructure construction to create waterfront activity and profitable, tax-producing urban centres. Urban waterfronts have the potential to create unmatched opportunities for redevelopment with the creation of new uses in the place of blighted, abandoned property that once held the city's industrial activity.

The demand for more offices, which used to fill the downtown skyscrapers, is shrinking while the demand for new office space is spreading outwards. City planners and developers are experimenting with new uses designed to fill the vacuum left behind in the CBD. Market analysis suggests that the leisure audience in the twenty first century will want more than to just be entertained. They also want some knowledge and understanding to take away with them which include attractions such as lifestyle shopping, family entertainment, sports, cultural venues, art galleries etc. (Marshall, 2001).

Marshall, 2001, 76, highlights four vital points on the opportunity of creating waterfront developments and these are:

*Firstly*, old ports are usually where a city started, it is found in the most ideal geographic location, which brings the advantage of easy access for public transportation. *Secondly*, the abandonment of inner port areas has created a huge reservoir of unoccupied dockside property which allows for a large number of sites that can be made available for waterfront development. *Thirdly*, since piers and head-houses were part of the original city, they are likely to be surrounded by the city's oldest and most beautiful neighbourhood of buildings, streets and plazas. These offer an ideal setting for redevelopment of the abandoned property with new uses. Lastly, the presence of water has a quality that attracts and moves people like no other element. The presence of a sizeable body of water gives port areas an appeal which is ideal for recreation, entertainment and cultural activities. This provides the foundation for tourism as well as leisure activities of the local population.

The growing focus on restoring urban waterfronts can be attributed to several factors, included heightened environmental awareness, historic preservation, a stronger focus on urban renewal, the proven ability of waterfronts to expand tourism and a growing public demand for distinctive outdoor recreation and fitness venues. Gaffen, (2005) in his web article on "Cities finding waves of success with well planned waterfront restoration" outlines some of those factors below:

- 1) **Environmental Awareness and Smart Growth:** Building upon the concept of urban values, developers are approaching projects meeting many of the aims of smart growth i.e. provide mixed land uses, take advantage of compact building design, develop a range of housing opportunities and choices, fashionable walk able neighbourhoods, preserve open space, farmland, natural beauty and critical environmental areas, strengthen and direct development toward existing communities, make development decisions predictable, fair and cost effective and encourage community and stakeholder collaboration in development decisions. Waterfronts often are ideal candidates.
- 2) **Preservation and Adaptive Reuse:** There exists a sub cultural aspect of waterfront developments that are playing a key role in the revitalization of downtowns. Abandoned buildings and vacant lots drive down property values and spread blight which creates a sense

of economic decline that invites crime. The shift has been to appreciate older buildings and neighbourhoods to preserve the character of a community and its identity.

- 3) **Tourism:** Revitalized urban waterfronts are major drivers of tourism, transforming local governments into "destinations". Some waterfronts feature attractions that were specifically built for tourists, while others were designed to accommodate locals first, then to attract visitors.
- 4) **Recreation/Fitness:** Public demand for outdoor sports, recreation and entertainment venues has helped to spearhead the redevelopment of urban waterfronts. Waterfronts offer opportunities for numerous outdoor uses that cater for active lifestyles.

**Key Issues of Urban Renewal:** *In summary, the history of urban renewal indicated that most developed nations such as the United States and Europe first approached renewal as part of a reconstruction effort to their war damaged cities. Thereafter they initiated slum clearance programs in order to eradicate poor living and sub standard conditions of people during that time. This has since then transformed to public-private partnerships in redevelopment schemes throughout the United States and Europe as a mechanism to initiate private sector response which is how most urban renewal projects are undertaken today. In the developing countries such as South Africa, it is much more complex given our inherited political urban structure as a result of apartheid; renewal is subjected to various forms of squatter eradication and relocation of the population to low-cost housing projects which continues today as part of the reconstruction efforts of the new South Africa. There are however numerous flagship and prestige projects being undertaken in the major cities to renew business confidence and induce private sector investment for instance the major sporting facilities being developed for the World Cup Soccer in 2010. Today in both developing and developed countries there is a softer, more socially orientated approach, which concentrates on the renovation of existing structures rather than demolition and reconstruction.*

*There are various types of urban renewal strategies with varying levels of planned interventions such as public, private and the combination of both public and private sector response. Not all are successful in bringing about social change and opportunity however in regard to recreating the image of a city, waterfront developments, regarded as a prestige project in the literature above are the most common type of urban renewal initiative's. The success of flagship projects has been highly criticised as failing to address issues concerned with social equity and social exclusion and this can be adequately addressed once the precedent study has unravelled the success of the individual projects assessed. Every project will have varying success stories dependent on its design, location, planning, policies, and participation. Success is often determined on short term outcomes where in the cases of large scale projects such as Baltimore, this can only be determined over a long term period with intermittent milestones or targets.*

## **2.3. Waterfront Developments:**

### **2.3.1 Introduction**

The following section provides an analysis i.e. background, types, benefits and criticisms of waterfront developments. A summary of lessons learnt from experts to ensure success of future waterfront development is outlined.

### **2.3.2 Background to waterfront developments**

After the World War II, a number of factors came together to affect the urban waterfront and lay the groundwork for waterfront redevelopment. A series of technological changes in American ports and industries were responsible for a widespread increase in abandoned and underused territory and facilities along water bodies, which resulted in these areas being ideal for redevelopment in the late 1950s and early 1960s. Vast amounts of urban waterfront land became available, relatively cheap without the need to relocate current users. The public's perceptions of urban waterfronts during this period was of a dangerous, violent, and forbidden territory together with pollution along waterways which didn't do much to improve the image of waterfronts at this time (Breen & Rigby, 1994). The "City Beautiful" movement was very influential in waterfront development as this movement was deeply concerned with urban beautification. It concentrated on the civic well-being and the social benefits of public landscapes and parks. Proponents of this approach could be seen at that time in countries such as Boston, Chicago and Canada (Breen & Rigby, 1994).

Boston and San Francisco during the mid 1950s, being pioneers in the field of waterfront developments, transformed wharves into thriving commercial and recreational areas. Within 15 years, waterfront redevelopment projects spread across North America, and the redevelopment of both old seaports and inland waterfronts had become a major industry. Over time these seaports became more sophisticated, adding complete docking and cargo handling and storage facilities. Waterfronts developed at all the focal points within these areas. They became central to the social and intellectual life of cities (Fisher *et al*, 2004).

Historically, waterfronts have not been carefully or coherently planned. Growth usually occurred incrementally thus each urban waterfront portrays its own history. When exploring the development opportunities it is important to understand the waterfront area's history as this influences incentives for and constraints on, future development (Fisher *et al*, 2004). Cities seek a waterfront that is a place of public enjoyment where there is ample visual and physical public access. Cities also want a 24 hour waterfront i.e. a place to live and work as well as a place to play.

### 2.3.3 Types of Waterfront Developments

The various types of waterfront developments as highlighted by Breen & Rigby (1996) are listed below:

- 1) **Commercial Waterfronts:** These are waterfronts that have in common the capacity to encourage public enjoyment of the waterfront, for work, shopping or recreation. These are venues that feature a combination of food, drink and a water view e.g. Rowe's Wharf on Boston Harbour, Baltimore and the V & A waterfront.
- 2) **The Cultural, Educational and Environmental Waterfront:** These waterfronts possess a unique ability to fascinate and educate people about the natural world. Emotionally charged memorials, waterfront cultural and educational sites are among the most engaging features of modern cities e.g. Ring of Fire Aquarium, Osaka- Japan.
- 3) **The Historic Waterfront:** These occur when cities are working towards the preservation and adaptive reuse of historic buildings and precincts, favouring a restorative approach which eventually makes for a richer community. e.g. The Rocks- Sydney- Australia.
- 4) **The Recreational Waterfront:** These developments focus on spending leisure time in the water and a combination of associated recreational activities e.g. Swansea, Wales- UK.
- 5) **The Residential Waterfront:** These are waterfronts that promote waterside living. The growing demand for private residences along the water is a significant part of the phenomenon of the "the new waterfront". e.g. Entrepot West- Amsterdam
- 6) **The Working Waterfront and Transportation:** Some of the most powerful and exciting areas of the urban waterfront are associated with the working port and industrial and transportation facilities. e.g. Harumi Passenger Ship Terminal, Tokyo, Japan.

### 2.3.4 Benefits of Waterfront Development

Waterfront developments can offer many rewards. Old harbour sites can be convenient places to expand the downtown core or diversify its uses. If a city's Central Business District needs more room to grow, then expanding into the waterfront may be a more attractive option than destroying the existing fabric of the downtown, especially if the downtown has historic value. In the past most downtown areas have been devoted to industry, port uses and transportation routes, hence public access was limited or in some cases prohibited. Waterfront redevelopment creates the opportunity for the public to access these areas. Once the public gets access to the waterfront, the area often becomes so popular that governments are forced to preserve the entire waters edge for public use (Fisher *et al*, 2004).

Waterfront developments are ideal for residential uses as they offer long views and close interaction

with the water amongst the many other characteristics that make waterfront projects desirable. Old harbour areas prove to be very popular neighbourhoods. If the waterfront has to retain certain warehousing and industrial component, some jurisdictions have passed regulations to control the amount of residential use to ensure that those industries that need access to the water's edge are not crowded out. The redevelopment of an abandoned waterfront can be a powerful symbol of rejuvenation of the inner city (Fisher *et al*, 2004). They offer more than just monetary value or profit gain for governments but offer a lifestyle that people often like to be a part of such as ocean views, diversity of uses, waterfront parks, location, basically a 24 hour live, work and play precinct.

### **2.3.5 Criticisms of Waterfront Developments**

Urban waterfront development is a difficult, long term endeavour with limited political and financial rewards for the public sector. Large scale urban waterfront redevelopment should not form part of a political, electoral cycle as results will only be noticed in the long term. The only level of intervention is a short term one, for example, clearing the site and unveiling models. It is highly unlikely that the political party is going to see the full results during its term. These type of developments normally require substantial start-up funding from the public sector and they rarely deliver a positive return on investment to the government. There is a large upfront cost of infrastructure and the need to provide working capital until private investment begins to trickle in to reduce some of the overhead costs (Fisher *et al*, 2004).

Waterfront redevelopment is a poor employment generator especially when those who have lost jobs due to the port industries being closed or moved. They generally do not provide sufficient employment in time as there is a long start period. Usually a different set of skills are required for the manufacturing firms attracted to these areas but generally waterfront developments are long term employment generators. There are varying risks in waterfront developments particularly environmental damage for instance marshes have to be drained, piers removed, docks filled and shores have to be extended. Environmental planning is critical to the process of waterfront development (Fisher *et al*, 2004).

There is a tendency in much of the literature to view waterfronts as a kind of urban panacea, a cure-all for ailing cities in search of new self-images or ways of dealing with issues of competition for capital developments or tourist dollars such as Sydney's Darling Harbour which inspired city officials and urban planners around the world and led to a rash of "festival marketplaces". However the focus on the end product of waterfront development ignores the problems, and possibilities faced by cities as they work to create them (Marshall, 2001).

### 2.3.6 Success of Waterfront Developments

The following represents what the experts say about successful waterfront developments: In Marshall 2001, p.81 and Fisher et al, p.47 the following lessons are outlined as being instrumental for the success of waterfront development programs which are summarised below:

- 1) No waterfront is exactly same and the design should recognise the qualities of each site.
- 2) Barriers to waterfronts should be removed, and should not be replaced by new ones, such as inactive open spaces.
- 3) Multiple linkages to the waterfront should be created, along with multiple reasons for going there.
- 4) Single purpose transportation should be redesigned to accommodate multimodal corridors at the waters edge such as pedestrian and cycle lanes.
- 5) There needs to be a Master Plan. The plan should provide public access to the water, extend the street grid to integrate into the new development and provide an appropriate plan of uses around the water. The city should be extended to the waterfront; a mix of urban uses particularly residential can play an important role in reuniting the city with its waterfront.
- 6) It is important that the plan has community support. There needs to be consensus by the community at large by making the citizens feel they "own" the project and the developer is simply carrying out their requests.
- 7) The waterfront should extend inland to establish greater amenity and value for redevelopment and renewal.
- 8) There needs to be a realistic Business Plan for the achievement of the concept based on a realistic projection of market demand and the availability of public and private funding sources.
- 9) Waterfront buildings should be permeable which are open to views and public access and designed with consideration of scale, form and character. The design controls should not be left to the professional alone but the public should be actively involved as they will be the end users. 3 dimensional modelling will assist in communicating the intention clearly.

Marshall 2001, p82 further indicates that the most successful waterfront developments occur when they have been directed in the implementation phase by a project manager that understands the complexity of this development and is able to direct the development according to the vision after it has been agreed to by stakeholders.

### **2.3.7 Conclusion**

It is clear that the historical movement of waterfront development projects has originated as a result of the Boston and San Francisco models however it is the Baltimore experience over a sustained period that has many people believing in the success of waterfront development projects. Recent trends suggest that most cities want waterfront projects that contribute to a 24 hour lifestyle. There are various types of waterfronts, each dependent on its historic context and scale as such development varies. Some of these are a combination of different types such as a commercial and working waterfront e.g. The V & A waterfront, Cape Town. There are various benefits and criticisms to waterfront development however as in the example of the Baltimore redevelopment scheme , large scale projects of this nature can only be observed and evaluated over a long term period and often short term projections are utilised as a barometer to determine the success of a project.



## **CHAPTER 3**

### **PRECEDENT STUDIES**

#### **3.1 INTRODUCTION**

The following section within this chapter examines various waterfront projects around the world which have contributed to the trend of waterfront development today. The aim of this section is to highlight the key lessons and challenges that emerge out of each precedent study as well as derive performance dimensions in order to critically evaluate the principle case study.

#### **3.2 STRUCTURE OF THE PRECEDENT EVALUATION**

Each precedent study is structured in the following manner:

- a) Background: This provides a background, location of the development from the early development intention to the establishment of development agents to undertake the renewal.
- b) Description of the Development: This provides a detailed description of the development.
- c) Appraisal of the Development: The various appraisals both negative and positive for the development are recorded for each precedent study.
- d) Specific Lessons Learnt: The key lessons from the precedent are identified which the key performance criteria are derived from.
- e) Key Performance Criteria: These criteria are recorded from the precedent as being pertinent to successful waterfront development. Not surprising that most of the key performance criteria are similar as most of the precedents require the same level of intervention to be categorised as successful waterfront developments.

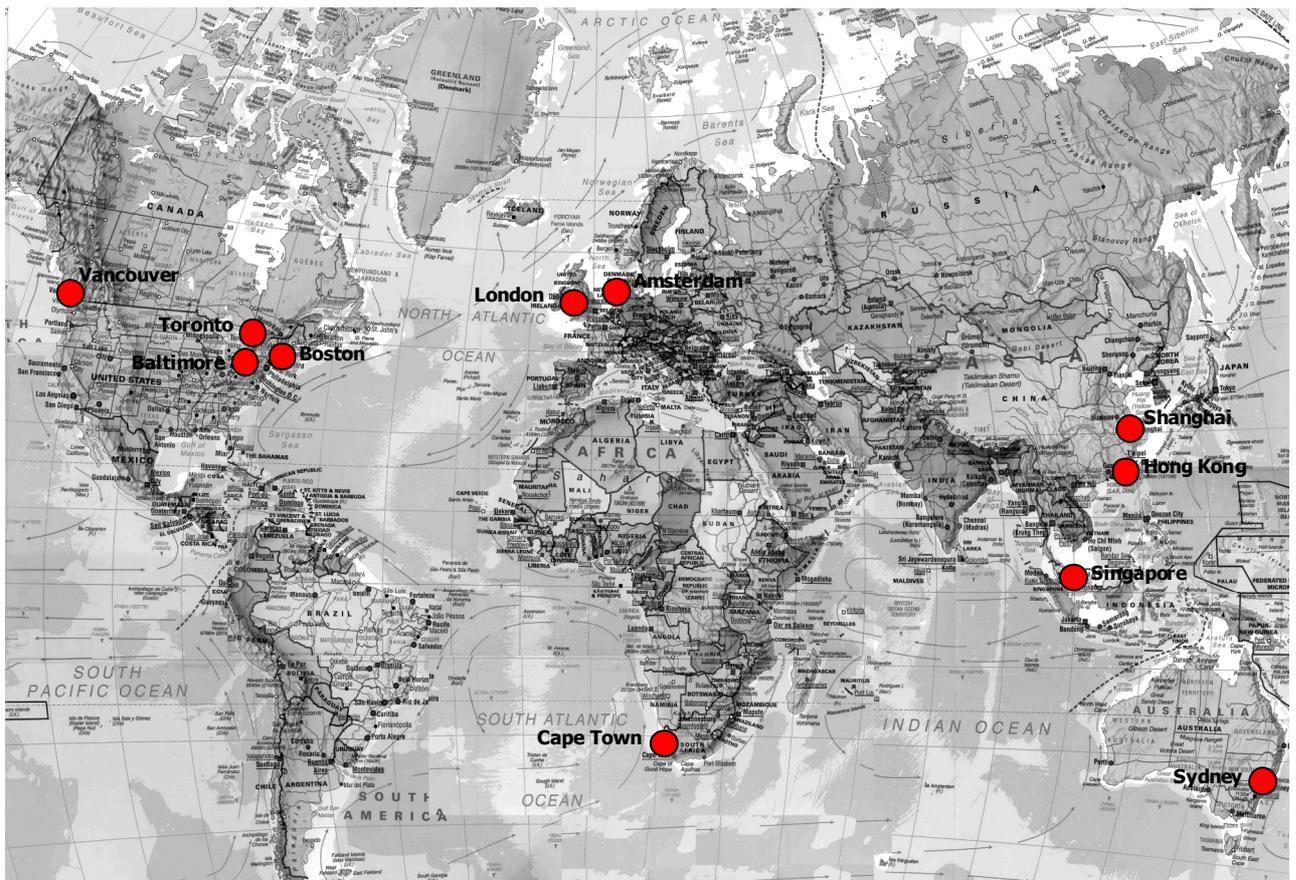
#### **3.3 PRECEDENT IDENTIFICATION**

The precedents were chosen based on the following:

- a) From the pioneers in waterfront developments to the more modern examples. San Francisco was an early example of the emergence of waterfront developments with Ghirardelli Square and Quincy Market Pier 27; however it was not until Baltimore, Boston, Toronto and Granville Island were developed which led to the resurgence of waterfront developments today, therefore these were identified for the evaluation.
- b) The coverage of precedent around the world i.e. from North America, Europe, Asia, Australia and Africa enables a wider, diverse spectrum to draw lessons, criticisms and findings on waterfront developments (See Figure 3) and,

- c) Projects that share relatively similar experiences to the principal case study such as:
- 1) The redevelopment and renewal of the downtown area.
  - 2) Sensitivity of the development. An area that is rich in cultural history and development context.
  - 3) A theme park or flagship project as part of a waterfront development that aims to bring about renewed public, private interest and investment.
  - 4) A waterfront that aims to be a 24 hour, live, work, and play precinct.
  - 5) A waterfront that has the combination of a beach, harbour and city interface together with navigable canals that serve to bring about an array of mixed uses within the precinct.
  - 6) A vociferous on-going public participation process.
  - 7) An on-going institutional support for the project.

Based on the above, the precedent study will evaluate the following waterfronts, Boston, Baltimore, Toronto, London Docklands, Granville Island, Darling Harbour, Amsterdam, Shanghai, Singapore, Hong Kong and the V & A Waterfront.



**Figure 3: Locality Plan indicating the coverage of the precedent studies (Source: MapStudio)**

### 3.3.1 Rowe's Wharf -Boston

#### a) Background:



Figure 4: Locality Plan- Boston-USA (Source: MapStudio)

Rowe's Wharf is located in downtown Boston, Massachusetts (See Figure 4). By the late 1950s, the Boston central waterfront was a picture of urban decline which was typical of many older cities. After Mayor John Collins, elections in 1959, he launched a major urban renewal program that included the waterfront as an important component (Breen & Rigby, 1994). Today, Boston bears

little resemblance to the original site of settlement. The land added contains the wharf districts of the historic port, choice residential neighbourhoods, the downtown waterfront, the modern seaport and other civic and institutional facilities (Marshall, 2001).

The Boston Waterfront is both a working waterfront and the location for tremendous commercial and real estate investment Boston's history is basically divided into four districts which frame the city's inner harbour: the Downtown/North End, Charlestown, East Boston, and South Boston. Each of these waterfronts has undergone a series of growth and changes resulting in vacant or fallow land ideal for development (Marshall, 2001). One such project is Rowe's Wharf, a mixed use project on the central waterfront, was completed in 1987 as a result of the collaboration between the city, developer, architect and design committee. The area had been vibrant particularly in the 1800s when it was connected to the rest of the city via railroad, ferry, and elevated train however, when these connections ceased by the mid- 20<sup>th</sup> century. The area became run-down and undesirable and, due to the changes in shipping habits, rarely saw any commercial traffic. The project was made possible because the city, in the name of the Boston Redevelopment Authority (BRA), owned a 2 hectare site (Breen & Rigby, 1996). The two year planning of this project resulted in a design that embraced the waterfront setting. (See Figure 5- location of Rowe's Wharf within Boston's central waterfront).

#### b) Description of the Development:

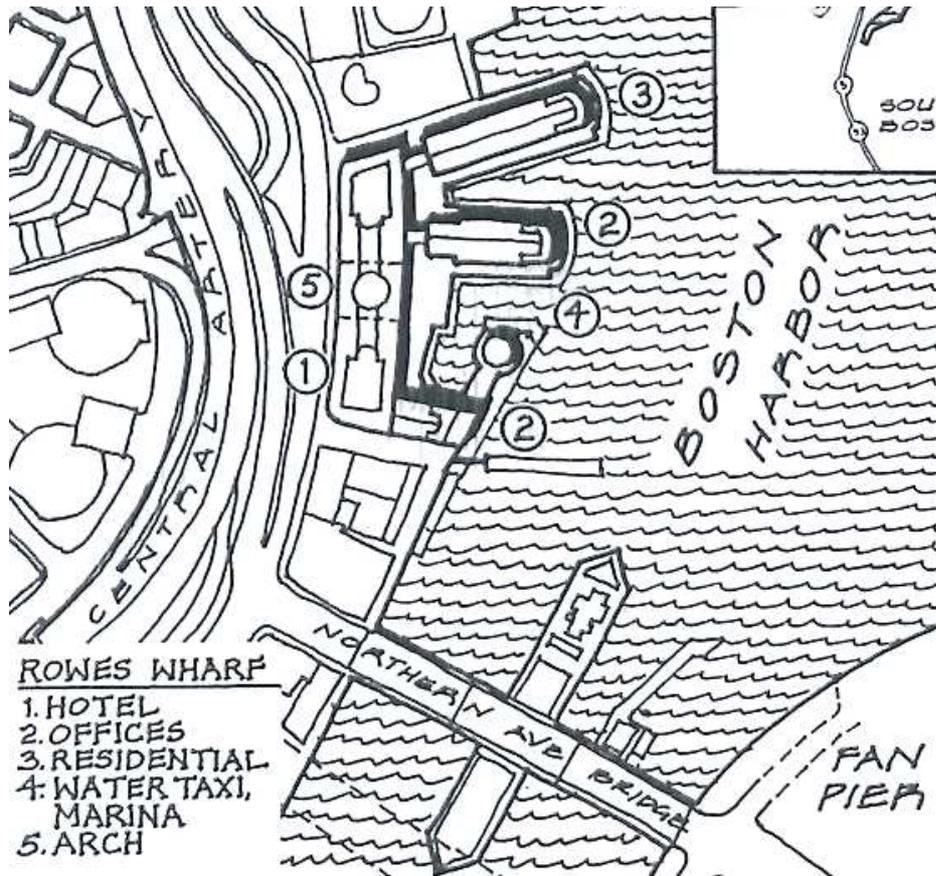
Rowe's Wharf is a large project containing total of 60 000m<sup>2</sup> of office, hotel, residential, dock, and retail space on a 2 hectare site. The \$197 million project finished in 1987 mixes interesting public space with high income office, hotel, and condominium residences.



**Figure 5- Location of Rowe's Wharf within Boston's central waterfront** (Source: <http://travel.nationalgeographic.com>)

One of the main elements of Rowe's Wharf relates most directly to the waterfront i.e. an active dock. Along the waters edge is a busy ferry dock, a water ferry service to Logan Airport which provides a dramatic and attractive entry to downtown Boston. A key attraction is the three and a half storey archway on Atlantic Avenue, a new gateway to the city. This provides unobstructed harbour views from downtown and is the public's invitation to enter. The arch has an observatory tower which serves both the general public and visitors of the hotel (See Figure 6, 7 & 8). The BRA guideline required a significant amount of open space, approximately 50% for this project. Numerous interactions between the developer, architect and public resulted in the addition of a hotel and activity centre which would have otherwise been predominantly a residential or office use. (Breen & Rigby, 1994).

An important element at Rowe's Wharf is a brick public walkway which surrounds the development. The city opened up an adjoining property for pedestrians, making way for a continuous waterfront connection in this area (Breen & Rigby, 1996). Rowe's Wharf has been accredited with high praise for its contextual approach befitting a project of this size within a historic section of downtown Boston.



**Figure 6- Rowe's Wharf site development plan** (Source: Breen & Rigby, 1994, 119)

### c) Appraisal of the Development:

With the revitalization of the waterfront, Rowe's Wharf is now one of the most distinguished addresses in Boston. The Boston harbour hotel stands as a gateway to and from the harbour. Rowe's Wharf was described as one of the most outstanding mixed- use waterfront projects in the 1980's. It successfully managed to fit into its context i.e. an active harbour and a historic financial district where public accessibility in the form of a walkway along the downtown waterfront edge exists. This project visually connected the city and water by a magnificent archway.

One of the criticisms was that a lower level, café, restaurant was lacking particularly along the ferry docks which would add to the liveliness of Rowe's Wharf. It was planned for in the original plans but failed to be developed in the final design. The hotel facilities also did not take maximum advantage of the water.

Various critics have labelled Rowe's Wharf has a triumph to urban design, because it strikes a perfect balance between the needs of the people who enter it every day and the needs of the people who walk past it.

#### **d) Specific Lessons Learnt:**

Good planning and design that considers the local people as well tourists makes waterfront developments attractive and desirable. Public walkways and visual connections contribute to the renewal of the entire precinct. Cognisance needs to be taken when planning within a sensitive environment which needs to enhance but not over shadow existing development. e.g. developing within a historic context. Good communication and interaction between all role payers of a project leads to a project that is owned by the people not specific individuals or organisations. A well managed development authority can facilitate large projects appropriately and enforce regulations if the development does not meet its requirements.

#### **e) Key performance criteria:**

The following key criteria are recorded from the precedent above as being pertinent to successful waterfront development:

- Creation of public walkways.
- Enhancing and maintaining visual corridors.
- Providing active uses along main pedestrian routes to respond to the movement of people.
- Ensuring that key land-uses benefit from waterfront exposure.
- Providing an appropriate mix of uses which adds to the vibrancy of waterfront developments.
- Communication is vital between all role-players within the project i.e. local authority, public and developers.
- Sensitivity of the development context.



**Figure 7- Rowe's Wharf on Boston's Harbour** (Source: Breen & Rigby, 1996, 61)



**Figure 8- The high-rise apartment towers at Rowe's Wharf** (Source: Breen & Rigby, 1996, 65)

### 3.3.2 Baltimore – Inner Harbour, Maryland -USA

#### a) Background:



The Inner Harbour is located within the City of Baltimore, Maryland, United States (See Figure 9). During the Second World War, Baltimore’s shipyards and steel mills were the key component of America’s economy, but after the war it fell into obscurity and its target base no longer served the country but only Washington, DC. Around the 1950s it was reported that many

people were relocating to the suburbs which caused property values in the central city to decline. This was significant because municipal bankruptcy was imminent if something was not done to reverse this trend (Marshall, 2001) (See Figure 10). Business leaders took action in the mid 1950s to combat the downtown’s rapid decline and one of the first initiatives was the preparation of a downtown Master Plan. The first project that emerged from this Master Plan was the Charles Centre mixed-use development. The aim was to halt the deterioration of the downtown area.

In 1963 the focus turned to the harbour where a massive cleanup occurred to remove old sheds and piers. An Inner Harbour Plan was produced in 1964, which called for a 24 hour city with intimate contact with the harbour. Baltimore began with a clean slate at the Inner harbour. An array of festivals was held at the harbour to attract people to the slowly redeveloping waterfront (Breen & Rigby, 1994). Between 1960 and 1995 more than hundred large and small development projects were completed, ranging from sculptures to 35-story corporate headquarter buildings (Marshall, 2001). The renewal of downtown Baltimore has been regarded as one of the greatest urban success stories. It has served as a model for cities throughout North America as well as the world.

#### b) Description of the Development:

The Inner Harbour project is regarded as one of the best known piece of redevelopment real estate in the world. Cities and developers from around the globe have come to see the recovery and rebirth of Baltimore’s downtown area. The planning was funded by two business committees formed to organise the rescue (Breen & Rigby, 1994).

Phase two of the rescue plan was the Inner Harbour Development. Phase one was the Charles Centre project which was primarily an office development. The Inner Harbour was seen as a more public place with the focus being the promenade edge. In the very first days of renewal, the harbour's edge was a parking lot. Not all the structures were torn down in the 1950s but some simply deteriorated hence very little is left of the original harbour.



**Figure 10- Baltimore before the harbour redevelopment** (Source: Marshall, 2001, 74)

The Inner harbour project was launched officially in 1963 and the vision called for the “best use of water and open land in post-war U.S. urban renewal” (Breen & Rigby, 1994, 110). Instead of cutting the water off from the city as most development schemes do, Baltimore made intimate contact with the water. What made the vision of a lively, working city a realistic goal was that the harbour adjoins the central business district.

The core of the Inner Harbour project surrounding the harbour basin is approximately 38 hectares with the larger context being approximately 98 hectares in extent. The upland areas have been developed for new and rehabilitated residences which have been developed at the same time as public attractions. Existing neighbourhoods surrounding the development have undergone gentrification with new condominiums and historic villages being formed. The development began with a tree-lined brick promenade which surrounds the water body and is open for people to view the passing ships as well as utilised for special events. What makes the harbour successful is its diversity of uses such as office towers, a convention centre, the World Trade Centre, hotels, restaurants and other public amenities (Breen & Rigby, 1994).

The key design feature is the promenade tied together with an array of features. Its distinguishing characteristic is its generous width, with an open edge. Many of the buildings are open, light, industrial looking with walkways and upstairs seating decks. Buildings such as the World Trade Centre allow for views of the harbour from the downtown by creating view portals in the design. The revised 2003 Master Plan aimed to improve visual and pedestrian access to the water, a new streetscape, reduced traffic activity and redefine public areas such as parks (See Figure 11).



**Figure 11- Baltimore 2003 plan with design principles shown on the right** (www.cooperrobertson.com)

### c) Appraisal of the Development:

The combination of the Charles Centre and the Inner Harbour Development saved downtown Baltimore. The downtown area would have been lost if it were not for a public and private partnership coupled with civic pride and leadership to act.

Property values in the key blocks at the Inner Harbour focal point have increased by as much as 600 percent and more than 15 000 jobs were created or attracted by the renewal program. Critical masses of attractions clustered around the Inner Harbour created a new tourism industry where none existed before. Fourteen million annual local visits combined with 6, 5 million tourists were recorded in 1999. More than 1000 properties had to be acquired for redevelopment, and 730 businesses were relocated within the city limits. In the end 75 percent of the new investment came from the private sector. The Inner Harbour Redevelopment program has received more than forty national or international awards for planning, design and implementation and Baltimore was named one of the top ten growth markets in the U.S. which was singled out as the city with the best urban renewal program by the International Federation for Housing and Planning (Marshall, 2001, 75).

The maritime function was questioned in the design however the designer indicated that the promenade edge could serve a dual function i.e. loading and unloading however two lawsuits were

filed against the city and the designer. The decision was to convert the brick paving to granite which kept the vision intact with no further complications. Baltimore's "formula" has been attempted elsewhere, with varying degrees of success. People looking for a quick fix sometimes overlook the social, geographic, financial, and political circumstances.

#### **d) Specific Lessons Learnt:**

From the beginning, this development was a public and private undertaking, with business and political leadership united. Baltimore had a strong leadership which continued to drive the scheme. This was one of the key factors in its success. The efforts made by the urban planners to ensure the integration of the water and the central business district allowed for people to stroll across the street and enjoy the harbour and downtown activities without realising the physical barriers that have been overcome.

Old ports are liable to be perceived as a community back door, which tends to discourage any new users or investment. Ports can benefit from their central location given that the old port is usually where a city started therefore its important to achieve integration to central business districts and surrounding communities. The huge success of Baltimore is persuading other cities to undertake or accelerate their planning and infrastructure construction to create waterfront activity and profitable, tax-producing urban centres (Marshall, 2001, 75).

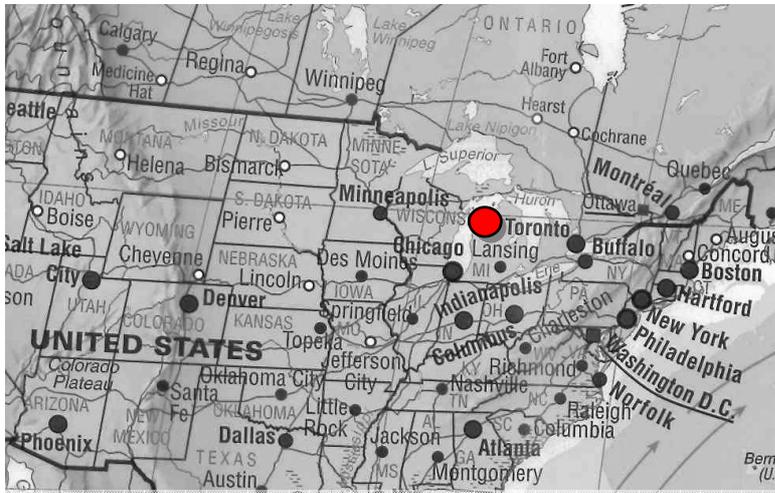
#### **e) Key performance criteria:**

The following key criteria are recorded from the precedent above as being pertinent to successful waterfront development:

- Creation of a Master Plan/ Development Framework-
  - to project a future vision;
  - get support and buy in from the public and private investors;
  - phase development in an appropriate manner;
  - allocate budget accordingly;
  - Release immediate projects that would contribute to the process of urban renewal.
- Creation of public walkways.
- Enhancing and maintaining visual corridors.
- Providing an appropriate mix of uses which add to the vibrancy of waterfront developments.
- On-going support from the local authority, public and politicians to drive the vision.

### 3.3.3 Toronto: Harbourfront --Canada

#### a) Background:



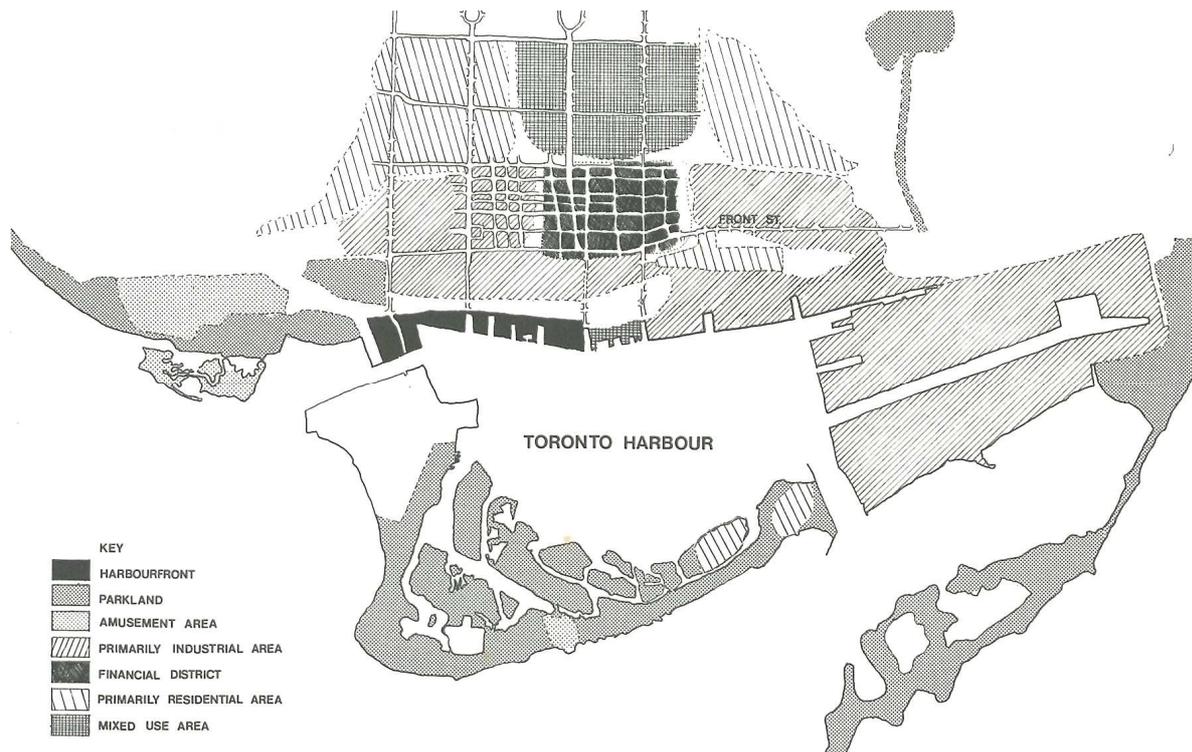
**Figure 12: Locality Plan-Toronto-Canada** (Source: MapStudio)

Harbourfront is located within the core of the city of Toronto, Canada (See Figure 12). For nearly two generations, the people of Toronto were cut off from the use and enjoyment of prime waterfront land by a railway and later, an expressway development. The site was developed for industrial and port related activity. The general public lost contact with the harbour. As the port

moved its main activities to the eastern end of the harbour, the site began to appear derelict with run-down and abandoned buildings. When the Harborfront lands were bought by the federal government in 1972, it released one of the most exciting waterfront packages ever assembled in the downtown portion of a major city. In releasing the land for the public, the government was faced with the major challenge of recycling abandoned and disused buildings (Harbourfront Corporation, 1978) (See Figure 13).

In the early 1970's , as part of the first phase of the redevelopment program , private high-rise commercial development and residential buildings were constructed at the waters edge in the east of what became known as the Harbourfront site. Public concerns were raised regarding buildings blocking of public access to the water and that the project would be in private domain for private profit. In response to the public concern, the Canadian government acquired 37 hectares of land which became known as the Harbourfronts land (Fisher et al, 2004).

The intent was to help change the approach of the plan to enable the development of an urban park which would guarantee continuous public access to the waterfront. The project was delayed for several years because the land was acquired without consultation with the province and local government and the public demanded participation in the planning as well as the implementation of the project. In 1978 the Harbourfront Corporation was formed which aimed to manage the development of Toronto's waterfront park (Fisher et al, 2004).



**Figure 13- Toronto Harbour site plan** (Source: Harbourfront Corporation, 1978, 2)

### **b) Description of the Development:**

The Harbourfront area is situated at the heart of Toronto's downtown central waterfront. The area is approximately 37 hectares which is comprised of a strip of land and water lots. The land is approximately 1,6 kilometres and varies in width from 183 to 402 metres. To the north of the site are the former railway lands and the buildings of downtown Toronto. Most of the activity is concentrated at the eastern end of the site, on York Quay where Harbourfront Centre provides a vibrant selection of cultural, education and recreational programs for the young and old. Residential buildings define the northern edge along Queens Quay West. (See Figure 14). All of these buildings are privately owned, and range in height from eight to fourteen stories at the western end and 37 stories at the eastern end, closest to the downtown area. On the south side of Queen's Quay west, there is an arrangement of parks and open spaces, allowing for full public access to the waters edge and the myriad of views from this area.

The Harbourfront Development Framework was devised to guide design, programming, and both public and private investment. The plan is not a traditional Master Plan and is flexible to permit change as long as it is in keeping with the overall vision. As the planning evolved so did the plan, the initial urban park was planned as a passive green space but developed as an active space with cultural, recreational, commercial and residential activities. The goal of the development framework was to achieve the complete rejuvenation of Harbourfront as a people orientated, mixed use urban area.



**Figure 14- Toronto Harbourfront Master Plan-2003** (Source: Fisher et al, 2004, 225)

The program was to be based on nine key principles which are summarised below:

- 1) To attract private investment;
- 2) Harbourfront Corporation would achieve self sufficiency within seven years;
- 3) Public access to the waterfront and surrounding areas would be improved, as would the integration within the city and railway lands to the north;
- 4) Harbourfront would be an identifiable community providing live and work opportunities;
- 5) A strong mix of activities would be provided;
- 6) Development would demonstrate respect for the climatic conditions, e.g. making use of an indoor space etc;
- 7) All building design would demonstrate respect for views and vistas;
- 8) Ground-level space would be devoted to public uses; and
- 9) Existing buildings would be restored, renovated, or preserved wherever possible. (See Figure 15), (Fisher et al, 2004, 220).

The key principles that were set in 1980 were largely achieved over the next 23 years. Harbourfront also manages facilities to support a diverse range of activities: two marinas, with a combined total of 300 berths as well as the provision for water taxis and docking facilities. The waterfront promenade runs the entire length of the Harbourfront site which connects almost 30 communities on the Canadian shore of Lake Ontario. Sixteen hectares of lakeside parks are being developed along the promenade offering a variety of experiences within close proximity to each other.

### **c) Appraisal of the Development:**

The public have said that Harbourfront needs a “big idea”. Stakeholders have agreed that the music garden is a special place however it should be connected to other unique park spaces. The public valued looking at the boats and the water, which translated into designs that enhanced views and enhanced connections. The ease of movement through the public spaces was another priority for the public i.e. the provision of wheelchair, bike, and in - line skate access. The public also wanted to see a stronger landscape response between the various venues and parks.

A study in 2000 showed that Harbourfront Centre annually returns \$132 million to the region, provides 1,240 person years of employment, and returns \$24 million in taxes to the government. Over the past decade there has been a broad mix of urban housing with 4400 units in place and an additional 635 under review by the city of Toronto, residential development is nearing build out. The current review of the plan will revisit the need for affordable housing in the western part of the area (Fisher et al, 2004).

An emerging issue is the growing conflict between the residential communities adjacent to the development for two major reasons,

- Harbourfront is not fully integrated into the fabric of the city. The rail land is still under developed and the road network is not yet complete ;
- The expressway continues to serve as a barrier between the city and Harbourfront. There is a solution to replace the expressway with a series of roads however this is likely to occur ten years from now (See Figure 16).

Continued investment in the public realm, high quality landscaping in the public realm and the built environment, and effective public and private partnerships will be the key to Toronto’s success.

### **d) Specific Lessons Learnt:**

The role of government is important as in the late 1970’s , city residents would have been cut off from the central waterfront by a wall of private high-rise buildings if it were not for the government intervention to ensure that the public concerns are dealt with. Governments have an important role to play in waterfront developments because the public interest is always at stake. Confrontation between different levels of government can be avoided where development is based on a shared vision and where community based objectives are met.

Given the scale and nature of Harbourfront development, the government realised early on that they were unable to meet the challenge alone therefore private sector skills, creativity and financial

resources were critical to the success of the project. The Harbourfront Corporation offered no special incentives to attract developers. The attraction was based on the potential for profitable development created by a favourable real estate market and by the sites desirable location (Fisher et al, 2004). In the recent years, the public sector has moved from large deals with single developers to multiple developers on smaller increments of the plan. This has resulted in developers paying closer attention to design and building quality. Development agencies must be able to adjust the phasing of development and programming to take into account cycles in the real estate market. The public must always be kept well informed during the development process.

**e) Key performance criteria:**

The following key criteria are pertinent to successful waterfront development:

- Integration into the city fabric;
- Creation of a Master Plan/ Development Framework;
- Creation of public access such as walkways,
- Public Realm maintenance, upgrade and landscaping;
- Enhancing and maintaining visual corridors;
- Providing an appropriate mix of uses which adds to the vibrancy of waterfront developments;  
and
- On-going support from the local authority, public and politicians to drive the vision.



**Figure 15- Harbourfront Toronto: A power plant building converted to an art gallery** (Source: Fisher et al, 2004, 221)



**Figure 16- Harbourfront Toronto: Elevated expressway- barrier between the city and Harbourfront.** (Source: Fisher et al, 2004, 226)

### 3.3.4 The London Docklands —London

#### a) Background:



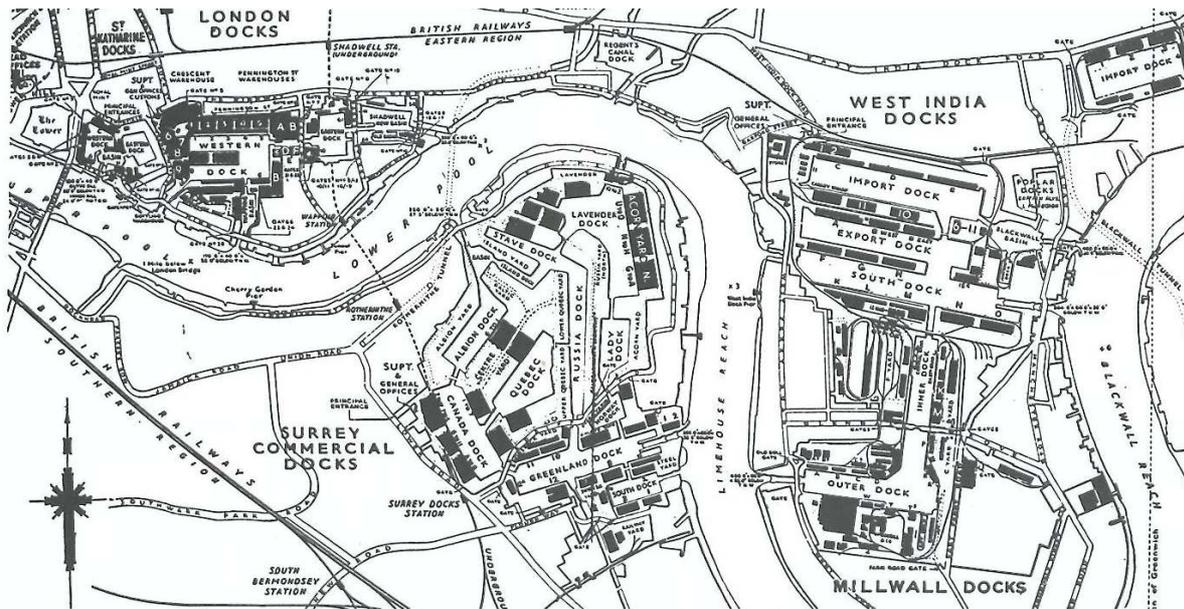
Figure 17: Locality Plan- London (Source: MapStudio)

The Port of London has been a major international port since its establishment by the Romans in 50 AD (See Figure 17). The period from 1500 to 1800 witnessed the growth of world wide English trade and established London as its financial centre. The rapid expansion caused serious congestion at the port therefore it was evident that unless wharfage of ships increased the future of London as a

trading centre the world would suffer. The London Dock was built on an 8 hectare site and opened in 1805 (Naib, 1990). The dock area was heavily bombed in World War II however there was a resurgence in the development in the 1950s (See Figure 18). During this period the docks remained empty as a result of manufacturing industry's moving into cheaper locations within the United Kingdom. The London Docklands Development Corporation (LDDC) was established in 1980. It was tasked with the regeneration of the former dock areas. The British government sought to ensure that the private sector would play a leading role in shaping and delivering the program. It was identified earlier on that the task would be too expensive for the public sector therefore it needed private sector involvement.

The traditional Master Plan was favoured for the more flexible development plan. Planning was seen by the government as being negative and favouring traditional public sector values. Government offered tax incentives and the removal of planning restrictions to allow private sector to drive the project. This succeeded in achieving rapid and extensive development (Marshall, 2001). The London Docklands was the only site with residents, who were disregarded initially. After these groups were dealt with, there was general agreement that action should be taken to redevelop the derelict waterfronts (McCarthy & Oeelfse, 2006).

The Docklands was not a homogenous area with a single type of development. The Local Government and Planning Act of 1980 defined the powers of the LDDC "to secure regeneration by bringing land and buildings into effective use', thus regeneration was to bring into use obsolete buildings, including those of historic importance, and the protection and enhancement of conservation areas (Marshall, 2001, 166).



**Figure 18- London Docklands in the 1950's –General Map** (Source: Naib, 1990, 17)

### **b) Description of the Development:**

The first buildings to be restored were the Dockland churches. Following this was a series of warehouse restoration. Some felt that these should have been demolished to make way for new uses. The primary uses within the development were residential and commercial uses. Mixed-use development was difficult to achieve with the new development partially because the retention of the existing land-uses conflicted with the new, modern requirements (See Figure 19).

Planning use consents were flexible as they allowed some areas to change their use a number of times until such time the area developed its own sense of place. The area began to take shape and was characterised by a mix of old and new while at the same time becoming a lively area known for its restaurants and creative industries. The process of regeneration was occurring in an informal manner because it was not controlled by the local authority. London had produced some controversial developments during this time. One of the projects, Canary Wharf constructed Britain's tallest building and established a second major financial centre in London. A property slump in the 1990s halted the project for several years (See Figure 20 & 21).

Over the past 20 years, the population of the Docklands has more than doubled and the area has become both a major business and residential centre. Currently improved transportation has spurred further private investment and created a successful environment where more investment is expected. The revival of the Docklands has had major effects in run-down surrounding areas. Greenwich and Deptford are undergoing large-scale redevelopment as a result of the improved transport links making them more attractive to commuters ([http://en.wikipedia.org/wiki/London\\_Docklands](http://en.wikipedia.org/wiki/London_Docklands)).



**Figure 19- London Docklands –Projects completed and proposed** (Source: Naib, 1990, 42)

**c) Appraisal of the Development:**

In the first 10 years the agency developed vast numbers of new homes and commercial space but was bitterly criticized for limited social benefits and transport problems. In 1992 the LDDC’s private revenue dried up and Canary Wharf office project went bankrupt. LDDC didn’t reserve the water’s edge for access, and were later criticized. LDDC placed more priority on historic preservation of various warehouses on the water’s edge which prevented a waterfront walkway. Private development’s with high security only exacerbated class differences and offended local residents (McCarthy & Oeelfse, 2006).

The second wave of developers reconsidered the issue and offered waterfront access to the local government as a public benefit. There were joint gains through this because of the high quality public space which was relatively inexpensive and improved the value of adjacent properties whilst offering a benefit available to all. London’s Docklands Strategic Plan specifically didn’t allow a switch from industrial labour to the office and service sectors employment. 2500 industrial jobs were created in the first 4 years; however, there were questions of displacement. The second phase of development of offices was highly criticized for the lack of local employment. London raised unreasonable expectations regarding employment of previous port employees, which lead to increased bitterness of local residents (McCarthy & Oeelfse, 2006).

The project however succeeded in transforming the approach to regeneration planning in the UK. It helped in developing a new approach to conservation and demonstrated that large-scale planning was economically viable. It was recognised as the largest and most successful regeneration anywhere and the biggest that had been undertaken in London since the Great Fire of 1666 (Naib, 1990).

**d) Specific Lessons Learnt:**

The role of government is important and should not be left to the private sector to drive a project of this scale. Government should have played a more active role at the outset to ensure that the vision was being achieved whilst ensuring that it does not restrict private sector investment. Whilst the historic fabric was critical to retain, mixed-use development should have been promoted at every level. There should have been a balance as to which buildings need to be retained. Those that do not make urban sense and would compromise the vision should make way for modern developments and designed according to an architectural code or language set out by the LDDC.

**e) Key performance criteria:**

The following key criteria are pertinent to successful waterfront development:

- Creation of a Master Plan/ Development Framework;
- Creation of public walkways, access for the public;
- Planning as a tool to guide development and not be restrictive. It must be flexible to promote change; and
- Providing an appropriate mix of uses which adds to the vibrancy of waterfront developments.



**Figure 20- London Docklands** (Source: Fisher et al, 2004, 82)



**Figure 21- Canary Wharf Development** (Source: Fisher et al, 2004, 87)

### 3.3.5 Darling Harbour, Sydney --Australia

#### a) Background:



Figure 22: Locality Plan- Sydney (Source: MapStudio)

Sydney was founded in 1788, when the first fleet arrived from England to establish the penal colony of New South Wales (See Figure 23). The City of Sydney, which is the central business core of the city, is a tight and relatively small city centre. The form of the city centre reflects its harbour setting i.e. it is bound on three sides by water and is located on a narrow, intensely developed peninsula (See Figure 23). Given that the

harbour is the defining element in the image of the city, it is remarkable that the desirability of the waters edge, as a place to live and work, is a recent phenomenon (Marshall, 2001). Darling harbour was an industrial area as recently as 1982, when the state government ordered the State Rail Authority to move its facilities elsewhere. On 1<sup>st</sup> May 1984, the premier declared that Darling Harbour would be reconstructed in time for the Australian bicentennial in 1988. This deadline became the driving force behind the development. In just a few years, Darling Harbour established itself as a prime destination, the third ranked attraction in all of Australia. Over 14 million people, 70% of them locals, went to Darling Harbour in 1990 and 1991 (Breen & Rigby, 1994).

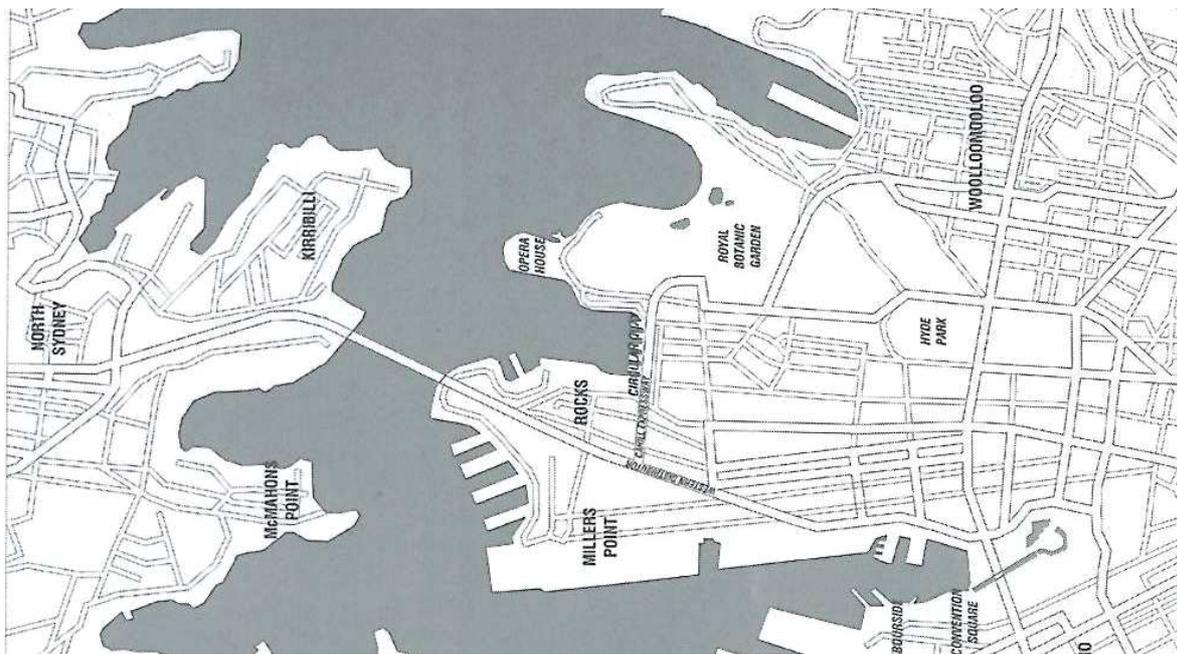


Figure 23- Map of Sydney Waterfront (Source: Marshall, 2001, 21)

The decision to develop was backed up by early planning that was undertaken in the 1970's. A Darling Harbour Authority was set up in September 1984 and the land was exempted from the usual local or state controls and an enterprise zone approach was utilised. By June 1985 a concept plan was agreed and the process to develop began. The process was overseen by a Quality Review Committee, with architectural and design professionals sitting on the panel.

## b) Description of the Development:

There are two main focal points at Darling Harbour (See Figure 24). The first is the harbour itself, which has a collection of major people attractions around it. The second is a large circular park. The largest structure on the harbour is called Harbourside, which is a festival market. Harbourside is one large structure made up of a huge arched glass and within it contains retail and restaurant spaces on three levels. The design orientates towards the harbour and the promenade. A lively mix of cafes and restaurants front the harbour. Under the Pyrmont Bridge, is the Australian National Maritime Museum which displays Australia's seagoing history. The Pyrmont Bridge is a pedestrian only link to downtown and supports a monorail that runs between Darling Harbour and the central business district (See Figure 25). Another major harbour attraction is the National Aquarium, located across the Maritime Museum and linked by a ferry. At the foot of the bay is a carnival amusement park which sits under the expressway but its noise and bright lights screens pedestrians from the traffic noise. There is also a major Convention Centre which holds approximately 3500 people inside and bars, restaurants and with a foyer which opens to the harbour otherwise the building would be inward facing.

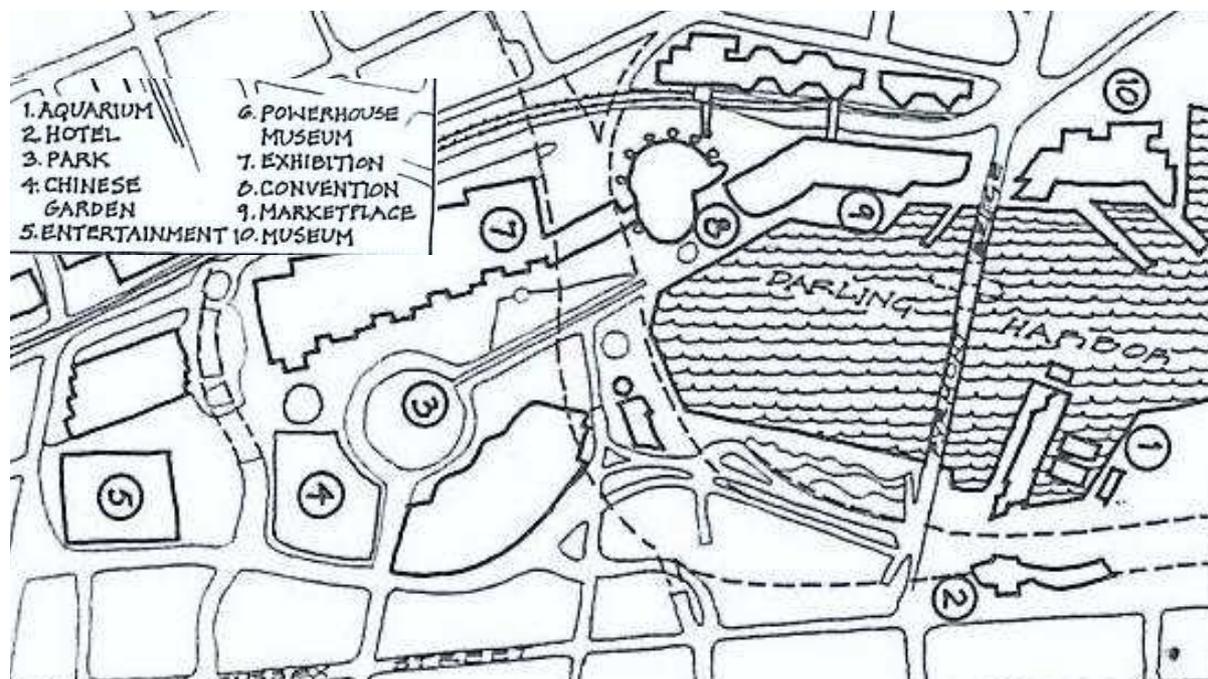


Figure 24- Development Plan: Darling Harbour (Source: Breen & Rigby, 1994, 147)

The main focal point is a centrally located park, with a lake and water features. The park is visible and linked by a continuous brick promenade. One of the main attractions within the park is an informal performance area as well as a 'hooked' stream of water that defines the park spaces and play areas. These areas are well utilised by the public and has been refurbished three times. In close proximity is a sports centre with a restaurant which takes advantage of the waterside location. A Chinese Garden is another major attraction here with winding paths and waterfalls to offer people a quiet getaway from the busy central business district activities. A giant Exhibition Centre, with parking for 1000 cars is screened from the public walkway which is located close to the Chinese Garden. At the entrance of Darling Harbour is where people display their artwork and the main promenade knits all the activities described above along a continuous system (See Figure 26).

### **c) Appraisal of the Development:**

There has been high praise of the high standard of quality evident on the public realm and carried on by the private sector. The two new hotels at the end of the project are of four star quality. There has been detailed attention to design at every level with the overall atmosphere being very urban and welcoming. (Breen & Rigby, 1994).

Darling Harbour is often cited as a waterfront success story however Marshall, (2001, 30) makes the following criticisms, when the project is viewed within the wider urban context, the project is partially unsuccessful for the following reasons:

- 1) The project failed to integrate itself into the fabric of the city. The project was developed on the Baltimore Harbourside model and the intention was to make "a place for people" by creating a centre for cultural, educational and recreational activity. The limited success is due to its capacity to accommodate large footprint facilities within close proximity to the centre of the city.
- 2) Criticisms are raised against the provision of all facilities located at one place however the project was able to supply large scale venues.
- 3) The authority had granted exemption from the development controls, it did not communicate this with other agencies in the city therefore inevitably this meant that no attempt was made to integrate the development into the fabric of the city by providing unified or consistent development controls. Many of the Darling Harbour facilities form a wall around the site, turning its backs to the rest of the city.
- 4) The project zoning has also played a part in the separation of the project from the city. The project leisure theme included retail and entertainment activities but no residential and commercial space. The lack of resident population meant that Darling Harbour's retail was forced to rely solely on visitors. This also means the project is not

fully active at night. It emphasises that connections to the city is critical to the success of such projects.

**d) Specific Lessons Learnt:**

Waterfront developments are complex. There is no single solution to success but success is dependant on what a city wants to achieve from the development. In regard to Darling Harbour it would seem that the development is successful given the amount of people that frequent it, and the array of uses that have been provided but as Marshall indicated, it seems as though the development is an island with no connection with its context. The city and urban planners feel they have fulfilled their mandate. Marshall's argument as to the apparent lack of retail and residential provision has some merit. To ensure an active nightlife and connections to the city, one of the key structuring elements should have been incorporated early on in the design. The quality of the public realm and the provision of public facilities and parks at Darling Harbour are elements that can be drawn upon as key components in waterfront developments.

**e) Key performance criteria:**

The following key criteria are pertinent to successful waterfront development:

- Integration into the city fabric;
- Appropriate design of buildings to relate to its context;
- Setting up of a Design Review Committee to guide and fast-track development according to the vision;
- Providing an appropriate mix of uses which adds to the vibrancy of waterfront developments and enables a 24hour live, work and play precinct.



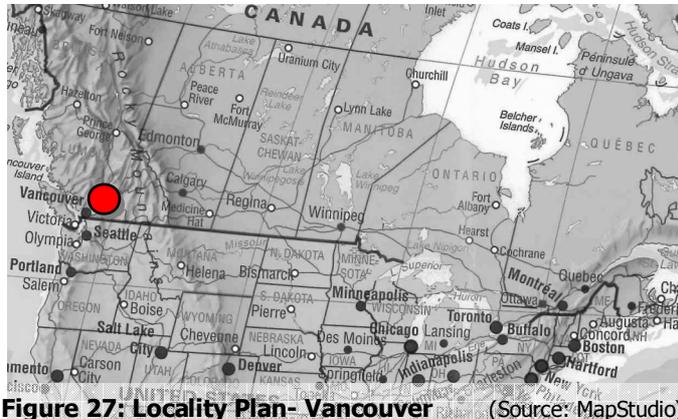
**Figure 25- Pyrmont Bridge over Darling Harbour.** (Source: Breen & Rigby, 1996, 43)



**Figure 26- Darling Harbour- A wide, public promenade.** (Source: Breen & Rigby, 1996, 41)

### 3.3.6 Granville Island, Vancouver -Canada

#### a) Background:



**Figure 27: Locality Plan- Vancouver** (Source: MapStudio)

The city of Vancouver was once called Granville until it was renamed in 1886, but the former name was kept and given to Granville Street, which spanned the small inlet known as False Creek (See Figure 27). The Granville Street Bridge crosses over two sandbars which eventually would become Granville Island. In 1915, with the port of Vancouver growing, the newly

formed Vancouver Harbour Commission approved a reclamation project in False Creek for an industrial area. A 14.2 hectare island is connected to the mainland by a combined road and rail bridge. It was originally called Industrial Island however Granville Island name was retained. Granville Island formally an industrial manufacturing area is now a major tourist destination, providing amenities such as a public market, a large marina, a hotel, various theatres and shopping areas (en.wikipedia.org).

#### b) Description of the Development:

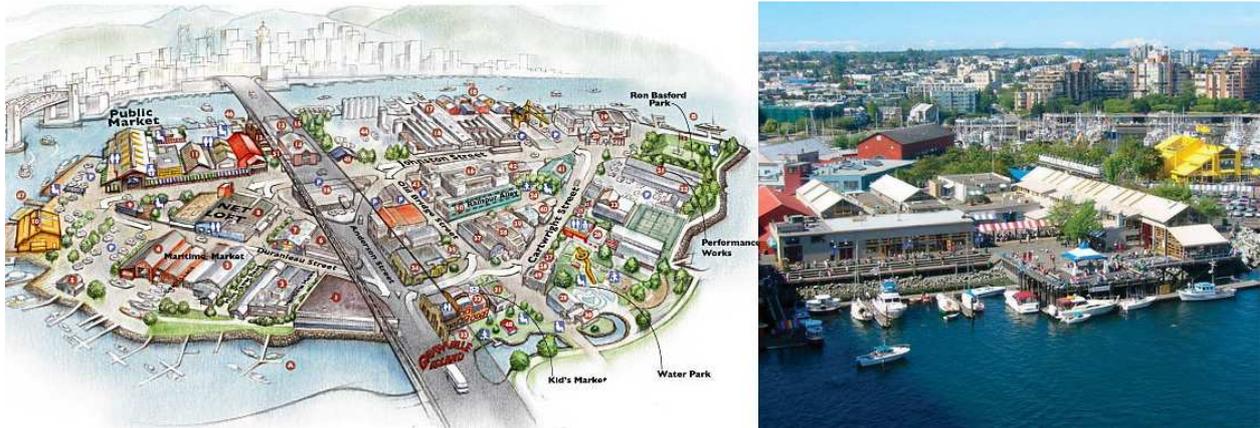
Portions of the area were retained, such as tin and stucco siding, industrial-style doorways, cranes and rail tracks, and the result was an inviting public space with an array of uses and activities. (See Figure 28). Granville offered a public market as well as a series of restaurants. Included in this mix are floating homes and boat rentals. In 1976, the Granville Island Trust was appointed to redirect the redevelopment. The planning and design objectives were to recycle the industrial and warehouse buildings by changing them into multi-use structures (www.pps.org).

Today Granville Island draws 10, 5 million tourists each year (71% are from outside of British Columbia). Granville Island was presented with a PPS award of Merit in 2002 when "Great Markets Great Cities" recognised the Public Market for its contribution to the social, economic and environmental health of Vancouver. In 2004, Granville Island was named the "Best Neighbourhood in North America" by a New York- based non-profit agency (www.granvilleisland.com).

#### c) Appraisal of the Development:

Minimal capital was spent on architecture, landscape design, materials and construction however despite this the island has a strong and appealing aesthetic and a very bold and successful design concept. The painted colour of the buildings as well as signage all contributed to the charm of this

place. Granville Island's lessons are, that great places can be created anywhere under any conditions with minimal expense. It has succeeded, not by focusing on a coherent Master Plan or a theme park but through maintaining its character and serving the basic needs of its users. It has become a major tourism hub for tourists in North America ([www.pps.org](http://www.pps.org)). Granville Island has demonstrated an admirable capacity to restore life to a run-down zone, basing the design on an unusual combination of activities, mixed but distinct, resulting in a new and convincing arrangement for the island (Marshall, 2001, 49).



**Figure 28- Current view of Granville Island** (Source: [www.granvilleisland.com](http://www.granvilleisland.com) & [hotsonbakker.com](http://hotsonbakker.com))

#### **d) Specific Lessons Learnt:**

Many waterfront developments rely on huge capital outlay and grand schemes in order to attract people however in the case of Granville Island; a basic concept was undertaken with great success. Context and specific cases vary however the lesson to be learnt from Granville Island is that even small, well planned changes can make a difference.

#### **e) Key performance criteria:**

The following key criteria are pertinent to successful waterfront development:

- Minimal capital outlay to achieve maximum results;
- Retaining existing historic fabric but enhancing aesthetically;
- Providing an appropriate mix of uses that benefits the local contingent.

### 3.3.7 Amsterdam- Amsterdam Waterfront

#### a) Background:



Figure 29: Locality Plan- Amsterdam (Source: MapStudio)

Amsterdam is located about 10km from the coast of the North Sea (See Figure 29). Since the twelfth century lakes have been diked and marshes reclaimed. Amsterdam is the cultural and financial capital of the Netherlands. It is also one of the world's largest, conserved, historic inner cities. Discussions about the redevelopment of the land along the River Ij began in the early 1980's.

Before this period many cities experienced a decline in harbour related industry. The emptying out of port-related uses provided an ideal opportunity for the city. The redevelopment of the banks of the River Ij is of primary importance in re-establishing connections between the historic city and the harbour. Waterfront redevelopment in Amsterdam occurs without a comprehensive plan and such development is seen as opportunistic and strategic. Areas that are vacant and free for development and do-not require new urban infrastructure are used to advantage. This process has allowed the city to adjust decisions on development in response to shifting market expectations. Amsterdam believes that each age produces its own architectural statements, therefore this is reflected in the city architecture as each building and or development reflects a composition of various periods (Marshall, 2001).

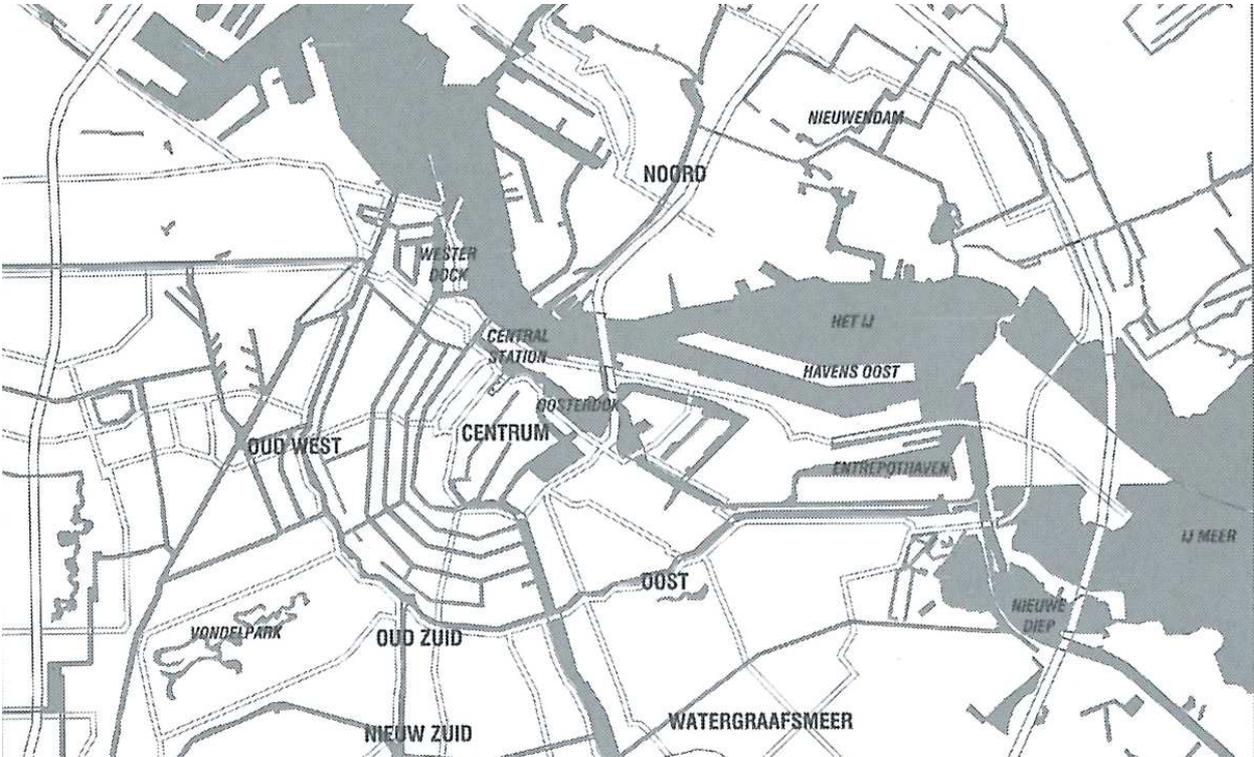
Major areas of Amsterdam are now being converted and rehabilitated, while entirely new areas are being built on artificial islands. The cities southern and northern waterfront is becoming an attractive residential and mixed use district with retail, cultural centres and promenades, most of which mix contemporary design with the historic maritime character ([www.lincolinst.edu](http://www.lincolinst.edu)).

#### b) Description of the Development:

Of the entire waterfront in Amsterdam, the greatest challenge has been the central area of the southern banks of the Ij. The area on both sides of the Central Station is owned by multiple owners and is in need of new infrastructure (See Figure 30). In 1984, the city started a planning process for this area by holding a design competition but for various reasons this effort had failed such as market forces, political fragmentation and most importantly the public-private partnership had collapsed.

After a reflection period the city took the initiative to drive the process and passed a memorandum entitled "Anchors of the Ij" in 1995. This aimed at working within the existing island structure. Each of the schemes will be based on its own potential in terms of use, location and ownership. The program was diverse and varied. Housing accounted for approximately 40 percent of the development and of this 30 percent will be for social housing. The city would be investing in infrastructure and designing high quality public spaces (Marshall, 2001). At strategic locations, the city will invest in public buildings and in public squares to attract private developers. Private developers have produced plans for most of the island. Corridors that connect the island to the inner city, especially the rail underpasses where given special priority. As part of the scheme, is the redevelopment of the Central Station as a commuter island. The plan involves the redevelopment and expansion of the Central Station and the construction of new public spaces in the area. The station will offer space for new shops and services that will attract both commuters and tourists. Other proposals are to expand Chinatown and construct libraries, a cinema complex and possibly a new Amsterdam Stock Exchange building.

A project under construction includes uses such as hotels, business parks and offices combined with renovated houses for residential and commercial use. On the Westerdok Island, the railway yards have been levelled to create residential units with small businesses and offices. All these projects are flexible and developed to accommodate any future change in use and function. The public support for these projects has been very positive.



**Figure 30- Amsterdam Waterfront** (Source: Marshall, 2001, 139)

### **c) Appraisal of the Development:**

There has been very few criticisms of the development. One for example, is the squatters who resisted leaving however the city had intervened. They work with the people and have reduced their rents as an interim measure until a solution was found. The other was the space required for vessels along the waterfront and the design had to accommodate the individual requirements. Community organisations, the business community and planning professionals have generally been supportive of the approach and the plans.

### **d) Specific Lessons Learnt:**

Amsterdam undertook the project without a rigid plan which ensured a greater rate of success. The key is to diversify and allow for flexibility in the planning in the execution of large-scale projects.

Amsterdam offers a new expression in design in that they opted for modern architecture for the waterfront development. Modern development often is controlled by strict guidelines so as to be un-offensive, expressive or unique. In a sense it is not about reproduction of the old but the ability of the new to establish relationships with the old. The new can make us aware of the old in new and exciting ways (Marshall, 2001, 158).

The Ijburg project was commended for its well balanced approach, which takes into consideration ecological, social and economic factors necessary for the success of the development. The project provides a good example of large scale development with community interaction. The scheme is said to be a good example for extension of cities on water ([www.ceu-ectp.org](http://www.ceu-ectp.org)).

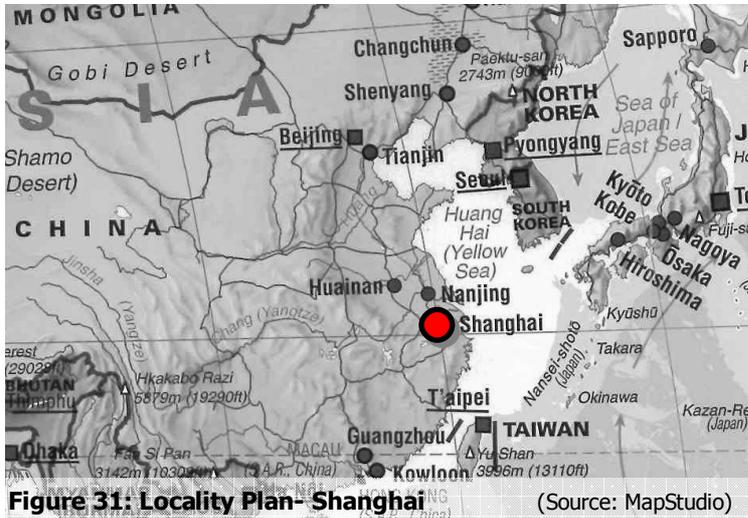
### **e) Key performance criteria:**

The following key criteria are pertinent to successful waterfront development:

- Enabling environment for private sector response;
- Non prescriptive architecture;
- Retaining existing historic fabric but enhancing aesthetically;
- On-going support from the local authority, public and politicians to drive the vision.

### 3.3.8 Shanghai, Huangpu River- China

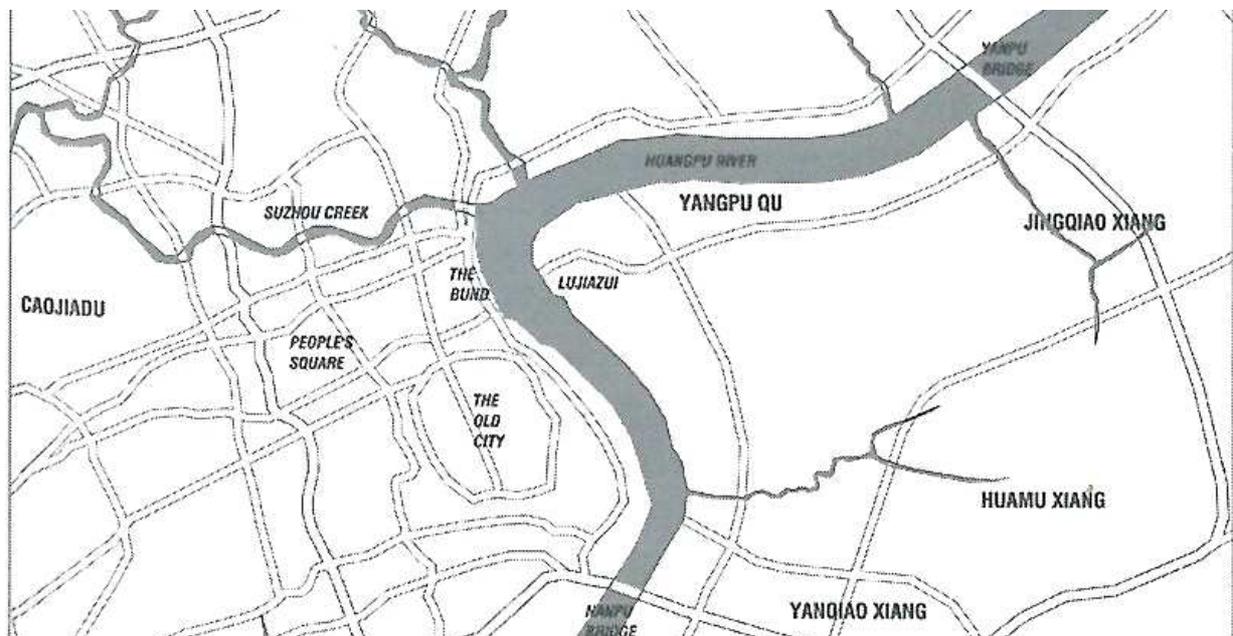
#### a) Background:



**Figure 31: Locality Plan- Shanghai** (Source: MapStudio)

The city of Shanghai, located along Huangpu River, is the largest city in China and one of the largest in the world with a population of around 16,5 million people (Marshall, 2001) (See Figure 31). The city is one of the largest construction sites in the world. Shanghai, which means “on the sea” is a city that is currently rethinking its land and water edge. Shanghai is developing at a

tremendous pace. The pace of urban development accelerated since the announcement of the “open door policy” in 1978 which permits foreign direct investment. The availability of capital has allowed Shanghai to renovate, upgrade and build new in order to make Shanghai a global city. Three players define the form of the city, the investors in property, both local and foreign, local governments who control the use of land and lastly, various state enterprises (Kuan & Rowe, 2004).



**Figure 32- Map of Shanghai Waterfront** (Source: Marshall, 2001, 57)

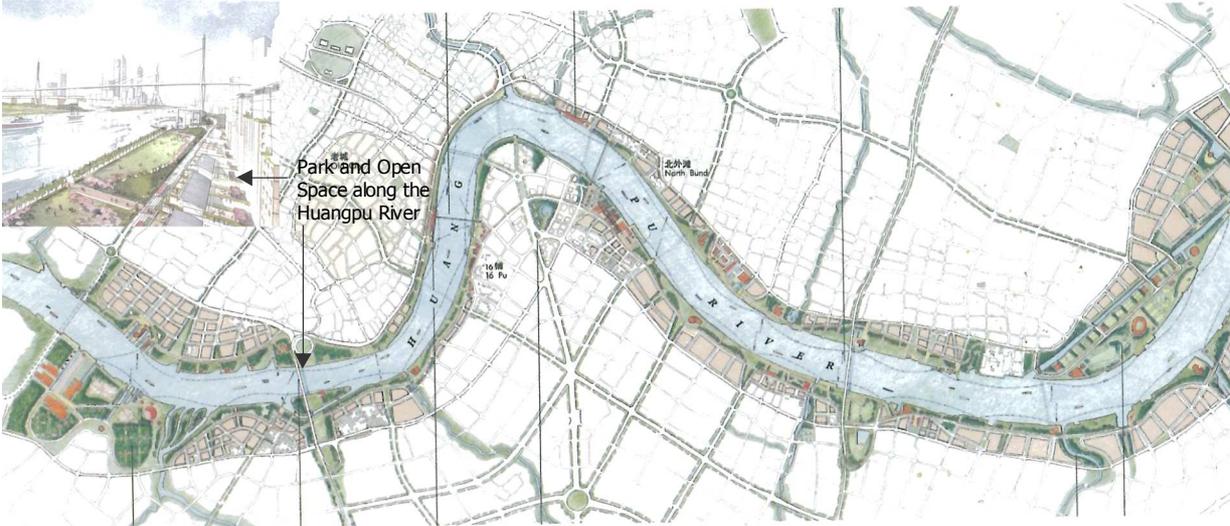
Competition between local government to attract investors and state enterprises to profit from land holdings has resulted in a boom in the construction sector. After more than five years of development

a new waterfront plan has been developed which will shape the future of the waters edge. The former industrial areas along the city's waterfront will be developed into modern office, commercial residential and leisure facilities. Two major areas along the waterfront are considered for redevelopment. One is the Suzhou Creek and the other is Huangpu River which is an extensive redevelopment of the port properties along the river (Kuan & Rowe, 2004) (See Figure 32).

**b) Description of the Development:**

It is along its waterways that the new Shanghai was finding form, providing opportunities for the creation of a new identity, a new expression of what the city is and wants to be. Historically, Huangpu River and Suzhou Creek brought much vitality to the city. The future development of Shanghai would have to consider these two areas as well as the whole network in Shanghai. In the next ten years Shanghai will pay more attention to the construction of highways to connect with other satellite cities, in order to promote the urbanisation of the entire region. The 2020 Master Plan of Shanghai, which took 8 years to complete, has been approved by the State Council of China. Today Shanghai has become an international laboratory for experimental architecture and advanced urban planning concepts (Kuan & Rowe, 2004).

The Huangpu River is 111 kilometres long and runs through the heart of the city. There was a rethinking of the role of the river in the fabric of the city. The Shanghai Urban Planning and Urban Research Institute, Skidmore Owings and Merrill International Ltd. prepared the redevelopment scheme. The plan aims to make the waterfront the heart of the city's cultural, social and civic life. The plan aims at extending the visual and physical linkages from the water to the city. This was achieved by extending streets and neighbourhood parks to link the waterfront to a large system of regional parks and open spaces (Marshall, 2001) (See figure 33).



**Figure 33- Huangpu River- Masterplan** (Source: Kuan & Rowe, 2004, 166)

Additional movement was created on the water by the use of coastal and ocean ferry's. The success of the scheme lies in the creation of a series of distinct neighbourhoods with specific characteristics to lend them identity which include a large gathering space, a coastal passenger terminal, and a Resort Area (Marshall, 2001).

The intention of planning is clear, that Haungpu is to become a public and civic edge to the city. Work is underway to develop Haungpu for the 2010 World Expo. Large tracts of land have been cleared. Marina's, Expo Village, museums, open spaces are all targeted for completion by 2010.

### **c) Appraisal of the Development:**

The Shanghai Urban Planning Bureau has not made the plan public. The lack of public presentation of the plan is due to the government's aim to control real estate speculation on the sites along the river. The Shanghai Urban Planning Bureau has a clear vision in place to transform the Haungpu River and thus far the principles and goals for the development are technically sound.

### **d) Specific Lessons Learnt:**

Shanghai has recognised the need to improve its urban infrastructure. The rapid rate of Shanghai's construction is astonishing however the comforting factor is that the issues of environmental regeneration and urban redevelopment are constantly on the minds of the decision-makers. There is commitment to the issues of quality, particularly in terms of the waterfront, that suggests a better urban environment in Shanghai and a lesson for other waterfront developments.

### **e) Key performance criteria:**

The following key criteria are recorded from the precedent above as being pertinent to successful waterfront development:

- Commitment of local authority to drive the vision;
- Integration and sensitivity to the surrounding context;
- Creation of a Master Plan/ Development Framework.

### 3.3.9 Singapore: Boat Quay

#### a) Background:



Figure 34: Locality Plan- Singapore (Source: MapStudio)

Singapore is located at the southern tip of the Malay Peninsula and is the smallest nation in Southeast Asia (See Figure 34). Decaying human skulls, left by pirates, littered the banks of the Singapore River when Raffles and company stepped ashore on January 29, 1819. There was an influx of immigrant labour that arrived from China and other parts of the world. For many years the river was the main avenue of

transportation to the city for goods brought into the harbour. Merchants became wealthy and built business premises and homes, called shophouses, on its banks. Gradually the river went into commercial decline as the deepwater port was developed, leaving the river to small craft (Blocksidge, 2000).

For over a century residents, businesses and industry treated the river as a dump and sewer. Cleaning up the river would mean not just adding a sewer pipe but it would be a monumental task of human engineering as well the removal of squatters and street hawkers along the river banks (Breen & Rigby, 1996). Today, the Singapore River and areas surrounding this waterway has been significantly transformed with four storey shophouses that line the banks of the river together with the backdrop of developing office towers.

#### b) Description of the Development:

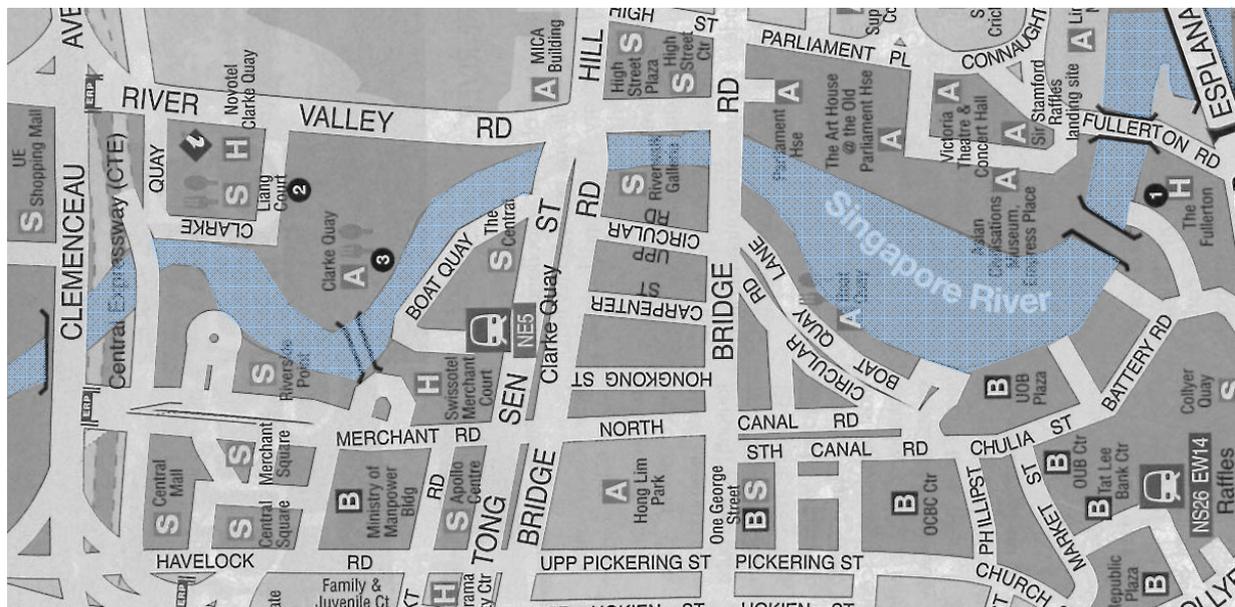
Cleaning of the river could be seen as a requisite in any modern city however the preservation action is seen as a remarkable achievement. The old structures of the river shophouses, could easily have given way to new office towers. Instead the development recognised Singapore's rich past and preserved these buildings which was further supplemented by the growing tourist response to this area. The Prime Minister gave an eight year deadline for the redevelopment of the Singapore River which left little room for contingencies.

The relocation of the squatters along the river was a complicated process. If the squatters were not Singaporeans, then they were not entitled to resettlement benefits. There was concern that they

would be forced onto the streets however gradually the squatters were resettled. The non- citizens were allowed to rent flats. The entire process brought about the resettlement of 26 000 families. The last major action was the clearing away of the small wooden boats, called "bumboats". They were moved down the river to a new anchorage (Breen & Rigby, 1996).

The restoration of the shophouses was carried out by private owners under the direction of the Urban Redevelopment Authority (URA). The Boat Quay redevelopment program was completed in 1985. The URA targeted another area for development i.e. the Clark Quay area. Office workers from the towers make their way to the landscaped promenade which is lined with shops, restaurants and bars. The restored historic houses feature a variety of architectural styles, which add a diverse character to the promenade walk (Breen & Rigby, 1996).

The Singapore River has many road crossings which integrates the city at both ends. Combined with this, is neo-classical pedestrian bridges at various points along the river. The Singapore River has an array of different uses, some historical such as the Cavenagh Bridge, which is Singapore's oldest bridge and the Old Parliament House which was built in 1827. Other types of uses include Art Houses, Victoria Theatre and Concert Hall, Museums, Civic buildings and Malls. The areas along Singapore River comprise of modern commercial and office skyscrapers. These tall buildings overshadow the smaller historic shop houses found along Boat Quay. This presents a unique setting of old architecture versus modern design (See Figures 35-38).



**Figure 35- Singapore River Map** (Source: City Finder, 44)

A multi million dollar revamp of Singapore River is underway to add street furniture, improve signages and add lights along the 3km stretch of Singapore River which would add to the ambience of this area.

### **c) Appraisal of the Development:**

The public has criticised the clearing of the small boats, which had been a tradition for the past 160 years. There is the possibility that the small boats will return to the river however for now there are only tour boats which navigate this river. Criticism has been voiced against the conversion of the shop houses as being too westernised in its approach. It has been compared to a shopping centre near the river with the insides completely reworked that don't give the impression that these were historic buildings. As the area has become more urbanised, the local people no longer feel welcome in this space which has resulted in the demise of local activity.

### **d) Specific Lessons Learnt:**

It is important for cities to retain their history as it is unique when compared to others. The challenge is not to over-design but compliment and build on the existing. In the case of Singapore they retained their history whilst continuing to grow their city, embracing their past and offering people different experiences and choices. The other important lesson is that they did not consider the river as a barrier or where development should stop, they used the river as an opportunity to grow the city, providing added entertainment cultural and civic opportunity.

### **e) Key performance criteria:**

- Commitment of local authority to drive the vision;
- Integration into the city fabric;
- Enabling environment for private sector response;
- Non prescriptive architecture;
- Retaining existing historic fabric but enhancing aesthetically;
- Providing an appropriate mix of uses that benefits the local contingent.



**Figure 36- Boat Quay-  
Shophouses and  
High rise buildings.**

(Source: Author).



**Figure 37- Boat Quay-  
Historic Shophouses**

(Source: Author).



**Figure 38- Boat Quay-  
Active promenade.**

(Source: Author).

### 3.3.10 Hong Kong: Victoria Harbour

#### a) Background:



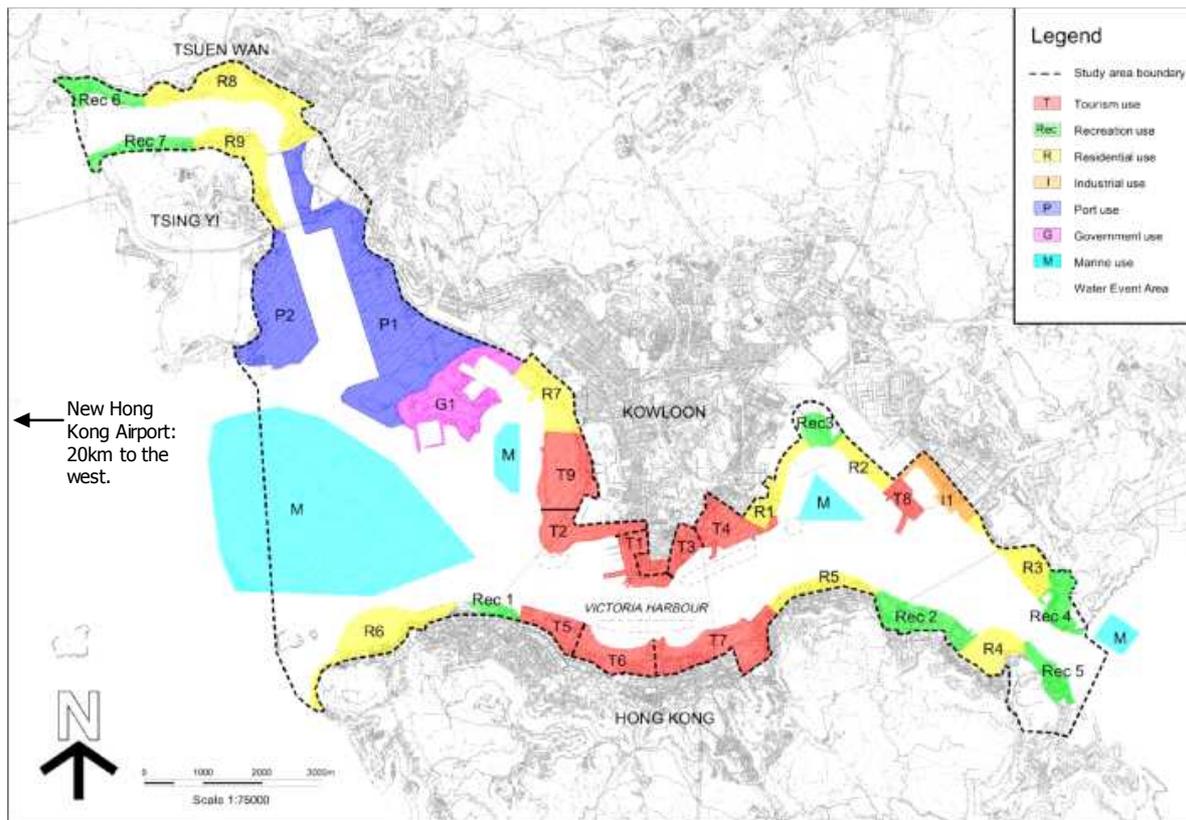
Figure 39: Locality Plan- Hong Kong (Source: MapStudio)

Hong Kong's geography has done much to shape the present day characteristics. Situated on the south-east coast of China at the mouth of the Pearl River, 122 kilometres away from the trading centre of Guangzhou (See Figure 39). The coastline is irregular with hills rising as high as 900 metres. The territory is perfectly suited for shipping (Lau, 2006). Victoria Harbour has been a working harbour

and reclamation and has played an important role in accommodating marine-orientated facilities, warehousing, piers, and other supporting facilities. With the marine services moving out to the Outer Harbour, many of previous marine facilities have been converted into office, residential and commercial property. Reclamation originally planned in the 1980's for new residential and commercial uses has been halted and is controlled by the protection of the Harbour Ordinance (PHO). The Government is currently pursuing reclamation in selected areas of the Harbour District. In more recent years the government has emphasised the importance of enhancing the value of the Harbour using the waterfront and surrounding areas as focal points for leisure, entertainment, and recreational activities (Zimmerman, 2004).

#### b) Description of the Development:

The Designing the Hong Kong Harbour District (DHKHD) initiative as set up in December 2003 as an exercise to help achieve a world- class Harbour District for Hong Kong. Over a six month period the initiative had engaged a great number of key stakeholders, including Government, business and civic sectors. Victoria Harbour and its adjoining districts were identified for the initiative. The harbour includes the majority of the key assets defining Hong Kong's image and lifestyle such as major financial, commercial buildings, Government and public offices, key heritage sites, culture, art, sports and entertainment venues (See Figure 40).



**Figure 40- Hong Kong Study Area** (Source: [www.habourdistrict.com.hk](http://www.habourdistrict.com.hk))

Several general issues were identified in the DHKHD document (Zimmerman, 2004, 2):

- 1) Majority of the study area is dominated by transport infrastructure including surface and elevated roads and no new land will be added;
- 2) Roads are visual and physical barriers separating the lively districts and the harbour;
- 3) There is a lack of public amenities and facilities;
- 4) There is no vibrancy because the facilities for entertainment, retail, arts, culture etc, are missing;
- 5) Access to the Harbour is limited and there is no public boating, mooring facilities etc; and
- 6) The views of the Harbour and city panorama are obstructed.

To achieve the above was a challenge as the limited land available around the harbour needed to be optimised to provide a vibrant active area for both residents and tourists. Reclamation of land was not an option due to the strict ordinance. The public wanted an active harbour with ample open space, visual access and a full array of entertainment uses as well. The government was determined to enforce urban design and landscaping principles to enhance the harbour as natural and key assets for Hong Kong, including among others, a continuous promenade, open public spaces, stepped building heights, etc. There was wide agreement that enhancing the Harbour District required a high level of

co-ordination planning, design and management. The public wanted to be kept informed of the process throughout its development cycle. Temporary licences for markets and food outlets were ways of keeping the vibrancy and attractiveness for tourists and residents.

A recent study experience to Hong Kong revealed that most of the development has been completed. Both ends of Victoria Harbour serve as waterfront zones such as the Kowloon Area where the Tsim Tsui Promenade runs the length of the harbour. This promenade has an array of mixed use activities such as the World Trade Centre, Shopping Malls, Museum of Art, Cultural Centre and the famous Avenue of the Stars. Although some of the buildings do-not relate to the promenade directly, they are not accessible along the promenade edge but are accessed from the side. Lots of restaurants and eating outlets are set a distance away from the activity. Contrary to this, the area is still very active and vibrant and common amongst tourists as there are mini concerts and activities to entertain people along the edge (See Figures 41, 42 & 43).



**Figure 41- Hong Kong Waterfront** (Source: www.bigbustours.com)

The Wan Chai waterfront has the Victoria Park, the Hong Kong Convention and Exhibition Centre. This edge is screened by a wall of high rise skyscrapers, office, banking, corporate buildings with the tallest building the IFC serving as the backdrop. It is not as highly active as the Kowloon area although there is a promenade that runs along the edge of the Harbour which is utilised by joggers and cyclists. The Wan Chai area functions as a leisure and recreation zone while the Kowloon area functions as an entertainment and social activities zone. The both areas are accessed by the ferry which is the

quickest way to get across and these operate from morning to late in the night. Road access is limited and it is some distance to travel to get across the harbour (See Figure 41 & 44).

### **c) Appraisal of the Development:**

When the Star Ferry was the only way to cross Hong Kong Harbour, the narrow shores and steep hillsides of the local landscape posed a problem, English Engineers solved their harbour problem by filling in the harbour. Reclaimed land was cheap, development could be tightly controlled, and as an asset it was guaranteed always to be in demand, allowing authorities to obtain money from anyone who wanted to develop. In this way, many of Hong Kong's most famous landmarks from the office towers of the Central business district, to the shops, bars, and restaurants of Wan Chai and Causeway Bay, to the container port and its first airport, all these were developed on reclaimed land. Over the years, the local government became so reliant on reclamation to provide it with revenue and much-needed space to expand that, almost without anyone noticing, Hong Kong's harbour began to disappear. After much public pressure and legal action authorities have accepted that there would be no further reclamation (Galloway, 2005).

According to Andrew Thomson, CEO of Hong Kong's Business Environment Council (a business-backed environmental group), the government's plan for the waterfront have always tended to favour development involving engineering projects and the creation of infrastructure. This policy is at odds with waterfront trends elsewhere in the world, which are focused increasingly on urban regeneration and providing access to waterfront areas as public spaces (Galloway, 2005). Sydney, London and San Francisco all found imaginative ways of replanning and rebuilding infrastructure in less intrusive ways such as submerging roads.

As Richard Marshall, a harbour specialist, says, the harbour is a tremendous asset for transportation and for the port, but socialising at the waterfront is impossible. There are very few places to relax and enjoy the waterfront amenity. There are long stretches of the harbour that remain closed to the public. Residents and tourists are unable to get from where they live, stay, or work to the harbour waterfront areas because of the road infrastructure. According to a report published on Hong Kong's redevelopment, whilst there is agreement with the urban design principles in the governments planning guidelines, it seems that the development was driven by government departments rather than for the enjoyment of the community (Galloway, 2005).

Hong Kong's government has a track record of ignoring public opinion in pursuit of its various policy agendas so the people of Hong are unsure of what to expect next considering the Wanchai Project is dependent on reclamation.

#### **d) Specific Lessons Learnt:**

Three important lessons emerge out of the Hong Kong precedent study. Firstly reclamation must be substantiated with the appropriate uses. A moratorium on reclamation needs to be undertaken for those cities that employ such strategies. An assessment of the positive and the negative aspects of reclamation need to occur and if it is in the public interest. Secondly Hong Kong's government had a clear vision when developing the framework, however this did not materialise in the development, there has to be an agency monitoring the development against the vision to ensure that the principles are not being overlooked and thirdly the critics seem to suggest that the people distrust the government, as the government is perceived to be only interested in revenue and less on the concerns of the people who utilise these spaces daily. A committee needs to be set up to address the peoples concerns.

#### **e) Key performance criteria:**

- Commitment of local authority/government to drive the vision;
- Providing an appropriate mix of uses that benefits the local contingent;
- Buildings to relate to active edges;
- Creation of public walkways, landscaped parks, access for the public;
- Setting up of a Design Review Committee to guide and fast-track development according to the vision; and
- Public participation versus public consultation.



**Figure 42- Tsim Sha Tsui  
: Kowloon-  
Urban Square.**  
(Source: Author)



**Figure 43- Tsim Sha Tsui  
Kowloon  
Active Promenade.**  
(Source: Author)



**Figure 44- Wan Chai- Hong  
Kong Convention &  
Exhibition Centre with  
promenade below.**  
(Source: Author)

### 3.3.11 The V & A Waterfront- Cape Town

#### a) Background:



Figure 45: Locality Plan- Cape Town (Source: MapStudio)

The V & A Waterfront is situated within Cape Town’s working harbour between Table Mountain and Robben Island along the west coast of South Africa (See Figure 45 and 46). The port authority took initiative in the late 1980’s because it was losing money in the harbour area that had gradually been abandoned as changing technology relocated port functions

and industry. The waterfront had become cut off from the city centre from the highways and railway lines. Pierhead Precinct, which was the historic central waterfront showed signs of potential as it had attracted recreational boats and fishing fleets, but more importantly had become active with the location of public amenities and boat repair activities (See Figure 47).

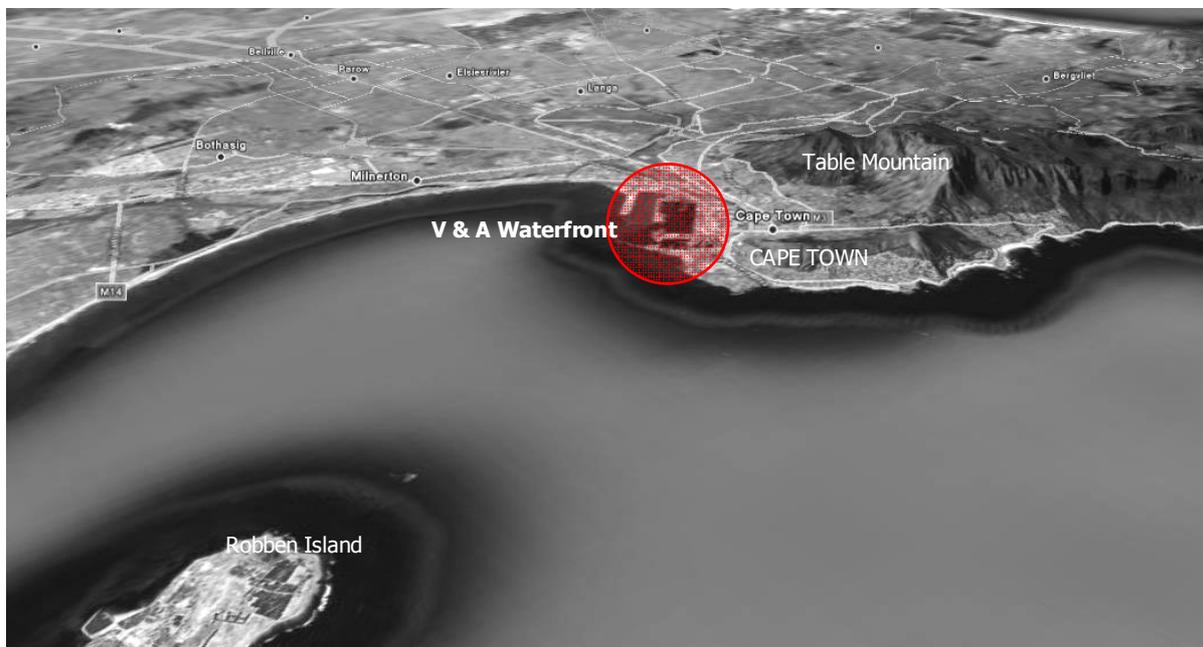


Figure 46- Victoria and Alfred Waterfront Locality Plan (Source: Goggle)

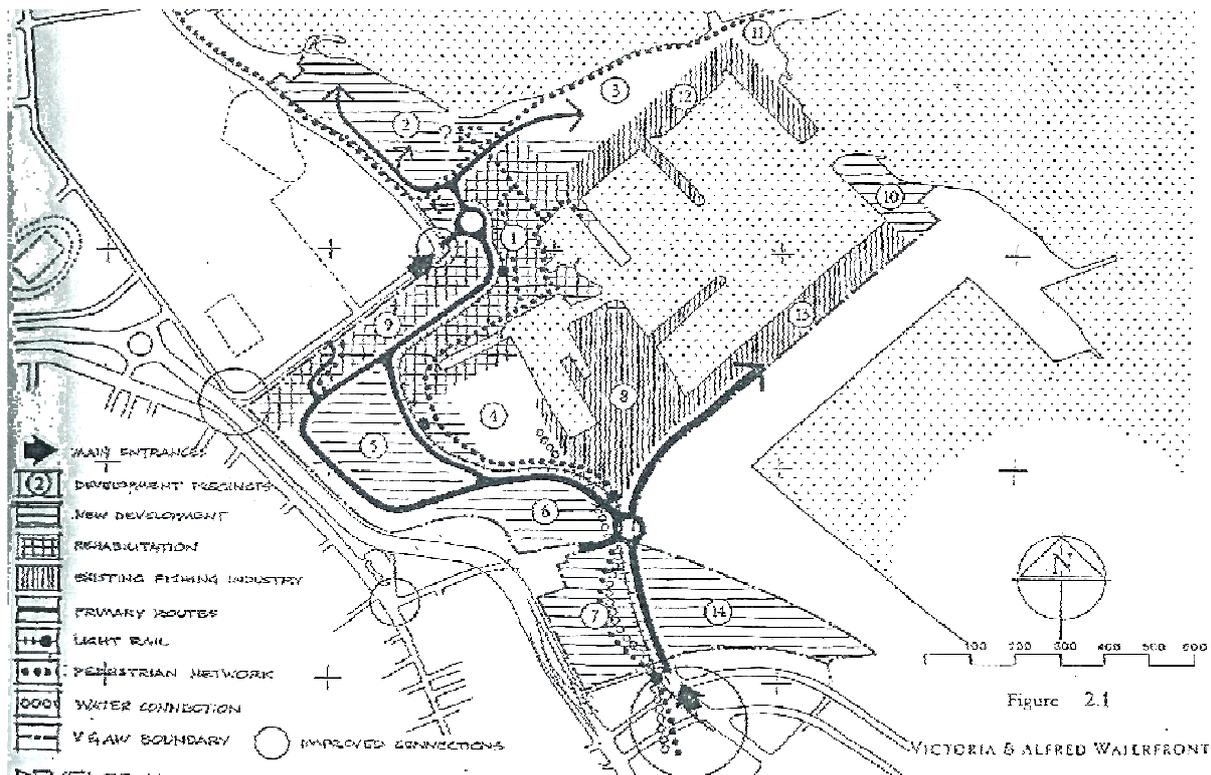
Pressure amounted in the 1980’s for redevelopment and a Waterfront Steering Committee was established by the mayor in 1984. This led to the establishment of the Victoria & Alfred Waterfront (Pty) Limited Corporation in 1988 and the land was placed under long term lease to this new entity (Breen & Rigby, 1996).



**Figure 47- Victoria and Alfred Waterfront-Site Plan** (Source: [www.cybercapetown.com](http://www.cybercapetown.com))

A plan was developed in 1989 that subdivided the 200 hectare land into fourteen precincts with the lead project Pierhead, to develop first. The city developed a general framework and Victoria & Alfred Corporation was responsible for the rest (Breen & Rigby, 1996) (See Figure 48). The Development Framework was clear in its policy direction for the development of the site. The framework was designed to be robust to inspire confidence for investors and flexible enough to respond to changing market needs over time. The objectives are listed below:

- 1) Creating a rich and diverse environment;
- 2) Promoting tourism and recreation;
- 3) Creating residential development opportunities;
- 4) Providing for recreational craft;
- 5) Incorporating activities of the working harbour;
- 6) Creating a viable business base;
- 7) Restoring historic links to the City;
- 8) Conserving and enhancing those elements with cultural significance;
- 9) Ensuring the urban fabric has an image in keeping the historic and cultural context of the waterfront;
- 10) Adopting a flexible development program that would respond to market trends; and
- 11) Improving public access to the waterside (Aberman, 1989, 10).



**Figure 48- Victoria and Alfred Waterfront Development Framework Plan** (Source: Aberman, 1989, 5)

In developing the framework many international precedents were investigated but two successful redevelopments were considered as viable precedents for the redevelopment of the historic or underutilised harbour areas. These were the Liverpool Merseyside development and Vancouver's Granville Island. A system was set up to approve the individual precinct plans generated from the Development Framework with extensive public participation being initiated during this time.

**b) Description of the Development:**

Pierhead was developed into a commercial, cultural and historic centre of the waterfront. Restaurants, taverns, speciality shopping, a small hotel, a theatre and an arts and craft market were included in the mixture of uses. The Old Port Captains Building became the company's offices and a restaurant. A unified landscape design was introduced. In 1992, the Victoria Wharf retail and entertainment centre was opened, which proved to be an immediate success. Phase 3 of the development would include a three hundred room hotel, aquarium and an additional small craft harbour. Substantial housing was planned as well as major retail spaces, car show-rooms and an IMAX Theatre, all of which is now built. A cluster of historic buildings at the centre of the V&A Waterfront, which was made up of old sheds, is now lively with uses. The re-used former harbour structures, along with an active harbour, gives the V&A Waterfront a certain authenticity and connection with the past which many other waterfront redevelopments have not had the opportunity to capture (Breen & Rigby, 1996) (See Figure 49 & 50).

### **c) Appraisal of the Development:**

The development framework instituted its objectives at a smaller scale through the identification of precinct plans. This was positive as it deviated from the normal land use delineation, to a modernistic approach which involved a mixture of land uses (retail, hotels, entertainment, museums, offices and restaurants). By utilising and improving on current aesthetic and historic qualities, the harbour attracted tourists and has become a key asset for the City of Cape Town. In an attempt to succeed, most dockland regeneration schemes pursue the same development strategies that previous developments have adopted. Replicating key factors which have proved successful elsewhere, has led to a physical similarity of waterfronts throughout the world. Similarly, 'the V&A Waterfront Company proposed to recreate an authentic and natural feel of the V&A area by recycling existing old buildings (McCarthy & Oeelfse, 2006).

The state undertook to upgrade the public realm such as the installation of essential services, hard and soft landscaping, street furniture, and relocation of existing operations. This was followed by the renovation of various old warehouses and buildings, which became symbolic sites which induced and promoted private sector response for the development as well as echoing commitment from local government.

The V&A Waterfront has been criticised for over-designing and promoting exclusivity through the emphasis on profit-making. The Company reacted by sponsoring excursions and educational activities for underprivileged children, as well as providing information boards which give recognition to the other cultures which formed part of the waterfronts history.

As a response to the economic success of the V&A Waterfront, the private sector invested in a number of large-scale developments, which in turn stimulated further private sector investment and gave momentum to the development of complexes outside the original core. The residential component of the Waterfront promoted dockland living. However, these complexes are highly exclusive and it has been acknowledged that 'the V&A Company has lost the opportunity to include a broader spectrum of the housing market within the development, something that would have done much to enhance their acceptability and relevance in the new South Africa. In the context of the economy, the balance of power has shifted from the public authorities, to the private investors, with 'social objectives giving way to commercial interests and market forces (McCarthy & Oeelfse, 2006, 3).

### **d) Specific Lessons Learnt:**

The V&A Waterfront has successfully produced a waterfront, through the use of flexible and incremental planning strategies that have proved effective in other waterfront developments worldwide. The criticism is that this duplication has become monotonous; however cities need to

ensure that their approach is unique and relevant to their own context. It should not simply be a 'cut and paste' exercise to induce positive results. The structuring principles of successful waterfronts should be adopted as these fundamentals never change.

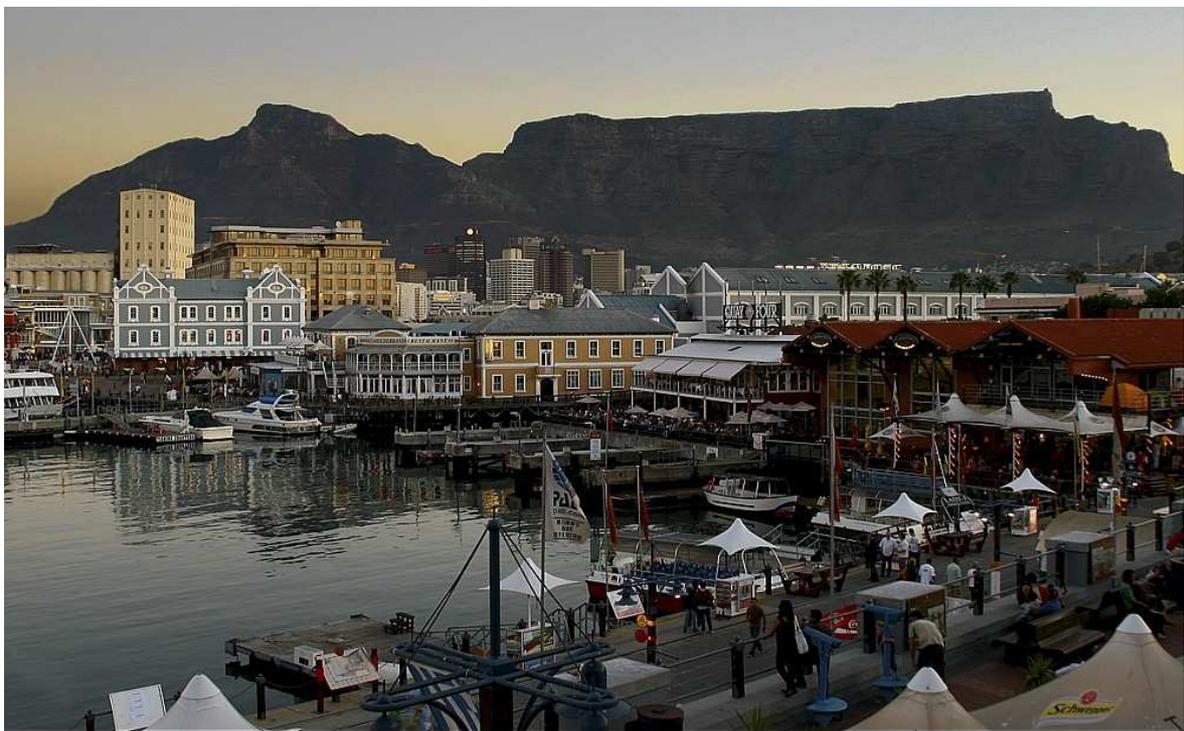
The issue of exclusivity is a lengthy debate as most waterfront developments land and building rates per m<sup>2</sup> change significantly through the course of the development and are purchased by the affluent. The prime location of waterfront developments with high end uses and high quality public realm determines the high property values which excludes many people from being a part of these developments. The other obvious scenario is that waterfronts are developed exclusively for the rich, so as to recover the high developments costs for such projects.

**e) Key performance criteria:**

- Creation of a Master Plan/ Development Framework-
- Integration into the city fabric.
- Enabling environment for private sector response.
- Retaining existing historic fabric but enhancing aesthetically.
- Providing an appropriate mix of uses that benefits the local contingent and attract tourists.



**Figure 49- V & A Waterfront-The Pierhead Precinct features Victorian Architecture** (Source: Breen & Rigby, 1996, 57)



**Figure 50- V & A Waterfront with Table Mountain as the backdrop.** (Source: [www.eyefetch.com](http://www.eyefetch.com))

### 3.4 EVALUATION OF THE PRECEDENT STUDY

The precedent study evaluated eleven waterfronts both locally and internationally with the aim of understanding the various types of waterfront developments, their location, design proposals, lessons to be learnt and key performance dimensions in order to evaluate success. These performance criteria will be used to evaluate the primary case study i.e. the Point Waterfront Development. Table A below provides a synopsis of the precedent research followed by an analysis of the precedent study.

| SYNOPSIS OF WATERFRONT PRECEDENT          |                                     |  |   |                      |   |  |  |   |
|---|-------------------------------------|--|---|----------------------|---|--|--|---|
| PRECEDENT                                 | TYPE OF DEVELOPMENT                 | COST AND COMPLETION DATE                           | DEVELOPING AGENT  | SIZE                 | USES  | APPRAISAL OF THE DEVELOPMENT   | SPECIFIC LESSONS LEARNT  | KEY DIMENSIONS  |
| 1. Boston: Rowes Wharf                    | Mixed Use Development               | \$197 million Completed: 1987                      | Public- Private Partnership Boston Redevelopment Authority (City and Private Developer)           | 2 Hectare            | 60000m2 of office, retail and residential uses  | Described as one of the most outstanding mixed use waterfront projects in the 1980s. Its good relation to its context. Some uses didn't take an advantage of the water. The design embraced the needs of the people.   | Planning and Design that considers all stakeholders makes waterfront development attractive. Sensitivity around existing development. Good communication leads to a viable project. A well managed development authority can overcome project problems.  | Connectivity: Public access such as walkways. Maintain and enhance visual corridors. Provision of active uses along main routes. Location of key land uses to benefit from waterfront exposure. Provision of an appropriate mix of uses. Communication between all role-players is vital. Sensitivity of the development context.               |
| 2. Maryland USA: Baltimore Inner Harbour  | Mixed Use Development               | \$2,5+ billion Completed: 1955-1999 (30 year plan) | Public- Private Partnership City and Private Developer  | Approx. 100 Hectare  | Approx. 2200 Residential units<br>Office: 440 000m2<br>Retail: 232 outlets<br>Hotel: 2485 rooms | Baltimore downtown area was saved by the Inner harbour project. The project created numerous jobs and a new tourism industry for Baltimore. The project received numerous awards for its aggressive urban renewal programs for Baltimore.  | Strong Leadership is crucial for these large scale projects. Linkages to the surrounding area is important. A flexible and implementable master plan is required.  | Creation of a Development Framework to guide development in a systematic way. Connectivity: Public access such as walkways. Maintain and enhance visual corridors. Provision of an appropriate mix of uses. On-going support from all role-players.   |
| 3. Canada: Toronto: Harbourfront          | Mixed Use Urban Park Development    | \$1.5+ billion Completed: 1972-ongoing             | Public- Private Partnership Harbourfront Corporation (City and Private Developer)                 | Approx. 40.5 Hectare | Shops, offices, restaurants, residential  | Public was instrumental in the design process. The project generated substantial revenue for Toronto through taxes, employment creation and tourism. Criticisms that the project was not integrated with the city. The Expressway continued to serve as a barrier.   | Governments role is important in Waterfront development projects. Private Public Partnerships is essential to ensure the financial creative resources of a project are being met. By sharing responsibilities , it allows developers to pay closer attention to design and building quality. Program must be flexible i.e. can be easily adjusted and phased in order to take account of cycles in the market. | Creation of a Development Framework to guide development. Connectivity: Public access such as walkways. Integration into the city fabric, surrounding context. Public Realm maintenance, upgrade and landscaping. Maintain and enhance visual corridors. Provision of an appropriate mix of uses. On-going support from all role-players.       |
| 4. London: The London Docklands           | Residential/ commercial development | 11+ billion pounds Completed: 1981-ongoing         | Public- Private Partnership London Docklands Development Corporation (City and Private Developer) | Approx. 2.2 Hectare  | Major commercial centre, residential  | The project was criticised for limited social benefits and the increased transport problems. Access to the waters edge was not considered and was highly criticised. New Developers reconsidered this approach and offered waterfront access. High security for the private developments exacerbated class difference. This offended many residents. Criticism of the lack of local employment created. The project was regarded as the most successful and largest regeneration scheme. | Governments role is important in Waterfront development projects. Mixed use Development should have been promoted.   | Creation of a Development Framework to guide development. Connectivity: Public access such as walkways and connection and experience to the waters edge. Relaxation of planning use consents- flexible to induce change. Provision of an appropriate mix of uses whilst retaining or providing an appropriate response to the historic context. |
| 5. Australia- Sydney: The Darling Harbour | Retail/ Entertainment development   | Estimated \$1.5million Completed: 1988             | Darling Harbour Authority   | N/A                  | Restaurants, Shopping complex, Museums, galleries, Performance venues, parks                    | The project was praised for the high standard of the public realm. It was cited as a waterfront success. It was criticised for not integrating with the rest of the city, the supply of all facilities at one place however it was able to supply large scale venues. The project zoning was limited as it only promoted retail, entertainment uses. There was a lack of residential ,commercial uses.   | The development was successful as it did attract numerous visitors however it failed at the local level. It seemed to be developed as an island with no integration to its context. The lack of a mix of uses contributed to a sublime nightlife, a key ingredient for a live, work play lifestyle. The high quality public realm is a good example for waterfront developments.                               | Integration and connection to the surrounding context. Appropriate building form response. Setting up a Design Review committee to guide the development. Provision of an appropriate mix of uses to promote a 24 hour live, work and play precinct.  |

**Table A: Synopsis of Precedent Research** (continued on next page)

| SYNOPSIS OF WATERFRONT PRECEDENT             |                                   |   |  |                      |  |   |   |   |
|--|-----------------------------------|---|--|----------------------|--|---|---|---|
| PRECEDENT                                    | TYPE OF DEVELOPMENT               | COST AND COMPLETION DATE                    | DEVELOPING AGENT                                     | SIZE                 | USES   | APPRAISAL OF THE DEVELOPMENT  | SPECIFIC LESSONS LEARNT   | KEY DIMENSIONS  |
| 6. Vancouver Canada: Granville Island        | Public Market, Retail development | \$19 million Completed: 1970                | Granville Island Trust                               | Approx. 14.2 Hectare | Public market, public exhibition spaces, residential   | The project had a bold and successful design concept. There was minimal capital outlay for this project but the development had a strong aesthetic appeal. Its success was maintaining its character and serving the basic needs of its users. It has become a major tourism hub.   | A good concept will attract people without a huge capital outlay. Small changes can make a huge difference in development.  | Retaining the historic fabric but enhancing appropriately. Minimal capital outlay to achieve maximum results. Provision of an appropriate mix of uses to benefit the local as well international tourists.  |
| 7. Amsterdam-Amsterdam Waterfront            | Mixed Use Development             | N/A   | Public and Private Partnership                       | N/A                  | Office, retail, residential, transit parks, promenades, cultural centres, affordable housing                       | The project was supported by a variety of stakeholders. There was initial resistance by squatters but the city provided a solution that benefited both parties.   | Not to rely on a single market sector in large scale projects but rather diversify and promote flexibility. Creating a new expression in design/architecture, not always follow the obvious which can be monotonous. The projects were good examples of community interaction which is key to success in these types of developments.   | Enabling environment for private sector response. Non prescriptive architecture. Retaining existing historic fabric but enhancing aesthetically. Ongoing community, local authority support.  |
| 8. China-Shanghai, Huangpu River             | Mixed Use Development             | Estimated \$12billion US                    | Shanghai Urban Planning and Urban Research Institute | 2.260 hectares       | Promenades, urban parks, office, residential, entertainment  | The goals and principles for the development are technically sound however there was a lack of public participation.  | Key environmental and urban re-development issues have been factored into the design regardless of the rapid rate of construction. Commitment to issues of quality has been considered in the development.  | Master plan/Development Framework driven project. Integration and sensitivity to the surrounding context. Ongoing community, local authority support.   |
| 9. Singapore-Boat Quay                       | Mixed Use Development             | N/A Completed: 1985                         | Urban Redevelopment Authority(URA)                   | N/A                  | Commercial, retail, shop houses, restaurants, entertainment, public spaces   | The public queried the clearing of historic small boats. They have not as yet been reinstated. Criticisms against the conversion of shop houses as they were considered being westernised in their approach. The local people felt isolated by the development. They no longer felt welcome.  | Retaining the historic context is important, but should not impede the growth of the city. Natural barriers should not be seen as obstacles but rather as devices that can be bridged to enable the city to grow.   | Integration into the city fabric. Enabling environment for private sector response. Non prescriptive architecture. Retaining existing historic fabric but enhancing aesthetically. Ongoing community, local authority support.  |
| 10. Hong Kong-Victoria Harbour               | Mixed Use Development             | approx. HK\$300 billion Completed: On-going | N/A  | N/A                  | Theaters, entertainment, promenade, public spaces, commercial and retail centers, exhibition and conference venues | Public pressure that there should be no more reclamation. Criticisms that the government favored engineering projects that was infrastructure intensive in comparison with waterfront projects elsewhere in the world which promoted public spaces and access. It was said that there were few places created for relaxing and enjoying the waterfront activity. The road infrastructure was poor and access for residents and tourists was difficult. The government was criticised for ignoring public opinion and therefore made the public suspicious of the development. | Reclamation must be substantiated with an appropriate use. The government did not develop according to the vision, there was no development agency monitoring the development to ensure that their principles were being met. Government needs to gain the trust of the people which is important to get public support for the development.  | Commitment from local authority to drive the vision. Providing an appropriate mix of uses that benefits the local contingent. Buildings to relate to active edges. Creation of public walkways, access for the public. Setting up a Design Review Committee to guide and fast track development according to the vision. Public Participation versus public consultation. |
| 11. South Africa-Cape Town: V & A Waterfront | Mixed Use Development             | R3 billion Completed: 2007 (phase 6)        | Transnet: Private                                    | Approx. 200 Hectare  | Approx. 550 Residential units Office: 130 000m <sup>2</sup> Retail: 46 000m <sup>2</sup> Hotel: 1300 rooms         | The project promoted a mixture of uses, which deviated from the normal land use delineation. The current aesthetic and historical qualities of the harbour was improved which attracted many tourists. The upgrade of the public realm induced private sector response. The waterfront was criticised for over design and promoting exclusivity. The company responded by sponsoring excursions and educational programs.   | Effort must be made not to duplicate other waterfronts as this has become monotonous. There has to be a unique approach which is relevant to its own context. The prime location of waterfronts and high development costs results in high land and building rates which unfortunately makes them natural exclusive. New ways must be devised to ensure that the public has full access to all amenities provided. This must be a non negotiable. The provision of affordable housing must be researched as to its sustainability in waterfront developments. | Creation of a Master plan/Development Framework. Integration into the city fabric. Enabling environment for public sector response. Retaining the historic fabric but enhancing appropriately. Provision of an appropriate mix of uses that benefits the local contingent and attract tourists.   |

**Table A: Synopsis of Precedent Research**

Boston and Baltimore was described as one of the most outstanding mixed use waterfront development in renewal programs. Both these cities were successful due to a strong leadership which was able to drive the scheme. Stakeholders were considered in the design of the developments which made these projects highly attractive. It has emerged that these two waterfront developments continue to be evaluated for success even up to today. Almost 20 to 30 years after conception waterfronts continue to evolve and in the case of Baltimore the initial concept was a 30 year master plan which has been developing incrementally.

Toronto has been relatively successful but Harbourfront constraints had centred around the design. The development was criticised for not integrating with the city with the main issue being the expressway serving as a barrier between the city and the development. Harbourfront like Baltimore had a long term master plan which was flexible and adaptable to change. The project was successful due to the public involvement in the design phase and managed to generate substantial revenue for Toronto. The London Docklands project was a poor example of a waterfront development project primarily because the project had increased transport problems and had been criticised for limited social benefits. The project failed to provide access to the water with the high levels of security creating class differences. The project was not entirely a complete failure as new developers took over the project and have reconsidered some of the design flaws offering public access to the water. In this case governments role in waterfront developments are crucial to ensuring that the basic fundamentals in design such as restricting public access does not occur.

The Darling Harbour Waterfront in Australia has been acknowledged for the high standard of its public realm and has been cited as a success however based on the research thus far it can be acknowledged as being partially successful. The development failed to attract local people however it was extremely successful in attracting tourists. It failed to integrate with the city and the uses proposed were limited and resulted in a sublime nightlife. It did however manage to supply large scale venues which assisted in its revival. Granville Island in Vancouver has done very little in regard to infrastructure development but had the most impact. The project had a minimal capital outlay but had a strong aesthetic appeal serving the basic needs of its users making it highly successful. The key attraction was a public market which even today tourists frequently visit.

The Amsterdam waterfront has been partially successful experimenting with new models i.e. not relying on large scale projects but rather diversifying and promoting flexibility with smaller projects offering different experiences. This development promoted architectural expression so as to avoid monotony, basically not replicating what other waterfronts tend to do. The projects received community support which assisted in the success of these individual schemes. It is still too early to determine if it's successful in comparison with Baltimore and Boston but the research suggests it can be in the future. Shanghai waterfront is still in the development stages however the research suggests that the rapid rate at which Shanghai is developing the project will be completed soon. The

masterplan is technically sound however the problem Shanghai faces is the lack of public participation which has been overlooked because of the government's eagerness to fast track this project. It is clear from the experiences of other waterfronts, public participation is a crucial component and can stall a project for a lengthy period.

The Singapore waterfront is a mixture of old with new which is associated with Singapore's history. Boat Quay is an exciting, vibrant place and is very popular with tourists. Immediately behind the shophouses are tall modern commercial skyscrapers. The scales are conflicting however it seems to have worked successfully for Singapore. The challenge is at the local level where the project was criticised for excluding the locals who no longer feel welcome in the area. The public also criticised the conversion of the shop houses and felt this approach was too westernised.

Hong Kong's waterfront is relatively new with the current portions of the Victoria Harbour still being developed. The waterfront occurs at both ends of the Victoria Harbour, each with an array of different uses. The West Kowloon area is the most entertaining edge with spectacular views across the harbour particularly at night when there is the popular laser light show. The waterfront has received numerous criticisms for not developing according to the vision. The public do not trust the government and are cautious when it comes to development projects. Recently Hong Kong's government declared that there will be no more reclamation due to the limited space within the harbour. Previous reclamations have taken large portions of the harbour for development which has significantly reduced the harbour.

The V & A waterfront in Cape Town is easily South Africa's and Africa's premier waterfront which is well known and visited by many tourists. The V & A has been highly criticised for being overdesigned with the high standard of its public realm perceived to promote exclusivity. The criticism was also that it is monotonous and a duplication of other waterfronts around the world. The main criticism was that the waterfront failed as an urban renewal project serving as a "vacuum" as it managed to close the businesses that surround it. Recently, new business and retail outlets have opened around the waterfront area. The waterfront now serves as a catalyst to induce private development within close proximity.

At this point of the study, it is useful to understand where the Point Waterfront features with the eleven precedents that have been evaluated. The Point is 55ha in extent which places it approximately third after Baltimore and the V & A Waterfront with Toronto in the region of 40ha. Very much like Boston and Baltimore the Point waterfront is a public and private partnership initiative. The Point unlike Baltimore was criticised for not involving the public in its design and this has been contentious with many of the Water Clubs stating that the design of the Small Craft Harbour is not feasible for a boat tacking out of the harbour. Like the Amsterdam waterfront the Point promotes architectural expression through a Design Review Committee. The Points reclamation has not been supported by many environmental groups however the land needed for reclamation is small in comparison to what

is occurring in Hong Kong. The Point development has gone through a stringent EIA process which sets out guidelines to be met for development in the sea. The Point Development has already contributed to the process of renewal in the district given that the development is only 50% complete. Chapter 4 will use the outcomes from the conceptual framework and precedent study to critically evaluate if the Point Waterfront Development will be successful as an urban renewal project by utilising the key performance dimensions determined at the end of this chapter

Based on the research success can be based on the premise that waterfront developments must be able to

- 1) Create a new image of the city.
- 2) Integrate itself into the fabric of the city.
- 3) Be a place for people, to live, work and play.
- 4) Direct economic investment into specific areas.
- 5) Benefit all segments of the population and not exclude any in its success.
- 6) Impact on and revitalise adjacent areas.
- 7) Be associated with a common theme, image, and authenticity and
- 8) Function with uniqueness and diversity.

### **3.4.1 Key Performance dimensions to determine success**

Table B identifies the level of occurrence for each key performance criteria that have arisen out of the precedent study as well as expert opinion on successful waterfront design (Chapter 2, 2.3.5). The red represents a high level of occurrence for dimensions that have occurred more than 6 times out of the 11 precedents evaluated. The orange represents a medium level of occurrence for dimensions that have occurred more than 3 times in the precedent evaluation whilst the green represents a low level of occurrence for dimensions that have occurred 2 times in the precedent research. This does not mean that the precedent indicated in orange and green are less important than the ones indicated in red. It may have varied due to the type and amount of precedents evaluated in this research however it does reflect that some criteria appear more regularly than the others. In the next Chapter, all 24 criteria will be used to evaluate the primary case study i.e. The Point Development Project to determine its success.

The performance criteria have been subdivided into various categories namely;

- 1) **Institutional level** which identifies criteria based on local government and public support for the project.
- 2) **Procedural Level** which identifies the frameworks i.e. master plans, business plans and monitoring mechanisms to guide waterfront developments.

| KEY PERFORMANCE CRITERIA TO DETERMINE WATERFRONT SUCCESS   |  | LEVEL OF OCCURRENCE<br>(The level of occurrence is based on the no. of times the criteria appeared in the Precedent research) |
|--|--|---|
| CRITERIA   |  | HIGH MEDIUM LOW   |
| <b>1. INSTITUTIONAL LEVEL</b>  |  |   |
| 1.1 Ongoing local government and municipal support   |  |   |
| 1.2 Public support /participation in the project from an early stage.  |  |   |
| 1.3 Promoting and defining Public and Private partnership roles and responsibilities early on in the project   |  |   |
| <b>2. PROCEDURAL LEVEL</b>   |  |   |
| 2.1 Creation of a Master plan/Development Framework to guide the overall development vision.   |  |   |
| 2.2 Ensuring that the development has an appropriate monitoring mechanism e.g. Design Review Committee.  |  |   |
| 2.3 A realistic business plan that is flexible due to market and economic fluctuations to guide public and private spending.                                     |  |   |
| 2.4 Ensuring that the development embraces the principles of sustainability i.e. limited, no or mitigated environmental and socio economic impact.               |  |   |
| 2.5 Learn from past experiences, lessons from previous developments and ensure that the same mistakes are not repeated. Research and Planning is important.      |  |   |
| <b>3. SPATIAL/ PLANNING LEVEL</b>  |  |   |
| 3.1 Integration into the city fabric. Ensuring the development is connected and integrated to its surroundings in a meaningful way.                              |  |   |
| 3.2 Development must provide public access. People must benefit and have continuous access to amenities provided. Must not exclude.                              |  |   |
| 3.3 An appropriate mix of uses must be provided to add to the vibrancy and active nature of waterfront developments e.g. retail, residential, entertainment etc. |  |   |
| 3.4 Multimodal corridors which include bicycles and walkways are encouraged.   |  |   |
| 3.5 Enhancing and maintaining visual corridors.  |  |   |
| 3.6 Ensuring the development has its own identity, uniqueness and based on its context. Should not replicate another development.                                |  |   |
| 3.7 The development must provide an enabling environment for private sector response. This is essential for the wider renewal of the development precinct.       |  |   |
| 3.8 Retention of the existing historic fabric (if applicable) but enhancing aesthetically.   |  |   |
| 3.9 Provision of a variety of housing options for the different segments of the market.  |  |   |
| 3.10. The creation of catalysts/multiple uses to attract people to the development and stimulate further renewal.  |  |   |
| <b>4. PHYSICAL LEVEL</b>   |  |   |
| 4.1 High quality public realm -street furniture, lighting, paving, landscaping, gateway elements.  |  |   |
| 4.2. Building interface response -ensuring the buildings relate to active edges.   |  |   |
| 4.3 Non Prescriptive architecture- architecture that is non prescriptive adds character and prevents monotony.   |  |   |
| 4.4 A continuous and linked public promenade that ties the development to its context.   |  |   |
| 4.5 Social and public spaces for people to interact- events spaces, parks etc.   |  |   |
| 4.6 A safe and secure environment, visible policing, security cameras that locals and tourists feel safe and secure.   |  |   |

Table B: Key Performance Criteria

- 3) **Spatial and Planning level** which identifies urban planning guidelines for good waterfront design.
- 4) **Physical Level** which basically at street level is what elements and urban design principles need to be incorporated to create a high quality development project.

### **3.4.2 Conclusion**

This chapter has evaluated eleven waterfront developments namely Boston, Baltimore, Toronto, London Docklands, Granville Island, Darling Harbour, Amsterdam, Shanghai, Singapore, Hong Kong and the V & A Waterfront. It is clear from the analysis that each waterfront has its own set of development challenges. Boston, Toronto and Baltimore are considered the "benchmark" waterfront developments whilst Granville Island, in comparison with the above precedent studies has been very successful with minimal capital outlay. London Docklands success has been gradual and it is only recently that the development has gained momentum.

The analysis has demonstrated that there are certain conditions and or criteria that need to be achieved in order for waterfront developments to be a success as well as to benefit all. The research has shown that waterfronts cannot be evaluated over a short term unless certain milestones have been identified early on in the project process. They can only be evaluated over a long term period. There are various indicators for measuring success and it's dependent on what the individual or cities rank as the main performance criteria or what they were hoping to achieve from the development. For instance in some cases, cities would be content on revenue, employment and tourism generation whilst in others they may evaluate success on the level of renewal the waterfront has incurred from inception.

## **CHAPTER 4**

### **CASE STUDY: DURBAN POINT DEVELOPMENT PROJECT**

#### **4.1 INTRODUCTION**

This chapter will focus on the Durban Point Development Project (DPDP). It will provide a comprehensive evaluation of the Point Development Project from inception to date, as well as investigate the past planning undertaken for this area. The aim of this chapter is to identify the plan, vision and concept as well as the early experience of the Point project in regenerating the area. In conclusion of this Chapter the DPDP will be evaluated for success against the performance criteria outlined in Chapter 3.

#### **4.2 BACKGROUND**

The DPDP was officially launched in October 2001. The Malaysian company Rocpoint and city had entered into an agreement to develop the 55 hectare site situated at the entrance of Africa's busiest port. The city committed in raising the capital for the development, with Ushaka Marine World being the catalyst for the private sector development of this precinct. The theme park would occupy 10 hectares of the 55 hectare site, leaving 45 hectares of prime land in which to develop the Point Waterfront.

Iyer Urban Design Studio formally known as Iyer Rothaug Collaborative are the lead urban planners for Point project, and have been involved in the planning and design of this project for the past six years in association with GAPP architects. The Development Framework Plan was adopted in January 2003 by the EThekweni Municipality. Following the Development Framework Plan was the submission of various precinct plans to release strategic parcels of land for development which were subsequently approved by the council.

As described in the Iyer Rothaug Development Framework Document (2003, 19), "the overriding design philosophy for the Point was to regenerate the city centre of Durban through the re-establishment of the Point as one of Durban's most historic and significant urban quarters.". The vision for the development as described on page 20 of the same document is summarised below;

- 1) The public life is re-established as the basis of city life in which a broader variety of urban opportunities may be realised by a wider spectrum of society. This would be achieved by accommodating pedestrians first and by emphasising the human scale of development.

- 2) The structure of the area is based on canals, water bodies, boulevards, vistas, urban squares, avenues, lanes and parks, all creating memorable places which would be easy to orient oneself within the development.
- 3) Emphasis is placed on the quality of the public environment and the importance of high quality streetscapes, open spaces and squares.
- 4) The emphasis on easy, safe convenient and pleasant pedestrian movement together with the ease of vehicular movement facilitates a legible urban environment in which to travel through.
- 5) The promotion of mixed use developments encouraging the integration of retail, commercial, office, entertainment as well as residential activities to create a 24 hour, live, work and play precinct.
- 6) The de-emphasis of a car dominated environment and the visual intrusion of unattractive parking areas, particularly on-surface parking by regulating the parking standards provision and promoting basement parking; and
- 7) The development of high quality private developments in terms of market appeal. This was to be achieved by architectural expression, the use of high quality materials and attention to design detail to create a vibrant people friendly place.

The concept underlying the DPDP is a combination of waterfront development and urban renewal designed to regenerate the south-eastern portion of the harbour entrance. For the purpose of this research, the core study area (Primary zone) is defined by Mahatma Gandhi Road (Point Road) in the west, the bay entrance channel in the south, the beach interface in the east, Bell Street in the north and the Ushaka Theme Park however a secondary core study area (secondary zone) was defined to evaluate the impact the development has had on the surrounding areas (See Figure 51).

The project is not without controversy, from inception the DPDP has been criticised for excluding and limiting public access by design and being driven by developers without regard for public or environmental concerns. There is further a concern that the project will not be successful in bringing about renewal for the Point area and that the area will once again fall into urban decay and blight.



|   |                      |
|---|----------------------|
|  | DPDC BOUNDARY        |
|  | PRIMARY STUDY ZONE   |
|  | SECONDARY STUDY ZONE |

**Figure 51: Point Study Area**



| SCALE:   | DRAWING NUMBER: | DATE:         | SOURCE: |
|--|-----------------|---------------|---------|
| 1:2000   | 004/FIG 51      | 01 MARCH 2009 | AUTHOR  |
| NOTES:   |                 |               |         |
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### 4.3 HISTORICAL CONTEXT

The following provides a brief overview of the historical development within the Point. Figure 52 illustrates the timeline which is followed by a detail summary for each major occurrence during the Point's history.

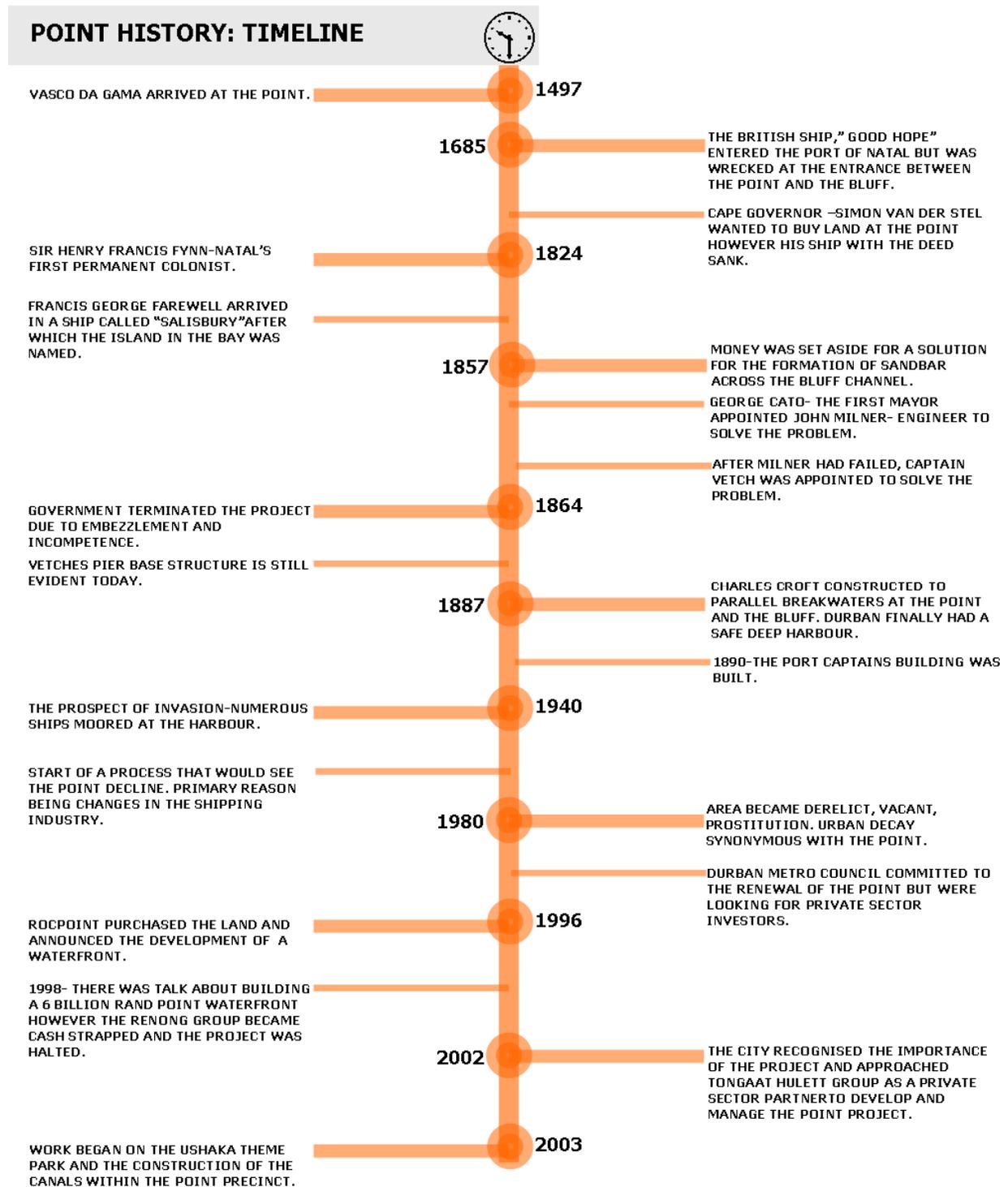


Figure 52- Historical Development of the Point-Timeline (Source: Author)

Vasco Da Gama arrived at the Point in 1497 and named it Terra de Natal. He failed to see the bay as a safe harbour for ships. In 1536 the Bay was again visited by Diego Pereira on his way back from India to take on supplies and continue his voyage to Portugal. In May 1685, the British ship Good Hope entered the Port of Natal however the ship was wrecked at the entrance between the Point and the Bluff. The survivors were stranded for several months and together with survivors from other ships wrecked at the Point, built the first ship to ever be constructed at the Port. The Cape Governor Simon Van Der Stel wanted to buy land at the Point on behalf of the Dutch East India Company however the deal was negotiated and en route back to the Cape, the ship together with the signed deed sank (Wightman, 2007).

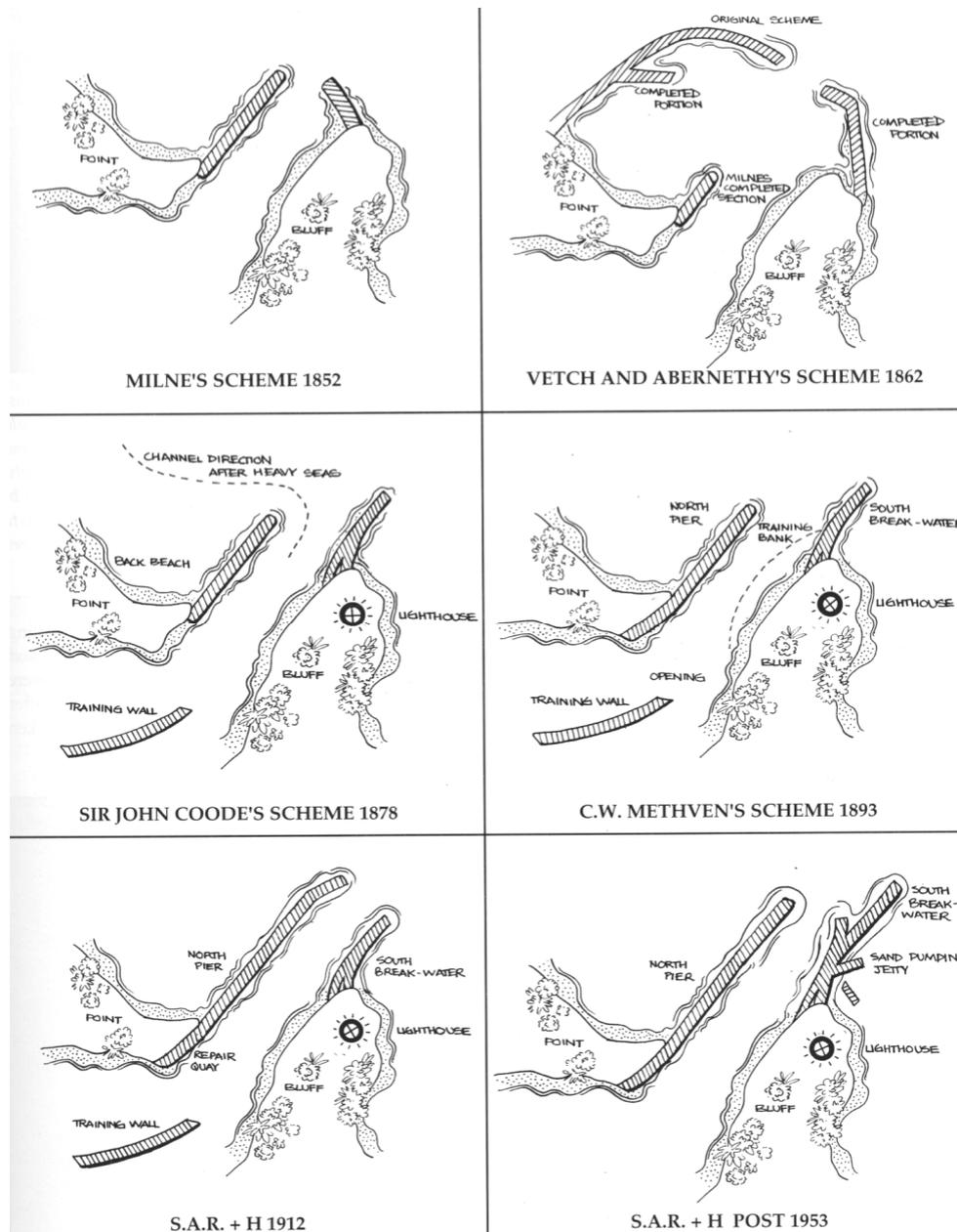
Chief Inkanyesa who signed the deal died and his successor had no intention of selling the land. More than a century had passed and Sir Henry Francis Fynn landed in Port Natal in May 1824. When Francis George Farewell had arrived, his headquarters had already been established. He arrived in a ship called the Salisbury after which the island in the Bay is named (See Figure 53). The area on the Bluff was known as Fynnlands and the central square in the city called Farewell Square recognised that these two individuals were the founders of Durban (Wightman, 2007).



**Figure 53- Painting showing the Point and the Bay in 1850.** (Source: Wightman, 2007, 5).

In 1857 money was set aside to provide a solution for the constant problem of the formation of a sandbar across the channel between the Bluff and the Point. George Cato, the first Mayor, asked John Milne an engineer to solve the problem but after several years of failure the project was discarded. The next consultant was Captain Vetch RE; he constructed two breakwaters from opposing directions with a small gap for entrance into the harbour. The government terminated the project in 1864 due to

accusations of incompetence and embezzlement (See Figure 54). The top structure of Vetch's Pier was salvaged, and only the base, made up of stone and rubble, was left, which is evident still today (Wightman, 2007).



**Figure 54- Sketches of the schemes for creating a channel across the sandbar. (Source: Iyer Rothaug Collaborative, 2003, 8).**

Often, ships had to wait outside the harbour until more favourable conditions and tides to enable them to cross the sandbar and enter the lagoon safely. Around 1887, Charles Croft constructed two long parallel breakwaters at the Point and the Bluff, and eventually after much dredging, Durban

finally had a safe deep harbour. Also built in the 1890s was the Port captain's building which retains some of its remarkable finishes. The prospect of invasion was during the 1940s and Durban had an array of ships moored at that time. The most notable buildings at that time were the Addington Hospital which occupied a significant portion of the site and other Edwardian houses built for the harbour workers. After February 1942, with the fall of Singapore, Durban was the best equipped port on the route to the east (Wightman, 2007).

During the 1980' and 1990's the area had become, vacant, buildings derelict and a haven for crime and prostitution. This was due to the working harbour moving its operations to Maydon Wharf. It became one of the most underutilised assets in Durban. For several decades the intention was to revitalise the area. The attraction of Durban's weather, people, water sport activities, restaurants all contributed in favour of developing the Point. At that time work had commenced on Cape Town's V & A waterfront which prompted Durbanites to question, when they would have a waterfront development.

This was a test for city officials; however they needed the efforts of both public and private sectors to make the waterfront a reality. Parcels of land within the Point were owned by the Durban City Council (now Ethekewini Municipality), Portnet, national transport parastatal Transnet and the Department of Public Works. The intention was to sell the land parcels to a single entity thus facilitating the consolidation and development of the 55 hectare site. Mzi Khumalo at that time chaired the local steering committee and is now the Durban Point Development Company (DPDC) chairman, facilitated discussions between the key stakeholders. Khumalo said, 'in the 1980's various initiatives had been raised to develop the Point area, however the money required then was substantial and no-one had that kind of capital to invest' (Wightman, 2007, p29).

Rocpoint which was a special-purpose vehicle created to buy land, develop infrastructure and then sell the project to investors purchased the Transnet and Portnet owned land and announced plans to develop a waterfront then valued at R230 million, but had to wait for a year until the land was transferred. In 1997 Rocpoint and the Malaysian conglomerate Renong went into a joint venture with a black empowerment group Vulindlela Holdings and won the tender to develop the Point area. The land near the harbour mouth could not be sold because Portnet was considering widening the harbour entrance. It was said at that time that the "Point would be one of the major attractions in Africa" as well as "Durban would fulfil its role as a major port, tourist and sporting playground" (Wightman, 2007, p31). In March 1998 there was talk about a R6 billion Point Waterfront development that included an underwater museum, entertainment centre, a five star hotel, small craft harbour, festival market place as well as a giant statue of King Shaka. Reports indicated that the Point development would bring R20 billion into Durban's economy as well provide 23 000 new jobs. When the Malaysian

Ringgit crashed, the Renong Group became cash strapped. They placed a halt on all projects around the world including the Point Waterfront.

The Ethekewini Municipality recognised the importance of this project and decided to take the lead role in developing this strategic parcel of land. They proposed to develop the Point and attract private sector investment into the area. Former council economic advisor Viv McMenamin was instrumental during this time. He convinced the Renong Group to partner with the city, where the city would develop the Point. The city needed a private sector partner to facilitate the development. They approached the Tongaat Hulett Group under which Moreland Developments was their property development subsidiary, who agreed to develop and manage the Point project. Neels Brink at that time was the Moreland Director. His involvement with the Point Waterfront continues today, as the Managing Director of Laurusco Developments, which has been tasked to manage the development.

In 2003, the Point Waterfront had received a major boost by the R735 million Ushaka development which would serve as the catalyst for private development in the area. The theme park offers ocean views, beach entertainment activities, and a retail village with restaurants, bars and tourism related goods. The big concept is a shipwreck to accommodate the local history which houses, an aquarium, snorkeling tank, touch tank and restaurants. The theme park occupies approximately 10 hectare of the 55 hectare site. Initial studies suggested that 1.4 million visitors would visit the park in its first year and was expected to grow over time (See Figure 55). Ushaka was seen as a trigger for development of the remainder Point precinct. It was the largest council led investment in Durban since the International Convention Centre in the early 1990's. Viv McMenamin acknowledged, "That it was a huge gamble for the city however they could not keep spending on basic infrastructure without investing in the economy to create new job opportunity" (Wightman, 2007, p43).



**Figure 55- 2004 aerial indicating Ushaka Theme Park and Phase 1 canal** (Source: DPDC)

#### **4.4 CONTEXTUAL UNDERSTANDING- THE POINT**

The following section provides a synopsis of the Point in relation to its context. The section will evaluate the metropolitan, district and local scale as well as identify the problems that currently exist within the study area. The aim of this section is to identify the study area's key strengths and weaknesses and therefore it will provide an insight into some of the design decisions that has influenced the Point waterfront development today.

##### **4.4.1 Metropolitan Scale**

The Point area is strategically located at the harbour entrance and is regarded as a gateway to Durban. It is of historical significance as it was the area where the first settlers had arrived. Many residents' origins can be traced in some way back to the Point. The area is in close proximity to the Central Business District core as well as to the harbour and its operations and the activities of South Beach. The Point is a truly unique site as it has a harbour and beach interface. This will set it apart from other waterfront developments around the world.

The study area falls just outside the boundary of the South Durban Basin (SDB). The SDB includes the port, which is Durban's largest concentration of industrial activity. The SDB represents the international connector for Durban given the presence of the Port and Airport. The Point is very accessible due to its access to a range of modes of transport such as road, rail and sea. Within a 10km radius, the Point is accessible to most parts of Durban (See Figure 56).

#### **4.4.2 District Scale**

At the district scale, the Point forms an integral part of the broader district. The Point is unique as it comprised of a series of edges and interfaces, each requiring a particular treatment such as the harbour, city and beach interface. The Bluff Headlands is a natural feature which provides a backdrop within the study area. The physical integration of the Point with the surrounding residential, beach and harbour environment would be seen as a natural inclusion of these areas in the development of this zone. The Point can play a significant role in the regeneration of the broader district. The positive impacts generated from the Point may ultimately spread to the wider district (See Figure 57).

#### **4.4.3 Local Scale**

##### **a) Roads**

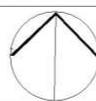
The primary road into the Point District is Mahatma Gandhi Road. The Point is aptly called an "urban cul-de sac" as Mahatma Gandhi Road does not connect to any other major roads and terminates at the harbour. Mahatma Gandhi Road forms part of the urban grid that stems from the Central Business District (CBD) in the east and forms the primary route into the study area where all other secondary connections tie into (See Figure 58 A).

##### **b) Land Use**

In a CBD there are two kinds of zones, firstly "The Core", which is the highest and most intense retail and office area within about 5 minutes walking radius of the "Peak Land Value" and is distinguished as the area containing the "first order" or best retail and office floor space and secondly "The Frame" of the town centre is the area around the core and usually comprises clusters of secondary order stores, lower rent type stores (Iyer, 2008). The Point area lies within a CBD frame. The core of the CBD consists of intense retail and office use while the frame consists of light and service industry, residential, hotels, low rent shops



**Figure 56: Metropolitan Context**



|  |                 |               |         |
|--|-----------------|---------------|---------|
| SCALE:   | DRAWING NUMBER: | DATE:         | SOURCE: |
| NTS  | DDP/FIG 56      | 01 MARCH 2009 | AUTHOR  |
| NOTES:   |                 |               |         |
| <small>1. All areas and structures are approximate.<br/>         2. The Point Waterfront is a project of the Durban Metropolitan Municipality. It is a project of the Durban Metropolitan Municipality. It is a project of the Durban Metropolitan Municipality.<br/>         3. This drawing is for the Durban Metropolitan Municipality. It is a project of the Durban Metropolitan Municipality. It is a project of the Durban Metropolitan Municipality.</small> |                 |               |         |

and offices which are typical of the uses located along Mahatma Gandhi Road. The Point primary study area is characterised by warehousing, transport and harbour related uses (See Figure 58 A).

**c) Zoning**

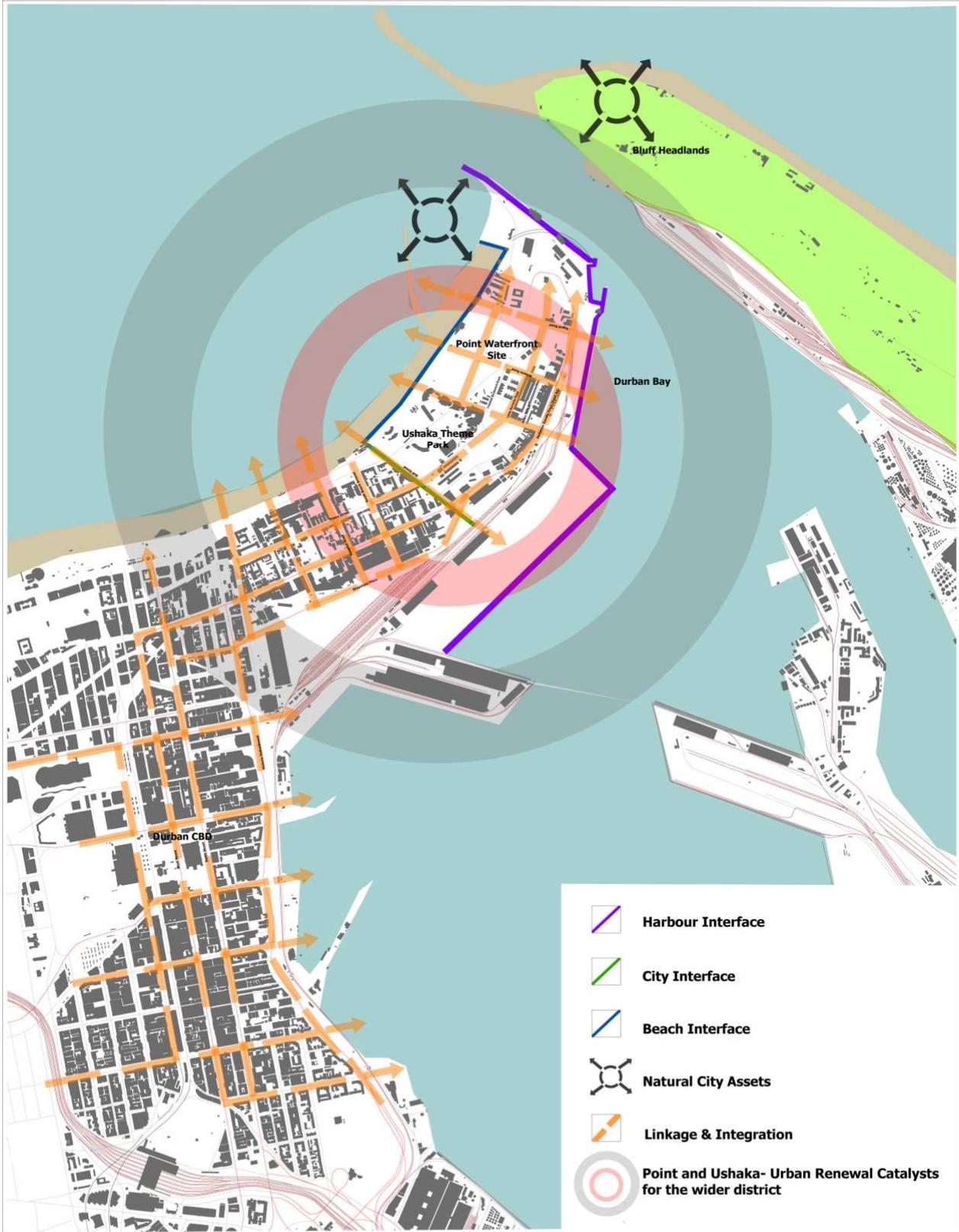
The study area is characterised by residential and commercial zoning. Importantly the beach interface has been identified for residential with the zones immediately to the south identified for commercial. The Point area has been identified as a Special zone with the remainder of the study area zoned for harbour uses (See Figure 58 B).

**d) Land Value Profile**

The 2002 land value ranged from R101 to R1000 per m<sup>2</sup> for the land between Bell Street and the harbour. The majority of the land within the study area was valued at R201 to R500 per m<sup>2</sup>. There was no land valued between R1501 and R3500 per m<sup>2</sup> for this area. The land value within the CBD ranged between R1501 and R 3500 which is generally the norm for CBD land value ratings (See Figure 58 B).

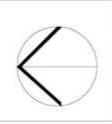
**e) Photo Analysis: Challenges at the Point**

Figure 59 illustrates the type of condition that existed within the primary and secondary zone prior to the Point waterfront development in 2003. The pictures of the past reflect the condition this area was during the 1980s were the majority of the precinct was characterised by derelict buildings and was in a poor state. The areas within the primary zone were in a poor condition e.g. plate 2 and 3. Much of the precinct was characterised by historic buildings which were derelict e.g. plate 4. The areas just outside the secondary zone were associated with crime and urban decay. (See Plate 11 and 12).



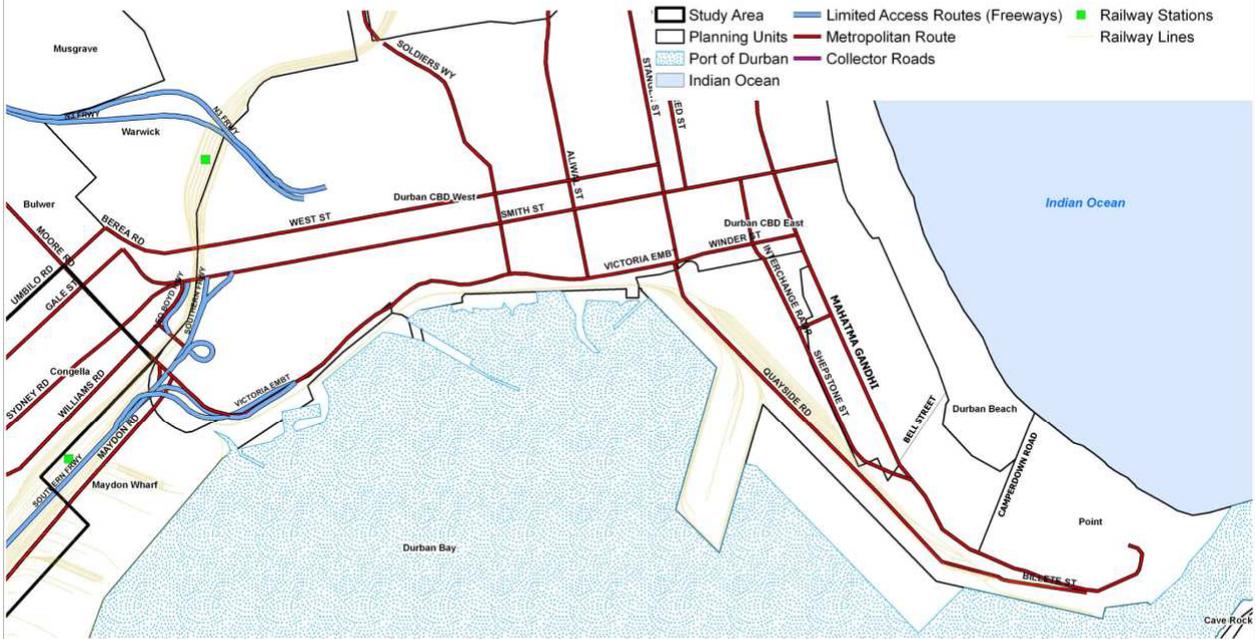
-  Harbour Interface
-  City Interface
-  Beach Interface
-  Natural City Assets
-  Linkage & Integration
-  Point and Ushaka- Urban Renewal Catalysts for the wider district

**Figure 57: District Context: Issues**

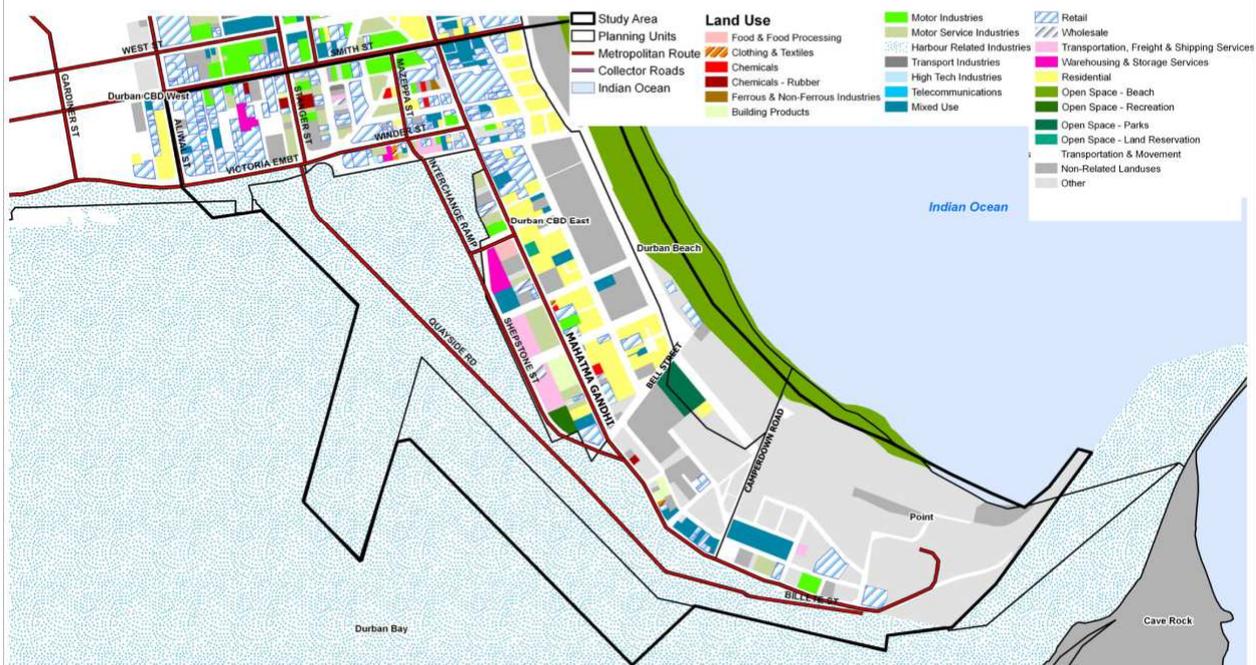


|   |                 |               |         |
|---|-----------------|---------------|---------|
| SCALE:  | DRAWING NUMBER: | DATE:         | SOURCE: |
| 1: 5000   | 009/FIG 57      | 01 MARCH 2009 | AUTHOR  |
| NOTES:  |                 |               |         |
| <small>1. For more information on the project, please refer to the project brief and the project description in the project brief and the project description in the project brief.</small><br><small>2. The Point Waterfront is an ongoing development project. The information contained in this drawing is based on the latest information available at the time of drawing.</small><br><small>3. This drawing is a preliminary drawing and is not for construction purposes. It is for informational purposes only.</small> |                 |               |         |

### ROADS (2002)

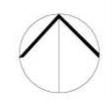


### LANDUSE (2002)



FOR:   
**UNIVERSITY OF KWAZULU-NATAL**  
 DEPARTMENT OF ARCHITECTURE & TOWN PLANNING

**Figure 58A: Local Scale Analysis**

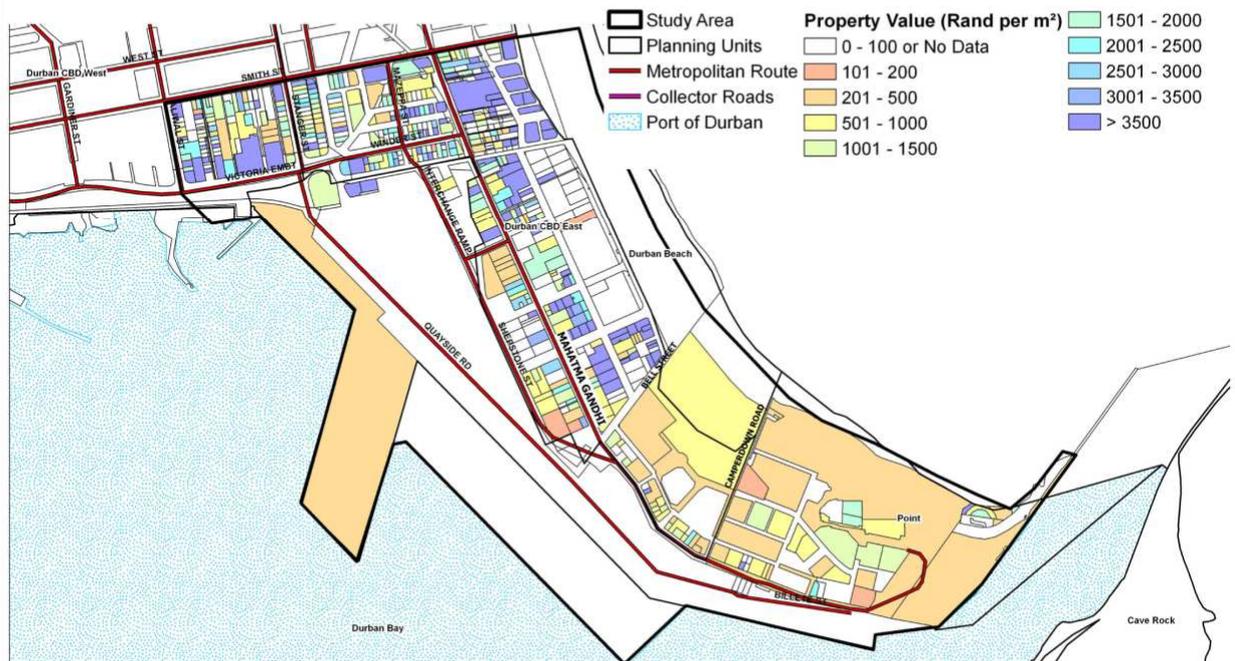


|   |                 |               |                              |
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| SCALE:  | DRAWING NUMBER: | DATE:         | SOURCE:                      |
| N.T.S.  | 009/FIG 58A     | 01 MARCH 2009 | Layout by Author & Plans by: |
| NOTES:  |                 |               |                              |
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### ZONING (2002)



### LAND VALUE PROFILE (2002)



**Figure 58B: Local Scale Analysis**



|  |                                |                        |   |
|--|--------------------------------|------------------------|---|
| SCALE:<br>N.T.S.   | DRAWING NUMBER:<br>009/FIG 58B | DATE:<br>01 MARCH 2009 | SOURCE:<br>Layout by Author & Plans by: |
| NOTES:<br><small>1. This drawing is for reference only and should not be used for construction purposes.<br/>                 2. The Author/Planner is not responsible for any errors or omissions in this drawing.<br/>                 3. The drawing is the property of the University of KwaZulu-Natal and should not be reproduced without the written consent of the University.</small> |                                |                        |   |

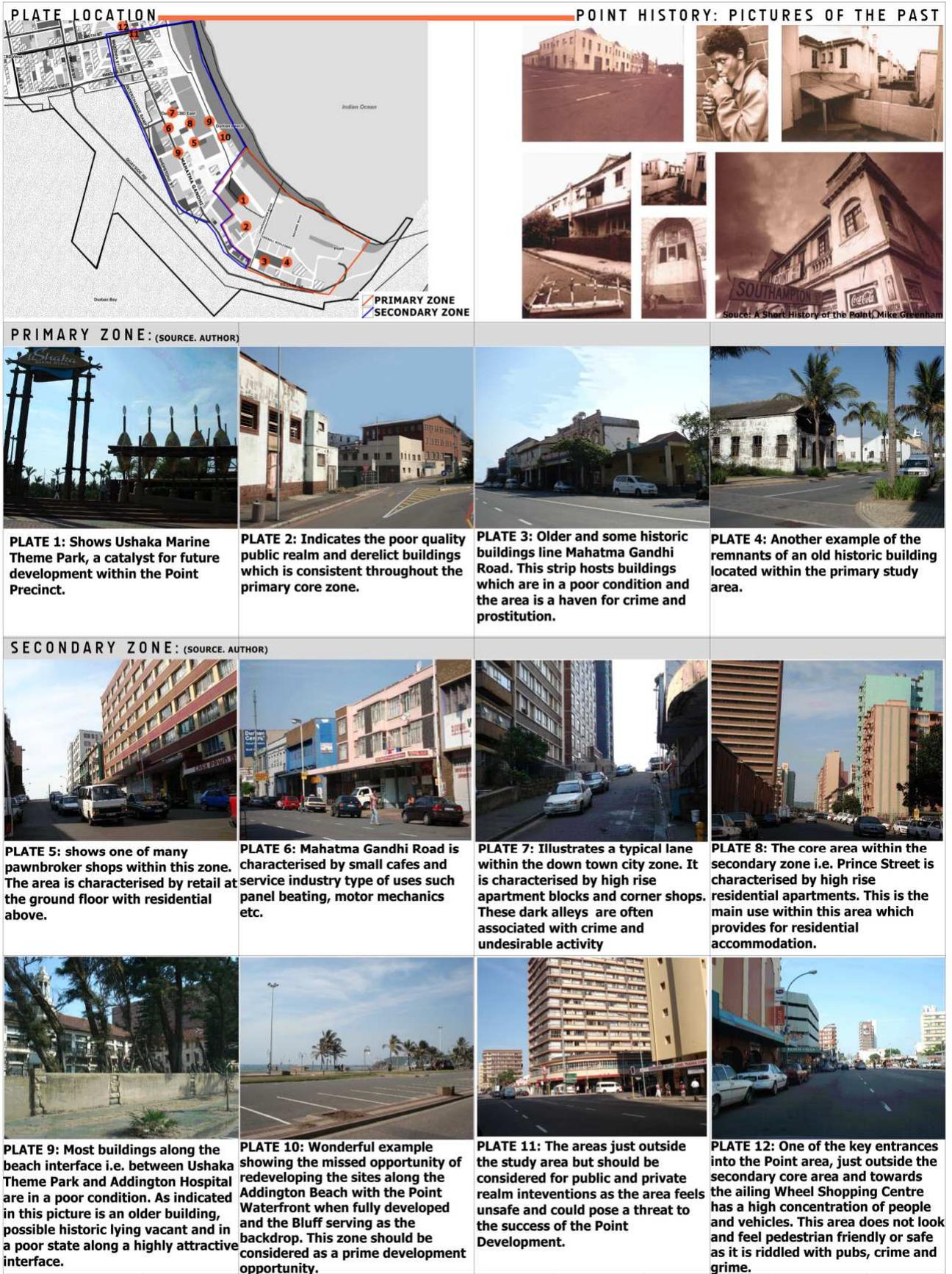


Figure 59- Photo Analysis: Challenges at the Point (Source: Author)

**f) Conclusion- Key Challenges for future Development**

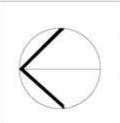
Some of the key challenges for future development are (See Figure 60):

- 1) There is only one major movement system through the study area i.e. Mahatma Gandhi Road which will have to handle the increased flow of traffic anticipated from the development.
- 2) The study area is characterised by a mix of uses along Mahatma Gandhi Road and has recreational uses along the beach. The challenge is to ensure that additional public space opportunity is provided to compliment the existing.
- 3) The site is characterised by urban decay and blight and therefore the challenge is to ensure that the development of the study area must contribute to the renewal of the wider region.
- 4) The site has natural elements such as, the Bluff headlands, beach, harbour, and city interface. The historical context and listed buildings play an important role in this area. The challenge is to maintain the views and visual and physical connections to the water whilst retaining the historic character of the area.
- 5) For many years the area has been avoided because of the concern of safety and crime. The challenge is to overcome the perception that the Point is a dangerous place and bring people back into this area.



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 DEPARTMENT OF ARCHITECTURE & TOWN PLANNING

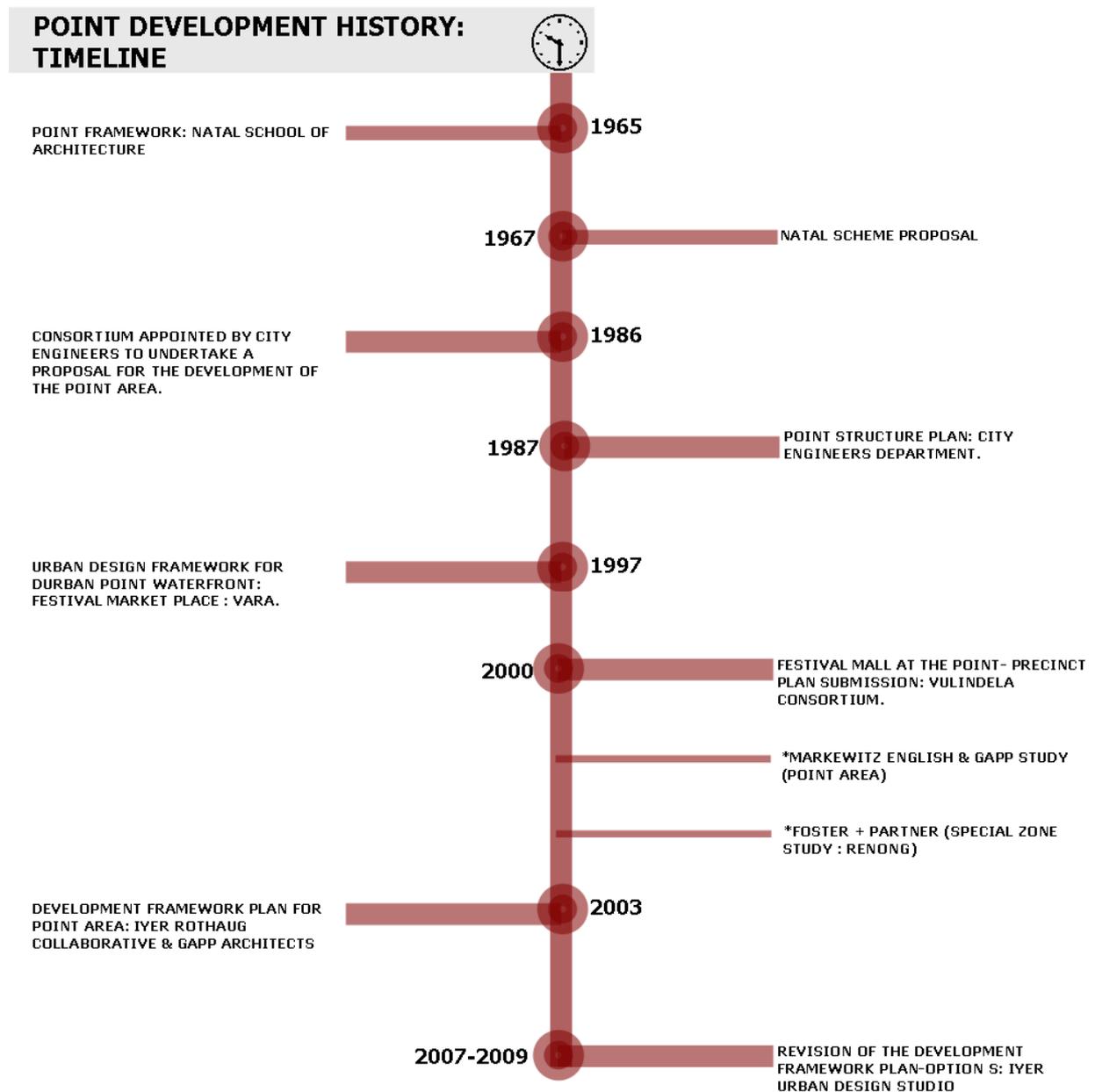
**Figure 60: Local Context: Challenges**



|  |                 |               |         |
|--|-----------------|---------------|---------|
| SCALE:   | DRAWING NUMBER: | DATE:         | SOURCE: |
| 1: 2500  | 009/FIG 60      | 01 MARCH 2009 | AUTHOR  |
| NOTES:   |                 |               |         |
| <small>           1. All work and drawings are copyright.<br/>           2. The Client/Author is not going to be held responsible for information contained in this drawing if it is not correct. It is the responsibility of the Client/Author to ensure the accuracy of the drawing. However, the author does not warrant the accuracy or reliability of the information contained in this drawing.<br/>           3. The drawing is issued for the client's use only and is not to be used for any other purpose without the author's prior written consent.         </small> |                 |               |         |

## 4.5 PLANNING INITIATIVES

The following section is divided into two parts namely past and current planning initiatives. The following figure below illustrates the point proposals from 1965 to 2009 thereafter it is followed by a detail summary for each proposal identified.



\*THESE STUDIES WERE NOT AVAILABE FOR THE ANALYSIS AND THEREFORE DID NOT FORM PART OF THIS RESEARCH.

**Figure 61- Point Development Timeline** (Source: Author)

#### **4.5.1 PAST PLANNING INITIATIVES (1965-2003)**

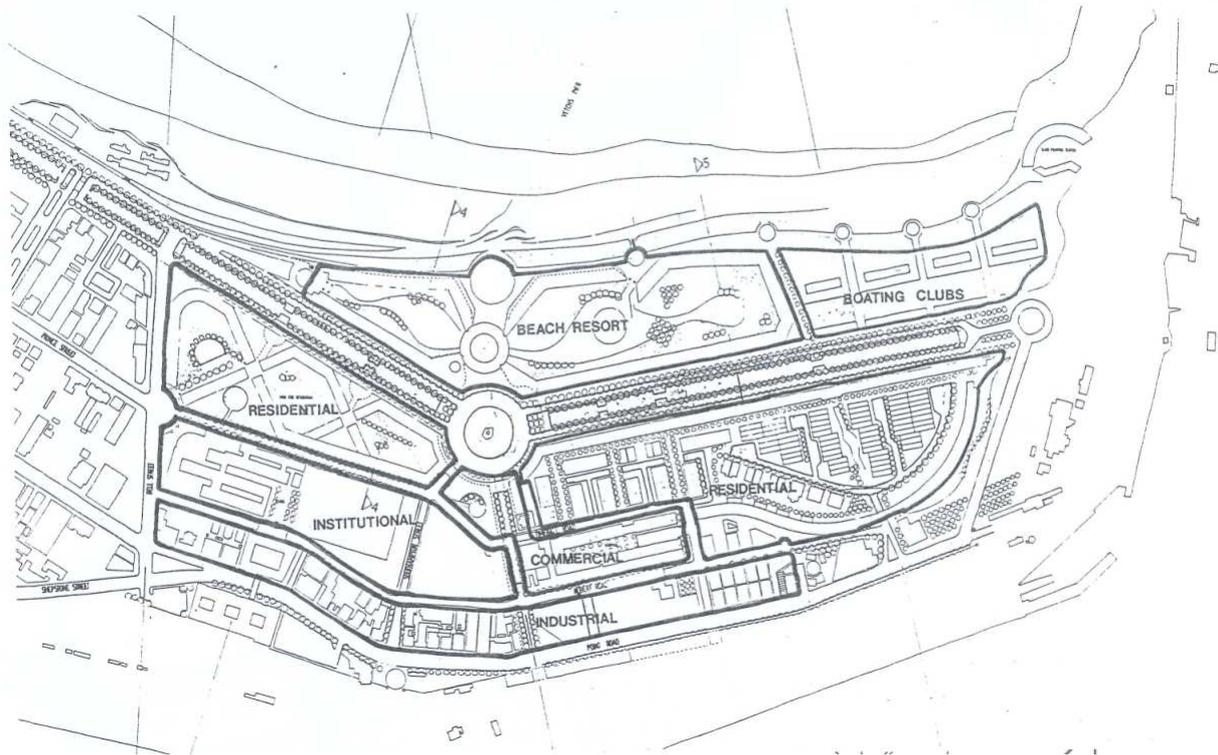
The planning for the Point began as early as 1965, by the Natal University's School of Architecture. Many ideas were put forward however nothing materialised from this study. In 1967 a "Natal Scheme" was proposed which promoted tall point blocks along the former Point Road, with low rise, high density development facing north. No development occurred at the Point as a result of this study (Peters et al, 2008).

It was not until 1986 when a consortium appointed by the City Engineers of Durban undertook a study for the development of the Point did City show a concerted effort in redeveloping this area. The main findings and proposals of the reports produced for the Point between the years of 1986 to 2003 are summarised in the following section.

##### **a) The Point: Proposals for the Development of the Point Area of Durban- 1986 (Hallen et al, 1986)**

The aim of this study was to indicate how the Point may be developed. The relationship of the Point with the Golden Mile was important particularly the mixture of uses which would need to be extended in a way to enhance and maintain the appearance of the Point. Consideration was given to the form of development. There was a need to end the tall line of buildings at the Point. This was necessary to enhance views particularly to the Bluff. The central area within the Point was important as there were views to the harbour, harbour mouth and out to the sea. The development of the area for hotel and holiday amenity was to have strict height and form controls. The plan proposed low rise development for most of the site.

The future land use envisaged the retention of the existing uses, such as the business's along Point Road, the Addington Senior Primary School and the Sand Pump Stations. A boulevard was proposed through the eastern part of the site which was mostly occupied by a Beach Resort zone overlooking the sea. To the west and along the boulevard a general residential zone was proposed and immediately south of this area an institutional zone extending towards Bell Street was proposed. A central commercial zone was located along Albert Road. Shopping facilities were proposed in a General Shopping Zone at the intersection of Camperdown Road and the boulevard. These facilities were to cater for the population envisaged to be resident in this area. An industrial zone was proposed between Albert Road and Point Road (See Figure 62).



**Figure 62- Point Concept** (Source: Hallen et al, 1986, p14)

The urban design concept proposed a strong network of pedestrian routes through the beach, the resort and boating clubs to both the boulevards and other uses in the Point. Planning controls were introduced to meet the objectives in the overall development concept. The entire site was designated as a Special Development Zone in the Durban's Town Planning Scheme. The General Business zoning Floor Area Ratio (F.A.R) was reduced from 8 to 4 as the previous F.A.R was deemed unachievable and unrealistic. The restoration of these historical buildings would be subject to detailed guidelines. The resort zone had a low density, low coverage requirement to ensure that the views and background of the Bluff were never impeded.

**Outcome:** The conceptual plan was approved in principle and it was agreed that the next logical step would be to prepare a Structure Plan.

**b) The Point Structure Plan-1987** (City Engineers Department, 1987)

The Structure Plan was the statutory plan in order to release certain land parcels for development. The plan interpreted and converted the 1986 concept plan into various land use controls. The development was divided into three phases with Phase 1 being targeted for immediate release. Phase 1 identified at that time was the Ushaka site today.

**Outcome:** The release of phase 1 never materialise. It is unknown as to why council never proceeded with the development of Phase 1.

**c) Urban Design Framework: Durban Point Waterfront-Festival Market Place-1997**  
(VARA, 1997)

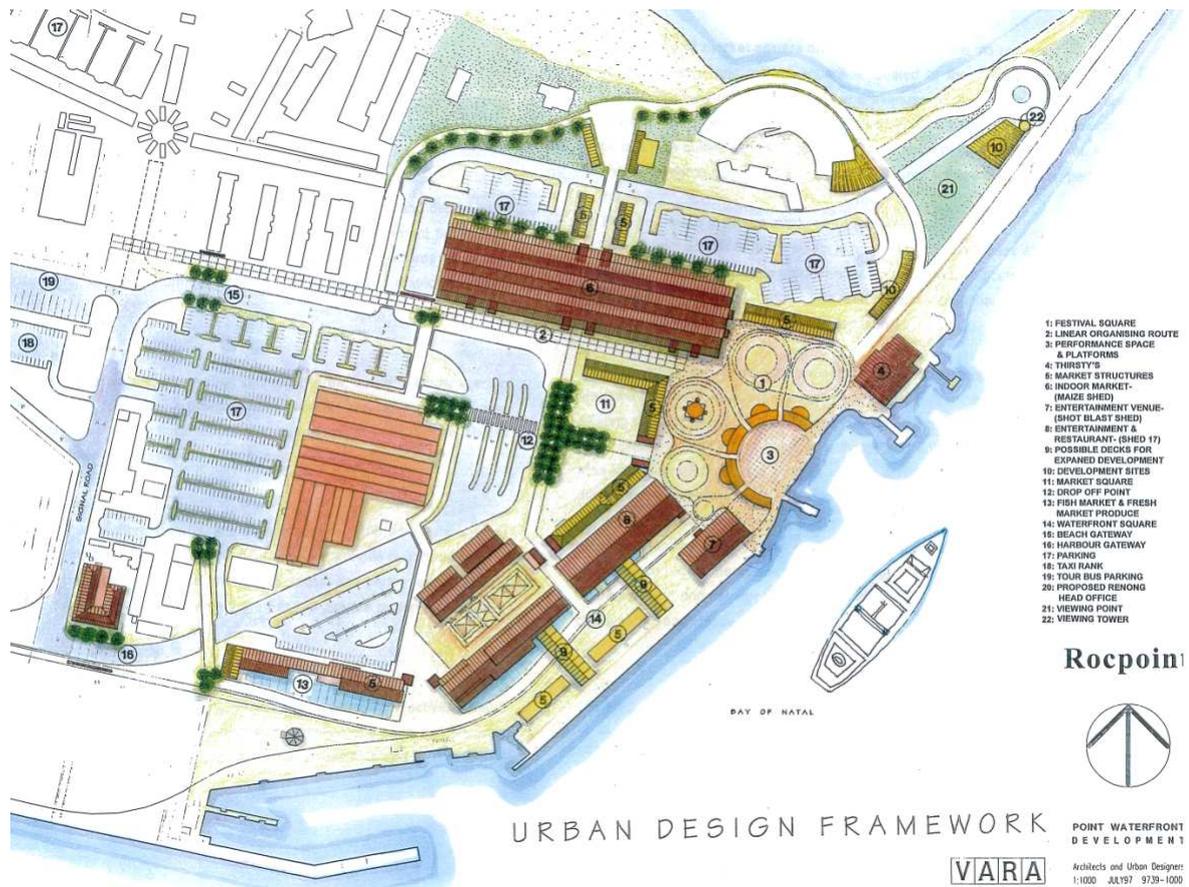
VARA Architects were requested by RocPoint (Pty) Ltd. to undertake two studies for the Point. The first study was an Environmental Design Structure (EDS) and the second was an Early Action Plan (EAP). The EAP specifically required a review of the urban design layout of the area. In addition to the review VARA had to prepare an urban design framework for the precincts, that's sets out the urban actions and controls required. This report concentrated on the formation of the EAP.

The objectives of the study were to;

- 1) To take advantage of the positive qualities and assets of the Point precinct. This would involve creating a place of distinctive and memorable qualities that would attract people to this area;
- 2) Establish a sense of arrival and legibility;
- 3) To clarify roles, patterns, sequence of connections between formal and informal spaces; and
- 4) To improve the spatial qualities of the whole area through the integration of building masses and defined spaces.

The concept is based on its proximity to the harbour, sea and the Bluff. A fundamental aspect of the concept is that all formal and informal market and commercial opportunities respond in a logical manner to existing and proposed flows. The main component of the concept was a focal public space (Festival Square) located at the termination of the major vistas into the site at the water's edge facing the Bluff. There was a primary route in which all major public elements such as parking areas, drop off points and pedestrian routes were attached. There was also a sequence of public spaces linked by a pedestrian promenade running along the waters edge and from the small craft harbour to the beach (See Figure 63)

The plan divided the area into six precincts namely the festival square, the beach precinct, the waterfront precinct, the pier, the market precinct and the fresh produce and harbour precinct. The main feature of the Festival Square was a semi circular amphitheatre intended to represent a Zulu kraal.



**Figure 63- Urban Design Framework** (Source: VARA, 1997, p27)

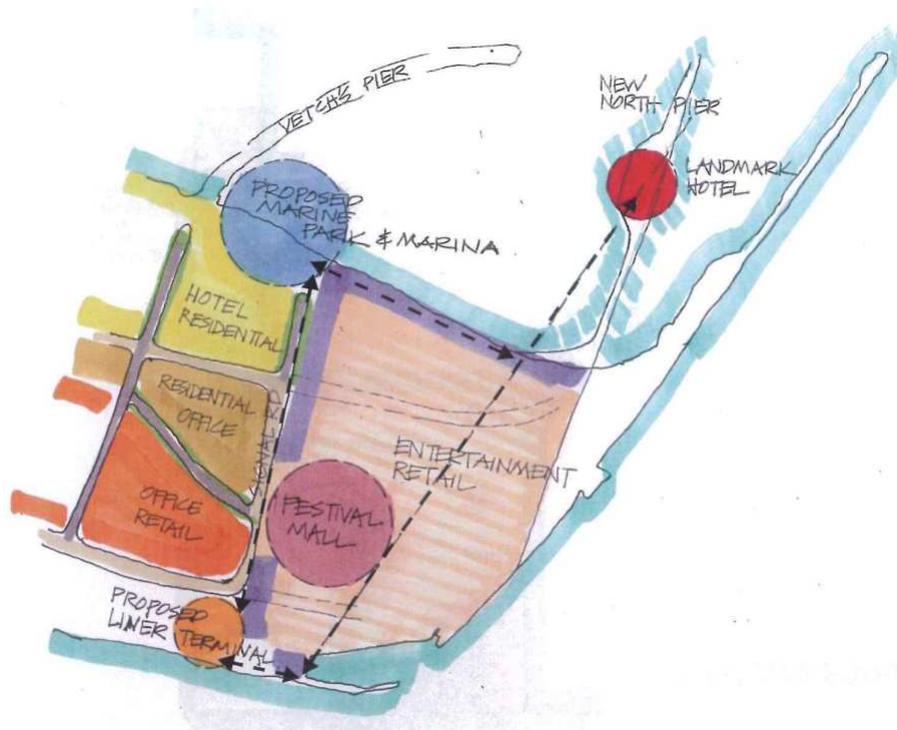
1. **The Festival Square Precinct** was proposed as an event place where people could experience ships, yachts and tugs. The market structures could serve as enclosures for special performances.
2. **The Point Beach Precinct** was proposed as a passive and water sport recreation area which was heavily landscaped.
3. **The Waterfront Promenade** area was proposed to have a series of vibrant restaurant and entertainment uses. The existing buildings provide opportunities for a range of retail and food outlets to develop.
4. **The Pier Precinct** retains the existing fishing, viewing and promenade activities. This area was enhanced by a berm which enhances views of the Golden Mile and Bluff.
5. **Entrance and Market Square** was defined by new market structures and an avenue of palm trees that defined the space. The activities proposed were to reinforce and compliment the Festival Square area.
6. **Fish and Fresh Produce Market and Square** was the harbour portion of this precinct and indicates how this area could be integrated into the scheme.

**Outcome:** This framework was approved by council in 1997. It relied heavily on the responsibility of the developer to manage and co-ordinate. It was also suggested at the time that a Design Review would need to be set up to monitor and review projects for this area.

**d) Festival Mall at the Point- Precinct Plan-2000 (Vulindlela et al, 2000)**

This study was commissioned by Rocpoint, to develop a concept plan for the Festival Mall Precinct. The approved framework plan at this time promoted a diverse and vibrant waterfront city. The aim was to create a live, work and play precinct for this area. The framework was divided into numerous character zones within which precincts were identified. One of the precincts was the Festival Mall precinct located within Character Zone Four. This zone was identified in the framework plan as a shopping tourism destination area combined with a vibrant mix of retail and entertainment uses.

The proposed Marine Park at the base of Vetch's Pier, the liner terminal on the harbour and the proposed landmark hotel on the new north pier together with the Festival Mall have strategic role in establishing the Point as a world class destination. The interface between the Festival Mall and the small craft harbour and proposed liner terminal is the closest point to which the Festival Mall relates to the waters edge. This zone is the Festival Mall waterfront. The proposed Marine Theme Park on the Point Quays Precinct would follow the Festival Mall. This development would be the natural extension of the Golden Mile (See Figure 64).



**Figure 64- Precinct Concept- Character Zone 4** (Source: Vulindlela et al, 2000, p13)

The Festival Mall was designed not to be a conventional shopping mall but was aimed to be a mall that was not inwardly focussed but relate to its edges and surroundings. The mall would be a leisure retail and entertainment centre which was in keeping with most urban waterfront developments world- wide. It would be a development that would be active through out the day and night.

**Outcome:** It is unknown as the whether the precinct concept for the Festival Mall was approved but was not implemented.

#### **e) Key Issues from the Past Planning Initiatives**

The following key issues, design criteria have been abstracted from the succession of past planning initiatives for the Point. These will be compared with Option S to determine if there are any similarities shared with the past frameworks. This evaluation will occur at the end of this Chapter;

- 1) The Point must promote be a 24 hour live, work and play environment;
- 2) The promotion of various mixed use and special precincts that have various characters;
- 3) The creation of public squares, places for people to congregate;
- 4) To attract people to this area and improve vehicular and pedestrian connections to all parts of the city;
- 5) The views to the Bluff, harbour and city must be retained though innovative design and if possible enhanced;
- 6) A General Shopping Zone was proposed at Camperdown Road towards the seaward side,
- 7) A Resort Zone was proposed along the seaward side of the development;
- 8) The retention of the historic buildings;
- 9) A proposed Marine Park and Marina at the base of Vetch's in one concept and a small craft harbour to the south of Mahatma Gandhi Road in another;
- 10) An average F.A.R of 4 which was deemed achievable; and
- 11) The establishment of a Design Review Committee to ensure the vision was achieved at the development stage.

A key concern that emerged from the past studies was that none of them placed a great emphasis on the importance of the Point in the renewal of the wider region. It was not elaborated in great detail although it was implicit in some of the drawings.

#### **4.5.2 CURRENT PLANNING INITIATIVE** (Period 2003-2009)

The following section provides a summary of the Point Waterfront planning from the period 2003 to 2009. The section begins with a summary of the planning informants that have influenced the current plan. It is then followed by a synopsis of the 2003 approved development framework. The section is then concluded with a detailed description of the current revised development framework, "Option S" as well as a description of the planning process and institutional arrangements for the project.

##### **a) Planning Informants**

The following represents a brief synopsis of the planning policies that have influenced the Point planning to date.

- 1) **The Metropolitan Long Term Development Strategy (2001):** This policy was released in 2001 and sets out a vision for change and development within the metropolitan region. The plan emphasises the need to strengthen the economic base of the city. The Point has a potential role to play in order to achieve this objective. The project is in line with the broad strategy to ensure that the city is globally competitive. An important component of this strategy is to provide support for flagship developments (Iyer Rothaug Collaborative, 2003, p9).
- 2) **Tourism Spatial Framework (2000):** The Tourism Spatial Framework prepared by KPMG proposes various interventions by which to rejuvenate Durban's Tourism products and services. The report highlights the potential development of the Point as becoming a Durban icon. It suggests the creation of a central boulevard physically linking precincts that contain a mix of tourism, entertainment, residential and commercial uses (Iyer Rothaug Collaborative, 2003, p9).
- 3) **Inner City Framework Plan (2005):** The Inner City Framework plan supports landmark developments on key sites. The beachfront area, former Village Green site, and the Point were proposed as major renewal areas for this tourism district. The Ushaka Marine Park and the Point Precinct have been identified and supported by the municipality as catalytic projects to rejuvenate and serve as a generator for increased investment and confidence for this area use (Iyer Rothaug Collaborative, 2003, p11).
- 4) **Ethekwini Municipality-Integrated Development Plan (IDP) (2008-2009 review):** The Spatial Development Framework (SDF) identifies Durban as a major investment node. It is suggested that the SDF will respond to key spatial drivers that will determine investment within Durban. These key spatial drivers can be new routes or catalytic projects that promote

economic investment. The IDP regards the Point redevelopment as a strategic economic intervention for Durban. This is after six years from inception of the Point project.

These planning policies above indicate two key issues,

- 1) Durban's commitment to renewal for the Point district. Council's continued support for the Point project, as the project evolves; their continued commitment is reflected in their policies. This is to ensure that the original intention of redeveloping this area is not left to the private sector only and that their role and responsibility as a public sector authority will continue and,
- 2) The promotion of Durban as a premier tourism destination by promoting key catalytic projects in order to induce private sector investment and growth within these areas such as Ushaka Theme Park, Sun Coast Casino, the new Durban stadium and the Point waterfront.

**b) Point Development Framework- 2003** (Iyer Rothaug Collaborative, Gapp Architects and Moreland Developments, 2003)

**1) Background**

The original Development Framework produced in 1997 was superseded because it was thought to be inadequate. The original framework was considered to be too flexible in allowing individual developers to shape local precincts due to the package of plans process which often resulted in development conflicts and inefficiencies. At the broad level the original framework proposed four character zones that were structured around a basic grid road pattern. This created a "suburban" environment which added little to the city fabric. One of the criticisms was that it did not maximise the Point's unique physical attributes of its location and city context. It failed to provide anything unique and special which would regenerate the Point area.

The new framework has attempted to maximise the sites unique location as well as integrate it with the city. The two elements that were created had effectively rendered the original framework obsolete. This was the establishment of the Ushaka Theme Park as well as the navigable canals that are located centrally within the study area. These two key structuring elements have transformed the area from the original proposal and vision to a new framework that would be able to respond to the development potential of this area (See Figure 65).



**MOVEMENT & CIRCULATION**

**KEY PROPOSALS:**

- Grid structure provides ease of movement / choice
- Clear hierarchy of routes
- Point Road provides primary access
- Central boulevard as a key system
- Pedestrian grain and permeability maximised
- Parking courts decentralised
- Public transport systems included

SOURCE: IYER ROTHAG COLLABORATIVE, POINT DEVELOPMENT FRAMEWORK, 2002, P18

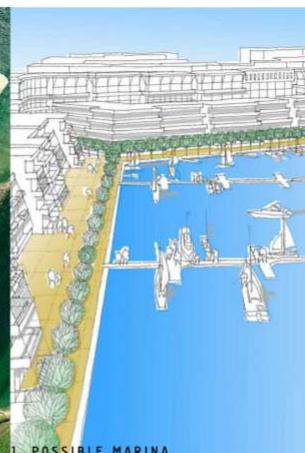


**ACTIVITY PATTERN**

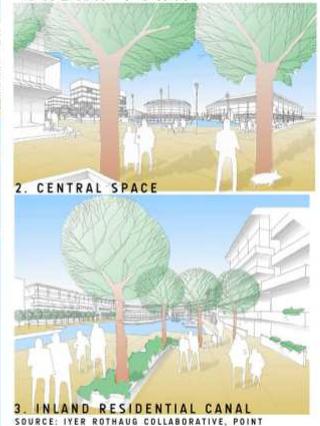
**KEY PROPOSALS:**

- Land use supports creation of an urban place : live, work, play.
- Variety of opportunities, mixed use is key
- Integration of residential within the bulk of the area
- Retain harbour waterfront experience
- Support service industrial in the right places

SOURCE: IYER ROTHAG COLLABORATIVE, POINT DEVELOPMENT FRAMEWORK, 2002, P16



**URBAN FORM**



**Figure 65: 2003 Development Framework: Primary Layers**



|  |                            |                     |   |
|--|----------------------------|---------------------|---|
| SCALE: N.T.S.  | DRAWING NUMBER: 009/FIG 65 | DATE: 01 MARCH 2009 | SOURCE: IYER ROTHAG COLLABORATIVE, 2002 |
| NOTES:<br>1. All views and descriptions are approximate.<br>2. The Urban Form is a conceptual illustration of the urban form and does not represent any specific site plan or design.<br>3. The Urban Form is a conceptual illustration of the urban form and does not represent any specific site plan or design. |                            |                     |   |

## **2) Movement and Circulation**

The overarching approach for the movement and circulation was to provide an urban grid. This would provide a clear structure and greater choice of movement for users. Mahatma Gandhi Road would serve as the primary route and would provide higher order access and connectivity. A series of north and south collectors were proposed based on the current alignment. These routes would provide important connections to the central portions of the sites. A key circulation route was the central boulevard which was intended to be a key pedestrian route. The remaining road network was comprised of a series of local access roads which provide internal access to the smaller land parcels. The extension of the Golden Mile in addition to the canal edges as key pedestrian routes was proposed. In order for the Point to become a destination within the broader city, key public transport routes have been identified which would accommodate public transport installations.

## **3) Activities**

The activities proposed for the Point were based on allowing the creation of a diverse environment which enables the establishment of a range of urban opportunities. This would ensure that the Point develops into a 24 hour city. The Point has been identified as a mixed use development with various land use categories being proposed. Mixed use 1 which allows retail, office, residential, hotel and entertainment to be accommodated, Mixed Use 2 allows the same categories as Mixed Use 1 however it includes service and light industrial activities. The light industrial uses promoted within this zone were boat repairs and building, art and craft studios. The residential use has been accommodated in both zones. To ensure the ground floor is kept active and vibrant, residential was not permitted at the ground floor level within the mixed use zoning. A supportive public space system was proposed and was located along the main road networks and within defined mixed use blocks.

## **4) Urban Form**

The framework has moved away from "architectural theming" to the way in which buildings relate to spaces. The framework developed a series of urban form directives to control the manner in which the form and use creates an active and vibrant public realm. The built form was based on a perimeter block setup with internal courtyard spaces. To ensure that the buildings relate to the street and a comfortable space for

pedestrians was created, the development of colonnades for certain building edges was proposed. Landmark buildings are proposed along specific vistas e.g. Timeball Boulevard and along the beach interface. The general building height across the framework varies, with 4 and 6 storeys as the average and 10 and 12 storeys in areas where the hotel and landmark buildings are proposed.

The maximum floor area to be developed at the Point was in the region of 575 000m<sup>2</sup> with the F.A.R on average around 1.5. Primary urban spaces were proposed at key focal points within the framework. Situated at the heart of the development between Timeball Boulevard and Browns Road is a key focal area where all the various systems meet such as the canal and roads. A common branding and a unifying landscape treatment was developed for the Point. This was to ensure that the Point had its own identity and the different districts within the study area could be identified as one identifiable whole. The buildings would permit the latitude for individual architectural expression.

## **5) Key Criticism**

One of the major key criticisms of the 2003 Development Framework came from a Space Syntax model which was commissioned in 2004 by Ethekwini Municipality to analyze the Point Development Framework. The model tests pedestrian and vehicle accessibility which are critical elements in the economic success of any regeneration strategy. The model suggested the following:

- 1) The link from Escombe Terrace through to Bell Street would have contributed in improving the linkage between the city and the Point Waterfront.
- 2) The Architectural Department was concerned with the potential exclusivity of the waterfront edge. It proposed that the edges of Browns and Camperdown Road should be activated in order to encourage pedestrian interaction and by doing so stimulate movement to and along these routes.
- 3) The canal was said to be poorly accessible and will therefore experience low volumes of movement. It was suggested that unless major attractions were placed along this route to stimulate movement it was highly unlikely that the public waterway would be vibrant. Movement seeking retail land uses should be placed in more accessible locations where there would be higher pedestrian traffic.

- 4) The framework proposed retail and commercial land uses on the ground floor. The finding suggested that the spreading of these activities would disperse rather than concentrate the movement along accessible routes (Horner,2008)

**Outcome:** The 2003 Development Framework Plan was approved and it superseded the 1997 plan.

### **c) The Evolution of the Plan- Option S (2007-current)**

The Development Framework has gone through numerous revisions from 2003 to date. This was due to two main processes i.e. the technical process which the framework has evolved through detail design and the Environment Impact Assessment which after many years, having presented numerous options has received approval for Option S in February this year.

Many of the amendments to the plan have occurred to the parcels of land surrounding the proposed Small Craft Harbour (SCH). The shape of the north groin and harbour arm has significantly changed the design. There were two main reasons for the change, firstly there was the confirmation of the harbour widening which involved a change in the harbour arm design and secondly the creation of a new north groin to avoid developing on Vetches Pier which changed the shape and design of the SCH. The areas identified for hotel sites have changed from the previous framework as a result of an agreement between city and the urban planners, it was agreed that the beach directly in front of the hotels should be enlarged. The central located precincts within the 2003 Development Framework Plan has not changed. Fundamentally the principles and vision of the 2003 Development Framework has been retained.

#### **1) Background**

The many frameworks produced over the past decade for the Point, Option S is considered to be the one that has the greatest degree of stakeholder and municipality involvement. In particular the Ethekewini Municipality was very influential in developing Option S where previously they had been silent in the design process. The Municipality had particular concerns in regard to the proposal and a series of meetings were held and a revised proposal emerged out of these discussions. In essence the following design issues were amended such as the repositioning of the proposed hotel from the base of Vetches Pier to the inside of the SCH, the creation of more space for beach activities, the proposed hotel sites along the beach edge which should respect the erosion line and setback line and a review of the building heights to allow a scaling back of height from the beach to the central canal, all of which has

now given rise to the latest Urban Design Framework for the Point waterfront. As indicated above, the majority of the 2003 Point Development Framework remains intact; it is only the portions along the beach and the proposed SCH that has been amended from time to time. Option S at present is the current approved framework. This is the final framework for the Point waterfront as precincts have been delineated for detail design and will be submitted for approval within the coming months. Construction for this phase is anticipated to begin within the next two years.

## **2) Design Philosophy**

The framework is based on extending the historical grid and maintaining the visual and physical corridors to the Bluff Headland and the city, therefore when addressing the concern that the development should respect the erosion and setback lines, the approach adopted by the urban planners is to not rigidly respond to these structural elements but rather through a deliberate design process, structure the interface by creating a crescent shaped promenade that creates a more meaningful space with the beach and promenade. The position of the hotel within the harbour would impact on the position of the proposed lock and canal linkage therefore in order to achieve the canal linkage required; the land area of the hotel site was reduced and moved further seaward to create an inner basin. This unique setting will give rise to an iconic hotel within the SCH. The stacking of heights for the hotel sites created a lower building height along the beach interface which assisted in reduced shadows over the beach zone. The hotel buildings will still achieve their original heights however the highest portion of the buildings will be towards the central canal (See Figure 66).

## **3) Urban Design Framework**

The internal working of the SCH has been technically engineered to accommodate large and small visiting craft. A soft and hard launch is proposed to assist with boat launches. The promenade widths have been increased which varies from 20 metres at its widest portion to a minimum of 12 metres at certain parts. The promenade connects with a series of public spaces which offers a unique experience and public interface with the SCH. Retail activities will spill onto these spaces which are expected to be highly active and vibrant. Fish Market Square, located close to the lock presents an ideal opportunity to sell fresh fish and other seafood directly off the boats onto a designated public market area.



SOURCE: IYER ROTHHAUG COLLABORATIVE, SMALL CRAFT HARBOUR-ADDENDUM 4: OPTION 5, 2007, P23

### ACTIVITY PATTERN

- |  |  |
|--|--|
| <span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> RESORT / RESIDENTIAL | <span style="display:inline-block; width:15px; height:15px; background-color:green; border:1px solid black;"></span> CONSOLIDATED CLUBS          |
| <span style="display:inline-block; width:15px; height:15px; background-color:purple; border:1px solid black;"></span> RETAIL / RESIDENTIAL | <span style="display:inline-block; width:15px; height:15px; background-color:lightgreen; border:1px solid black;"></span> OPEN SPACE / PROMENADE |
| <span style="display:inline-block; width:15px; height:15px; background-color:red; border:1px solid black;"></span> MIXED USE / RESIDENTIAL | <span style="display:inline-block; width:15px; height:15px; border:1px solid black; border-style:dashed;"></span> VEHICULAR ACCESS               |
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> HARBOUR RESIDENTIAL  | <span style="display:inline-block; width:15px; height:15px; border:1px solid black; border-style:dotted;"></span> PEDESTRIAN ACCESS              |
1. PUBLIC BEACH
  2. SAFE SWIMMING
  3. LEARNER SURFING
  4. SNORKELING ZONE
  5. PROMENADE
  6. GREEN AMPHITHEATRE
  7. PUBLIC SPACES
  8. NEW BREAKWATER
  9. LOCK / LINK TO CANALS
  10. LARGE BOAT AREA
  11. BOAT MOORING
  12. SOFT LAUNCH
  13. HARD LAUNCH
  14. SAFE SCHOOL ENTRANCE



SOURCE: IYER ROTHHAUG COLLABORATIVE, SMALL CRAFT HARBOUR-ADDENDUM 4: OPTION 5, 2007, P22

### PROPOSED HEIGHTS

|   | NO OF STOREY                  | TOTAL BUILDING HEIGHT ENVELOPE |
|---|-------------------------------|--------------------------------|
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow;"></span>     | 1 STOREY                      | 4.5m                           |
| <span style="display:inline-block; width:15px; height:15px; background-color:orange;"></span>     | 2 STOREY                      | 9.2m                           |
| <span style="display:inline-block; width:15px; height:15px; background-color:red;"></span>        | 3 STOREY                      | 12.7m                          |
| <span style="display:inline-block; width:15px; height:15px; background-color:purple;"></span>     | 4 STOREY                      | 19.2m                          |
| <span style="display:inline-block; width:15px; height:15px; background-color:green;"></span>      | 5 STOREY                      | 22.7m                          |
| <span style="display:inline-block; width:15px; height:15px; background-color:lightgreen;"></span> | 6 STOREY                      | 26.2m                          |
| <span style="display:inline-block; width:15px; height:15px; background-color:darkgreen;"></span>  | 8 STOREY                      | 33.2m                          |
| <span style="display:inline-block; width:15px; height:15px; background-color:darkred;"></span>    | 10 STOREY                     | 40.2m                          |
| <span style="display:inline-block; width:15px; height:15px; background-color:darkpurple;"></span> | 12 STOREY                     | 47.2m                          |
| <span style="display:inline-block; width:15px; height:15px; border:1px solid black;"></span>      | 20 STOREY                     | 75.2m                          |
| <span style="display:inline-block; width:15px; height:15px; border:1px solid black;"></span>      | STRUCTURED PARKING- 3 STOREYS |                                |



SOURCE: IYER ROTHHAUG COLLABORATIVE, SMALL CRAFT HARBOUR-ADDENDUM 4: OPTION 5, 2007, P73

### AMENITY AND SOCIAL PLAN

- SURFING**
  - SURFING – 15-20 YOUNGSTERS
  - SURFING – 30-40 LEARNERS
  - SURFING SCHOOLS 130 GIRLS, 40 BOYS
  - KITE SURFING / WIND SURFING: VARIABLE
- SWIMMING**
  - NIFFER LIFESAVERS
  - BODYBOARDERS (4-10 YR OLDS, 10-12, 15-20)
  - SWIMMERS (YOUNG)
- DIVING**
  - DIVERS ACCESS
  - DIVERS (SCHOOLS) 6-8 DIVERS, 3-5 DIVERS
  - DIVERS (INDIVIDUAL) 6-10 DIVERS, 2 DIVERS, 6 DIVERS
- NON-MOTORISED CRAFT**
  - PADDLING (SKIS, FISHING SKIS)
  - SAILING (MULTIPLE CRAFTS) 30-40 VARIABLE NEED SPACE
- MOTORISED CRAFT**
  - SKIBOATS 2,3,4,5 ONGOING 8, 10+
  - SKIBOATS INTERMITTANT EARLY MORNING
- FISHING**
  - FISHERMEN



**Figure 66: Option S:  
Development Framework  
:2007- Primary Layers**



|  |                 |               |                                   |
|--|-----------------|---------------|-----------------------------------|
| SCALE:   | DRAWING NUMBER: | DATE:         | SOURCE:                           |
| N.T.S  | 009/FIG 66      | 01 MARCH 2009 | IYER ROTHHAUG COLLABORATIVE, 2007 |
| NOTES:   |                 |               |                                   |
| <small>1. All areas and dimensions are approximate.<br/>         2. The final development and height envelopes should be determined in consultation with the relevant departments of the municipality.<br/>         3. This drawing is purely for the purposes of general information and should not be used for any other purpose without prior written permission from the author.</small> |                 |               |                                   |

The urban square located adjacent to the consolidated clubs is an attractive space that offers a scenic view at the termination of Mahatma Gandhi Road. Vehicular traffic has been prohibited along the promenade except for emergency vehicles. Access to the iconic hotel will be through a super basement which will be constructed for areas designated for hotel use as well as the sites along the SCH interface. This would enable an uninterrupted flow of pedestrian movement along the promenade (See Figure 67)

### **3) Activities**

A retail centre of 40000m<sup>2</sup> is proposed for the areas adjacent to the Ushaka Theme Park i.e. Camperdown Road. The centre will accommodate popular retail anchors and will be a combination of entertainment and a shopping complex. This centre will be unique as it will be the only shopping centre in South Africa that has a beach and canal interface at either end. It is based on an urban grid which will have a series of bridge connections that will connect to all parts of the site including Ushaka. The hotels will be located above the retail centre and will be the only hotels in Durban that directly fronts onto a safe bathing beach.

Previously the sites along the SCH were identified for residential use. These sites are now been identified for mixed use development. The harbour arm within the inner basin has been reconfigured. It is now much smaller than the previous proposal. The new harbour arm will be solely developed for residential use in accordance with the Natal Ports Authority (NPA) guidelines which states that no other activity beside residential will be permitted. This will create a unique high quality residential precinct with spectacular views of the city, Bluff and harbour.

### **4) Amenity and Social Provision**

The framework accommodates all present day activities. The framework has in fact improved the beach amenity. The diving groups are accommodated within the proposed snorkelling lagoon with improved access to Vetches Pier. The non- motorised and motorised craft are accommodated within the SCH with hard and soft launch facilities. The boat club has been consolidated into one area which is dedicated for the watersport activities.



1. SMALL CRAFT MOORING
2. NEW PROMENADE / URBAN SPACE
3. KEY URBAN SQUARE
4. MIXED USE RESIDENTIAL
5. RESIDENTIAL
6. BOAT RAMP / LAUNCH
7. CONSOLIDATED CLUB
8. LARGE BOAT MOORING
9. LOCK
10. DEEPWATER CANAL
11. NEW FEATURE RESORT
12. RESORT ZONE
13. DUNE / LANDSCAPED EDGE
14. SAFE BATHING / LEARNER SURFING
15. GENERAL BEACH / RECREATION ZONE
16. SNORKELLING LAGOON
17. INNER BASIN RESIDENTIAL CANAL
18. TIMEBALL SQUARE
19. EXISTING CANAL
20. TIMEBALL BOULEVARD
21. NEW NORTH PIER
22. SCH ENTRANCE
23. NEW SCH BREAKWATER
24. USHAKA MARINE PARK
25. NEW ARTIFICIAL SCH BEACH / SOFT LAUNCH
26. FISH MARKET SQUARE



View showing Proposed Small Craft Harbour



View showing the consolidated club building framing a key urban space.



A night view showing the iconic hotel located within the inner basin of the SCH.



Figure 67: OPTION S-2007 Development Framework



|   |                               |                        |                   |
|---|-------------------------------|------------------------|-------------------|
| SCALE:<br>1: 2500   | DRAWING NUMBER:<br>009/FIG 67 | DATE:<br>01 MARCH 2009 | SOURCE:<br>AUTHOR |
| NOTES:<br><small>1. All sites and boundaries are approximate.<br/> 2. The final layout is subject to the relevant council's approval and subject to change. Every effort is made to ensure the accuracy of the drawing however the author does not accept any liability or responsibility for the information contained on this drawing.<br/> 3. The drawings are provided for the client's reference and are not to be used for any other purpose without the written consent of the author.</small> |                               |                        |                   |

The DPDP boundary ends at the harbour arm and therefore DPDC have no jurisdiction as to the use of this area. The NPA will determine if they will accommodate the fisherman on the new pier. At present the harbour widening project is completed with the old harbour arm removed.

In addition to catering for the existing uses, Option S has created a new set of opportunities such as the creation of a widened beach, a secure public promenade, boating and mooring facilities and improved beach amenities. The framework presents a variety of experiences as a person walks along the promenade from the west at Ushaka to the east at the hard launch.

**Outcome:** Option S was approved and it superseded the 2003 Development Framework plan.

### **4.5.3. PLANNING PROCESS AND INSTITUTIONAL ARRANGEMENTS**

#### **a) Precinct Plans**

In order to release strategic components of the framework, precinct plans is developed by the primary developer and submitted to Council for formal approval. No site will be sold unless a precinct plan is prepared. The precinct plan indicates detailed design guidelines, site development parameters and specific development requirements. Any and all development is subject to a precinct plan. This plan is a statutory plan as it gives developers and council specific guidelines in order to evaluate development on a site by site basis. Thus far out of the six precincts originally identified, three have been submitted and approved. These are Precinct 1- The central portion within the Point study area, Precinct 3 – the historic zone along Mahatma Gandhi Road and Precinct 6- currently Ushaka Marine World's temporary parking areas. The balance is currently being developed and will be submitted for approval towards the end of 2009.

#### **b) Point Development Guidelines & Design Review Process**

The monitoring and management processes above are divided into two categories namely: "Tool" which is the Development Guidelines and "Process" which is the Design Review in order to manage the Point development.

**Tool:** The Development Guideline Manual sets out the design directives, requirements, intentions and guidelines in terms of the individual sites to be developed. The manual serves

as a guideline and does not aim to stifle the creative merits of individual designers without compromising the overall integrity of the Point. The Development manual forms part of the sales agreement and is binding on all purchasers. The manual covers all aspects of the framework such as the rights and the plan process, architectural coding i.e. materials, colour, textures, heights, signages, landscaping and security. It also covers the Design Review Process. All designs are subject to a design review.

**Process:** The Design Review Panel (DRP) made of individuals from the Council and the team such as the urban planners, architects, engineers who scrutinize the proposals in order to ensure that it is in keeping with the overall vision for the Point. The final approval is authorised by the municipality and the DRP has no authority to approve plans but rather comment on the design. Once they are satisfied with the plans it is then forwarded for approval. Thus far the design review process has been highly successful. It is seen as an efficient tool in ensuring the overall vision is maintained. It has been so successful that the process has been rolled out to other catalytic projects within the municipality.

### **c) Environmental Process and Public Participation**

Over the past six years the Point project has undergone an Environmental Impact Assessment (EIA). The application was controversial as there have been numerous objections to the establishment of a SCH. The EIA presented a number of options over the years and this has finally led to the presentation of the final option, Option S. Numerous issues were raised in regard to all the specialists study. The EIA has considered all these issues and has provided specialist response and mitigation measures were required. The main objection was the removal and relocation of the water sports clubs and the existing activities. The clubs suggested that the current uses cannot be accommodated within the SCH. They suggested the SCH would not be able to accommodate boat tacking in and out of the SCH. They preferred no development on the seaward side. The 2003 framework indicated development on Vetches Pier whereas Option S established a new groin and did not propose any development on Vetches Pier however there was still a public perception that Vetches Pier will be developed on which will have dire ecological consequences.

The public participation component was held within the EIA process. Numerous workshops and open day events was held. This was an open visitation for all stakeholders. Each specialist presented their component and questions were posed to the consultants. City representatives attended and participated in the debates. The project frequently appeared in the newspapers which informed public as to the status of the project. All documents were contained either in

a digital form on the web or in a hard copy at the libraries. This ensured that the community could readily access and participate in the workshops. The EIA process conformed to all legislative requirements and the prescribed number of workshops and public interactions were in accordance with EIA requirements.

The KwaZulu-Natal Department of Environmental Affairs (DAEA) granted conditional approval in February 2009 for the establishment of a SCH as long as certain conditions they prescribed were met. Most of these conditions were technical mitigation measures during construction. The main key issues pertaining to the Option S framework are summarised below:

- 1) Any future environmental issues that arises during the project lifespan must be forwarded to the department for approval;
- 2) The development must be audited on an annual basis during the operational phase;
- 3) The colour of materials used should blend in with the surrounding context to minimise any visual impacts;
- 4) All buildings must comply with the municipalities policy in regard to height and shading;
- 5) The developer must ensure that there is an adequate mix of retail, residential, office and entertainment within the proposed development;
- 6) The developer must comply with the Civil Aviation Authority for any buildings within the flight path;
- 7) No boat cleaning or repairs will be allowed within the SCH;
- 8) The DPDC must ensure that the municipality provides the development with adequate transport network to cater for the increased traffic expected in the Point Precinct; and
- 9) The developer must ensure that the employment opportunities are given to local residents first in the aim of further improving the rejuvenation of the Point Precinct. (For the complete Record of Decision (ROD) see Annexure 3.)

#### **4.5.4 KEY ISSUES OF OPTION S**

The following key features, design criteria have been abstracted from Option S. These will be compared with the key issues of the past planning proposals in order to determine if the current plan has responded to the earlier design principles proposed for the Point development. This evaluation will occur at the end of this chapter;

**a) Urban Design and Planning Parameters**

- 1) Option S is based on a pedestrian, people friendly development rather than a car dominated environment;
- 2) It promotes a high quality development and allows for individual architectural expression;
- 3) It encourages mixed use that aim's to create a 24 hour live, work and play environment;
- 4) The use of natural and man made elements such as a navigable canal and urban spaces to create a special and unique place for people;
- 5) A development predicated on safety, by ensuring the precinct is monitored by a special police tasked to monitor the precinct as well as CCTV cameras to ensure a 24 hour surveillance;
- 6) The framework retained the historical grid and buildings as well as the views to the Bluff, City and Harbour;
- 7) Option S proposed a wide safe bathing beach to add to the amenity of the area;
- 8) Specific architectural guidelines such as the stacking of heights to limit shadows and massing along the beach interface was proposed;
- 9) A wide promenade that extends from the Golden Mile through to the harbour, ensures a constant active pedestrian flow along the beach interface;
- 10) A small craft harbour which accommodates both small and large boats and a range of other water sport activities;
- 11) The creation of a series of important public spaces such as a Fish Market Square and urban squares which add to vibrancy of this area;
- 12) A retail centre which has the beach at one end and the canal at the other which will primarily serve the local residents;
- 13) The accommodation of existing and the creation of new improved beach amenities for all water sports users;
- 14) Option S proposes a variety of experiences along the length of the waterfront to attract local residents as well as tourists;
- 15) The use of water based taxi's to add to the charm and character of this area;

**b) Process & Tools**

- 1) A project which has a high level of stakeholder engagement particularly city's involvement in the design of Option S;

- 2) A successful precinct plan process, which identifies and releases strategic precincts for approval and implementation;
- 3) A Design Review process which ensures the development is in keeping with the vision. The Design Review allows a degree of flexibility for architects to express their individuality in the design without compromising on the urban design guidelines;
- 4) The introduction of a Development Manual to successfully guide development with a common theme and branding for the entire Point project; and
- 5) An EIA which presented a series of options but ensured participation occurred at all levels in accordance with legislation for a project of this scale.

## **4.6 PROJECT –CURRENT SITUATION**

### **a) Renewal in Action**

A series of pictures was taken in April 2009 (See Figure 68) within the Point study area i.e. the primary and secondary zones. Plates 2, 3 and 6 indicate some of the new buildings constructed as well as the public realm changes that have occurred over the past five years. These buildings frame the canal and were one of the first buildings built around 2005. They have served as catalysts and assured investors that the Point is a viable project and since then the area has gain development momentum. There has also been some private sector response particularly along Mahatma Gandhi Road which has responded to the public sector changes within the area (See Plate 12).

Various listed buildings have started to show signs of redevelopment and the renewal as spread along Mahatma Gandhi Road (See Plate 7, 8 and 9). Previously dilapidated buildings have undergone massive renovation such as the buildings along Escombe Terrace were they now are occupied by offices. Their values have increased substantially after the renovation with some of the buildings being sold for more than R2 million (See Plate 4). The area has introduced gateway elements along Timeball Boulevard and at the entrance of the precinct along Mahatma Gandhi Road (See Plate 2 and 10)



Figure 68- Photo Analysis: Renewal in Action (Source: Author)

## **b) Land Sold and Developed-2009**

Approximately 50% of the Point Development project has been sold. Figure 69 indicates the land sold which predominantly lies within precinct 1. All land in precinct 1 has been sold, 185 000m<sup>2</sup> of bulk. This precinct consists of 17 mixed use developments consisting of residential apartments, offices, hotels and retail outlets with the residential component selling at an average price of R18 000m<sup>2</sup>. By May 2009 about 90% of the completed 500 residential apartments had already been sold. The initial focus was driven by strong residential demand but now it has shifted to retail and office space particularly on ground floor enjoying canal frontage (Tulleken, 2009, p122).

The areas to the north of the development, indicated in orange i.e. the "seaward side" will be released in late 2009 to the market. These are key precincts within the development. The areas indicated in green are for sale and are currently available for development. The areas indicated in purple, a portion of which lies within the reclamation area will be released for development within the next few year's as well as the parcels of land fronting the Ushaka Theme Park which will serve as additional parking reservoirs.

## **c) Land Value Profile-2009**

The land value profile is one indicator of the changing condition within the study area. Beside the normal land value escalation over the years it can serve as an indicator to the changing land patterns, whether this is directly related to the Point Development that has to be determined but there has been a significant change from the original land value when compared to the current profile. The major change has occurred along Mahatma Gandhi Road from the Central Business District to the Point where the land values have risen between R3000 to R3500 per m<sup>2</sup>. We have to assume that the Point has contributed in part to the change in land value profile particular the areas surrounding the development. This can be further substantiated in regard to the primary and secondary assessment above as it has demonstrated the level of renewal that has occurred over the past five years which has changed the character within this area.



## d) Project Phasing

The project plan (Figure 69) indicates when the land along the "seaward side" is likely to be developed. Currently the precinct plans are being developed and will be submitted for approval. Once approval is granted the land will be sold. The plan indicates the various phases in the project cycle. Phases 4B(i) and 4B(ii) is anticipated to be developed in 2011, followed by Phase 4A, 4B(iii) and 4D to be developed around 2012 and the reclamation phase (4C) is anticipated to be completed by 2015. Phase 4 is seen as a critical phase for the Point project as it involves a high level of engineering and design co-ordination but most importantly it is critical to the success of the Point development as it involves key uses, some iconic being developed within this phase.

## 4.7 CRITICISMS & APPRAISALS

The Point Development Project has been highly criticized. Some of the criticisms were tabled at the EIA workshops whilst others have been recorded in newspaper articles and journals. The table below summarizes the key criticisms and appraisals for Option S.

| CRITICISMS  | APPRAISALS  |
|---|---|
| 1) The project will create a loss of public access and amenity.   | 1) A local businessman who had lived in the area for more than 13 years had seen crime decreased since the development had started. This was due to many run-down buildings being revamped and occupied. (Makhathini, 2008)                                     |
| 2) It will create a loss of existing activities and facilities;   | 2) The Acting Head of the Agriculture and Environmental Affairs Department said, "the new harbour development would create and "iconic identity" for the city, helping to improve the financial viability of the overall Point Development Project, "the devel  |
| 3) It will create a potential loss of cultural heritage. It was seen that Vetch's pier was regarded by the people as a heritage of Durban.  | 3) Greg Cryer, director of Key Developments, stated that, "The SCH is critical to the success of the Point Waterfront development. The sense of arrival from the sea could put Durban into the same league as other major cities around the world which have re |
| 4) The proposed reclamation was considered not legal.   | 4) Keith Wakefield of Wakefield's believes, "If our Waterfront is to be successful, exciting and a catalyst for the regeneration of the city precinct around it, it's urgent that the shopping element and the active edge be developed as soon as possible" (S |
| 5) If the proposal received government sector approval such as the Department of Environmental Affairs.   |   |
| 6) If the proposal has been through the Town Planning Department and if it is in keeping with the Special Zone controls such as heights and bulk.   |   |
| 7) The potential ecological impact of Vetches Pier and the Limestone Reef that surrounds the development.   |   |
| 8) The displacement of the existing clubs and their future at the Point.  |   |
| 9) The economic and financial viability of the Small Craft harbour.   |   |
| 10) The perception of safety and crime by locals as well as international tourists who travel through this area (The Mercury, May 20, 2009).  |   |
| 11) The location of the waterfront, Durban should have located its waterfront along the stretch from Wilson's Wharf to the base of T-Jetty rather than at the Point (The Mercury, May 20, 2009).  |   |
| 12) The National Environmental Affairs Department had raised objections to the development in particular if it is in harmony with the Integrated Coastal Management Bill which aims to protect the integrity of the coastal landscapes and seascapes (Carnie, 2 |   |
| 13) The Chairman of the Durban Paddle Ski Club claimed that political pressure was being exerted on the Environmental Affairs Department to authorize the project (Carnie, 2008).   |   |

**Table C- Option S: Criticisms and Appraisals**

#### **4.8 EVALUATION OF THE CASE STUDY (DPDP)**

Chapter 3 has identified key performance criteria in order to determine the success of waterfront developments. Table D on page 133 provides an evaluation of the Point Waterfront development against these criteria to determine whether the Point Waterfront would be successful, partially successful or not successful based on the full research.

The criteria highlighted in red denote the high level of occurrence determined during the precedent research. The colour coding reflects a green block, which signifies good, yellow which symbolises average and red which indicates a poor chance of the Point waterfront being a success. The analysis revealed that the Point Waterfront is likely to succeed as an urban renewal strategy. This was determined by the consistent green blocks for most of the criteria. The block highlighted in red that suggested the Point did not seem to have a business model due to market fluctuations would not necessarily suggest a failure of the Point waterfront as this project had one of the longest EIA process's coupled with a global recession would have crippled most projects. The Point managed to survive during this turbulent time.

In regard to the second block highlighted in red, the Point would have definitely benefitted from an additional vehicular linkage into the city; however this should not suggest a failure of the project particular since the DPDP provides for additional pedestrian linkages such as a continuous promenade which connects with the areas along the beach. It's also worth mentioning that Option S have matched if not surpassed the past planning key design recommendation for the area. The Point has catered and enhanced some of the "non negotiable design criteria" for this area such as promoting a 24 live, work and play precinct, the promotion of a mixed use environment, the creation of public spaces, retention of the existing buildings, the establishment of a Design Review Committee and the enhancement of the views to the Bluff and harbour. In essence whilst the design has evolved the core principles in developing the DPDP have remained.

Based on the criteria analysis below, it suggests that the project and the plan are likely to succeed as an urban renewal project. However this cannot be the only barometer to evaluate success particularly due to the project being highly criticised from the start. The research will evaluate some of the main criticisms against the Point including key findings from the interviews, both from the experts and the public. The full report of the interviews recorded verbatim will form part of Appendix 1 and 2. Once all this data is analysed, the final position for the DPDP will be established.

Table C on page 131 has provided criticisms and appraisal for this project. Under the criticisms column, points numbered 1 to 8 are unfounded due to a lack of knowledge and understanding of the

KEY PERFORMANCE CRITERIA TO DETERMINE WATERFRONT SUCCESS: POINT WATERFRONT EVALUATION

| CRITERIA  | COMMENTS   | WHAT DOES THIS MEAN FOR THE POINT WATERFRONT LIKELY SUCCESS ? |         |      |
|---|--|---|---------|------|
|   |  | GOOD  | AVERAGE | POOR |
| <b>1. INSTITUTIONAL LEVEL</b>   |  |   |         |      |
| 1.1 Ongoing local government and municipal support  | Local government and municipal support was initially limited, and slow in the project inception however over the past four years municipality has been very committed to the Point project, from a technical as well as management side, they have played an active role in steering this project forward.   | GOOD  |         |      |
| 1.2. Public support /participation in the project from an early stage.  | The Point Project has been through all the necessary statutory requirements. i.e. EIA with public participation workshops, seminars, advertising etc. however due to the nature of this project it will always be criticised that more participation should have been done. From the start, the Boating Club have been the main organisation against the development. There have been general public support for the development.  |   | AVERAGE |      |
| 1.3. Promoting and defining Public and Private partnership roles and responsibilities early on in the project   | City teamed up with Tongaat Hullet Developments early on to develop and manage the Point Development. This has been a very successful partnership with Mr. Neels Brink managing the project. Since then, Neels Brink continues to manage the development but under a new company , Laurusco developments. The relationship between the private sector and city still remains.  | GOOD  |         |      |
| <b>2. PROCEDURAL LEVEL</b>  |  |   |         |      |
| 2.1 Creation of a Master plan/Development Framework to guide the overall development vision.  | A 2003 Development Framework was approved and now has been superseded by Option S. It has been very successful in guiding the Point project thus far.  | GOOD  |         |      |
| 2.2. Ensuring that the development has an appropriate monitoring mechanism e.g. Design Review Committee.  | Before city approves any plan for the Point Waterfront, the plans go through a Design Review Panel; which monitors, comments and approves all developments in accordance with the framework and precinct plans. City representatives and members of the professional team sit on the panel.  | GOOD  |         |      |
| 2.3. A realistic business plan that is flexible due to market and economic fluctuations to guide public and private spending.                                   | The Point suffered during the period 2005-2009 awaiting for an EIA approval, coupled with a dip in the market as well as a global recession it is assumed that Point Business Plan didn't seem work. It was left to the market to play out and hope for a revival. This is based on the depreciating sale prices of apartments during this time and the general development progress of the point.   |   |         | POOR |
| 2.4 Ensuring that the development embraces the principles of sustainability i.e. limited, no or mitigated environmental and socio economic impact.              | A project of this nature, especially reclamation is always going to have environmental impacts however the EIA has demonstrated that any environmental social impacts will be mitigated in the construction phase.   |   | AVERAGE |      |
| 2.5 Learn from past experiences, lessons from previous developments and ensure that the same mistakes are not repeated. Research and Planning is important      | In the development of the 2003 framework research was undertaken which looked at various precedents in order to learn from past experiences of waterfront developments. A recent study also compared the Point waterfront with various other waterfronts to determine the mix of uses, the amount of retail, residential and offices proposed.   | GOOD  |         |      |
| <b>3. SPATIAL/PLANNING LEVEL</b>  |  |   |         |      |
| 3.1 Integration into the city fabric. Ensuring the development is connected and integrated to its surroundings in a meaningful way.                             | The research has revealed that there was an important linkage which never materialize. This would have improved connections back to the city (From Escombe Terrace through Ushaka ) At present Mahatma Gandhi Road is the primary route into the Point. An additional route would have served to increase the connectivity.  |   |         | POOR |
| 3.2 Development must provide public access. People must benefit and have continuous access to amenities provided. Must not exclude.                             | Option S provides a public promenade and urban spaces. All important land uses are located along these major public spaces.  | GOOD  |         |      |
| 3.3 An appropriate mix of uses must be provided to add to the vibrancy and active nature of waterfront developments e.g. retail, residential, entertainment etc | Option S proposes a retail centre, hotels, residential, offices, ground floor retail shops and an entertainment areas.   | GOOD  |         |      |
| 3.4 Multimodal corridors which include bicycles and walkways are encouraged.  | Although not specifically identified, the promenade can cater for all modes of people movement.  |   | AVERAGE |      |
| 3.5 Enhancing and maintaining visual corridors.   | The stacking of heights, opening of view portals and retaining the historic grid have all been respected in order to ensure visual corridors are maintained. These are also controlled in Design Review.   | GOOD  |         |      |
| 3.6 Ensuring the development has its own identity, uniqueness and based on its context. Should not replicate another development.                               | The development maximises on its context and takes full advantage of the ocean, harbour and city interface.  | GOOD  |         |      |
| 3.7 The development must provide an enabling environment for private sector response. This is essential for the wider renewal of the development precinct.      | Although the project is relatively new in waterfront terms, renewal of the wider district has already started occurring, public sector response to the public realm along Mahatma Gandhi Road has stimulated private sector initiatives.   | GOOD  |         |      |
| 3.8 Retention of the existing historic fabric (if applicable) but enhancing aesthetically.  | This has been controlled by Amafa as well as the Design Review Panel. The historic buildings, façade have been respected.  | GOOD  |         |      |
| 3.9. Provision of a variety of housing options for the different segments of the market.  | Waterfront developments in general incur high development costs, typically because of their location and the types of uses proposed naturally favours one segment of the market. Whilst the Point does not cater for different segments of the market, the development doesn't exclude anyone and all the amenities are available for the public to access. The areas surrounding the Point is a middle income area which has benefited from the close relationship with the Point Waterfront. |   | AVERAGE |      |
| 3.10. The creation of catalysts/multiple uses to attract people to the development and stimulate further renewal.   | The Point Waterfront itself is a catalyst with its multitude of uses, individual iconic uses proposed are a 40000m2 retail centre, The Ushaka Marine World which forms part of the Point Precinct, Small Craft Harbour with large and Small Boat exhibition areas and the historic quarter.  | GOOD  |         |      |
| <b>4. PHYSICAL LEVEL</b>  |  |   |         |      |
| 4.1 High quality public realm -street furniture, lighting, paving, landscaping, gateway elements.   | The Point development thus far has a high quality public realm with street furniture and gateway elements.   | GOOD  |         |      |
| 4.2. Building interface response -ensuring the buildings relate to active edges.  | This is controlled via the precinct plans and the Design Review Panel. Thus far this has been managed successfully.  | GOOD  |         |      |
| 4.3 Non Prescriptive architecture- architecture that is non prescriptive adds character and prevents monotony.  | The precinct plans serve as a guide to developers and during Design Reviews there is flexibility in the architecture. Generally the architecture is non prescriptive but controlled in a manner not to detract from the overall vision for the Point.  | GOOD  |         |      |
| 4.4. A continuous and linked public promenade that ties the development to its context.   | A promenade that links with the Golden Mile, through Sun coast, Ushaka and back to the Point Development is currently being developed.   | GOOD  |         |      |
| 4.5 Social and public spaces for people to interact- events spaces, parks etc.  | Spaces such as Fish Market Square, where fresh fish would be sold, spaces fronting onto a Small Craft Harbour to view boats, Timeball Square are all spaces created for public use.  | GOOD  |         |      |
| 4.6 A safe and secure environment, visible policing, security cameras that locals and tourists feel safe and secure.  | The Point has been monitored by a special Point Police which operates within the precinct. It was recorded that crime had significantly dropped on inception of this unit. The precinct has CCTV cameras throughout.   | GOOD  |         |      |

Table D: Point Waterfront Evaluation against Performance Criteria

project and the plan. These criticisms were tabled in the EIA and this document has provided mitigation measures for these arguments. In August 2009, the MEC for Agriculture, Environmental Affairs and Rural Development indicated that the appellants appeal did not have any merit and that Option S and the EIA has sufficiently addressed all issues. He upheld the EIA Record of Decision dated 13<sup>th</sup> February 2009. Points 9 and 10 had merit. The financial viability of the SCH as with any development had a certain degree of risk but for the City of Durban, the SCH was perceived to play a major role in the tourism sector. The location, climate and people make this development very popular and feasible. As Greg Cryer stated, "the SCH is critical to the success of the Point Waterfront development. " The sense of arrival from the sea could put Durban into the same league as other major cities around the world which have recognizable iconic structures such as the Sydney Bridge in Australia (Schauffer, 2007, p 38-39). The Acting Head of the Agriculture and Environmental Affairs Department said, "the new harbour development would create an "iconic identity" for the city, helping to improve the financial viability of the overall Point Development Project, "the developers by arriving at Option S, have mitigated the loss of a portion of the beach for beach activities and thus mitigated some of the social issues associated with such beach activities"

It is remarkable that the pattern and trends of the plan as well as the project are very similar to the experiences highlighted in some of the precedent case studies. These projects are consistently unearthing the same type of issues i.e. public support, participation, connectivity and integration. It would seem that new waterfront developments should take cognisance of these issues however they may be other circumstances or factors that create these unavoidable situations. In the Point Waterfronts case, it has been a difficult process to get public support especially since the public is determined that under no circumstances would they support the development. The Point is following the same development trajectory as Baltimore, Boston, and Toronto where it is too early to achieve the ultimate vision as well as determine absolute success of the project.

A series of interviews were conducted with business's within the Point study area and most of the respondents have suggested that the areas towards Gillespie Street, adjacent to the wheel shopping centre is unsafe, riddled with crime and definitely plays a major role in the Points success or failure. They also stated that the area is troubled by vagrants who bother tourists and customers during the day. In the specialists interviews Neels Brink, Ken Davies, Gary Kimber and Jeff McCarthy indicated that this would certainly pose a threat to the success of the Point Waterfront unless something is done immediately to make this area safe again. Jeff McCarthy, a Development Economist stated that, "If you can't get upper and middle class people, especially women to go into the Point because they feel unsafe, how can you sell high end properties there, that's going to be the challenge." He suggests a people neighbourhood watch could assist tremendously in improving this area's image, over and above the community policing. A similar approach was tried in New York which was a great success.

Neel's Brink of Laurusco Developments the primary developer of the Point Waterfront stated that, "the areas out of DPDC control has to be dealt with by city, but he feels that if there is enough critical mass in the area which will reduce the perception of the area being unsafe". Ken Davies , a Property Market specialist stated, "A lot of people won't go the Point in the night, the city needs to get the crime under control but primarily its getting to the Point that makes many people nervous."

There has been a criticism that the SCH should have been along the stretch of Victoria Embankment. The question was posed to Nathan Iyer of Iyer Urban Design Studio, the lead planners of the Point Waterfront Project, he indicated that Victoria Embankment is constrained by two factors, firstly, it is within a working port and therefore it is limited from an expansion point of view and secondly the transport infrastructure roads and railway limits integration with the waterfront and city. He added that Victoria Embankment can only be a one dimensional waterfront e.g. V and A waterfront in Cape Town which is a port waterfront whereas the Point with the inclusion of Ushaka, beach and canal has a larger offering than Victoria Embankment. He did state that it is not wrong to pursue a waterfront in Victoria Embankment however it was about urban renewal which was the basis for the Point Development.

In February this year, the EIA for the Point waterfront was approved which was suggested by the Water Clubs that approval was due to political pressure. Whilst this cannot be proved or repudiated, the EIA has taken four years to be approved. It has been suggested the approval may have come too late given the recent global recession; the Point now has to reinvent itself again. On a positive note, all issues have been mitigated so whether there was political influence or not the EIA would have been approved eventually. Bridget Horner undertook a space syntax model in 2004 and identified some key problems with the Point. Her analysis was based on the 2003 Development Framework. Option S was a revision from the previous framework however some of her criticisms have merit particularly the link from Bell Street through to Escombe Terrace which questions the integration of the Point development with the city. Unfortunately that link has been severed by the Ushaka Development. This was a missed opportunity by the city but Mahatma Gandhi Road will now play the role of the vehicular integrator whilst the promenade will serve as the pedestrian integrator that connects the city with the Point Development. It was also said that the canal will be poorly accessible due to the limited major attractions along key points along the canal. The buildings along the canal propose ground floor retail which over time would possibly become highly active and make the canal zone more accessible. Here to the statement has merit however only when the development matures can one deduce if alternate solutions should have been sort.

It has been said that there is an oversupply of retail proposed at the point and the ground floor retail will be compromised. Neels Brink has stated that there is some concern in regard to the acquisition of ground floor retail particularly some of the buildings along Timeball Boulevard. He feels that this may

make way for residential however he doesn't feel there is an oversupply at the Point. He believes that the Point will capture the market of South Beach as well as parts of the CBD so the retail demand will be high. These sentiments were also shared by Colin Sher, Ken Davies and Jeff McCarthy. Colin Sher, the Point Property specialist of Broll Property said that around 90% of locals have bought apartments at the Point so there would be enough critical mass to support the retail in fact he said there is an undersupply. Both Colin Sher and Nathan Iyer disagreed with Neels Brink in regard to the acquisition of ground floor retail. They both believe that there would be a different sort of retail use occupying the ground floors such as property agents, brokers and small advertising companies, those that want to be close to the waterfront experience but don't want to be located within a retail centre.

All the respondents agreed that it is too early to evaluate the Points vision of creating a live, work and play precinct. They agreed that waterfronts can only be evaluated 20 to 30 years from now although most of them have said that the Point is achieving some sort of renewal particular along Mahatma Gandhi Road. Further renewal is still required for the areas along the beach i.e. Addington Hospital although the city is currently improving the beach interfaces and this should induce renewal along this zone. The research has shown the impact of urban renewal within the primary and secondary study area e.g. the painting of buildings is taking place, public realm improvements along major streets, new buildings being built, old buildings demolished or upgraded and historic facades being treated.

The businesses within the study area have also agreed that the Point is contributing to the renewal of the area, however some of the businesses interviewed have said that they were neither dependent nor located as a result of the Point and Ushaka Developments. These were primarily the service industry and panel beater's however they did say that they would support any intervention in the area which would benefit their businesses in the future. Some of the business owners said the Point waterfront development would not be successful however when the researcher posed questions about the development, they were misinformed and didn't have all the facts about the project. Gary Kimber of the Strategic Project Unit said that Ethekwini Municipality is looking into the possibility of extending the Urban Development Zone (UDZ) to include the Point Precinct. This would induce further renewal of the precinct as the UDZ provides tax incentives if owners maintain their property.

Most of the respondents have said that waterfront developments incur high development costs therefore in order to recoup these costs it is normally targeted towards the high income sector of the market. In the case of the Point the development allows the public full access to all the amenities proposed. Neels Brink said, that "we cannot look at the Point with a microscope as it is one phase in a larger precinct. The project cannot provide for everyone or every use, we have to look outside the precinct in order to grow the development and facilitate renewal. Most of the areas surrounding the Point fall in the middle income sector and are in close proximity to the Point and have already seen

their property values increase. The city can develop a variety of housing options that are in close proximity to the point and its amenities”.

Finally, to conclude this evaluation with a profound statement, Jeff McCarthy had stated, “ instead of looking for dimensions to determine the success of the Point waterfront we need to ask the question, ‘what would the Point be with out the waterfront? It would be an area of crime, derelict buildings and prostitution, basically where we have come from.”

Based on the above synopsis and the evaluation table it can be determined that Durban’s Point Waterfront is likely to succeed as a strategy for urban renewal. Based on the current experience of the Point project thus far it is partially successful as an urban renewal project and the evaluation of the Point Development plan i.e. Option S has indicated that it has scored highly against the performance criteria which determines waterfront development success.



## **CHAPTER 5**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 Introduction**

The aim of the research was to determine the success of the DPDP as an urban renewal strategy by evaluating its success against waterfront development precedent both internationally and locally. Chapter 1 outlined the context and methodology for the research. Chapter 2 identified the key concepts that underpin this research example procedural and communicative theory, urban renewal and waterfront developments, Chapter 3 the Precedent study, provided an extensive analysis of eleven waterfront developments which encompassed both local and international examples and a series of performance criteria was identified in order to evaluate the DPDP, Chapter 4, the case study detailed the DPDP and evaluated the project against the criteria identified in Chapter 3. to determine if the project is successful, partial successful or unsuccessful as an urban renewal strategy and lastly Chapter 5 presents concluding remarks and recommendations for the DPDP.

#### **5.2 Concluding Remarks**

The research has defined a waterfront as the water's edge in a city or town where the water body may be a river, lake, dam, harbour, canal, creek or ocean. This broad definition allowed a degree of flexibility in the research topic and clarified a lot of misconceptions that waterfronts are solely developments within a harbour precinct.

The benefits of waterfront developments are obvious as they offer a unique lifestyle, a diversity of uses, enable CBD's to expand and create more opportunity for the public to access. No-one can dispute that there are a myriad of benefits from waterfront developments, the only challenge is when these developments fail to deliver what they initially promised. Cities cannot "copy and paste" another waterfront development success. Each waterfront has its own unique location and set of challenges to respect and resolve. The criticisms against waterfront developments suggest that they are long term projects and should not be driven by political influence as it is highly unlikely that political parties will see the results over their term. These projects are capital intensive and require substantial start –up funding. They are poor employment generators s especially in the short term however over the long term they can be successful. A major criticism of waterfront developments is the risk of environmental damage which has plagued many waterfront developments around the world particularly if the environmental planning has been overlooked.

Over this research there has been criteria established as to what makes a successful waterfront project. There have been specific lessons learnt that offer cities that employ waterfront developments as an urban renewal strategy an opportunity to change their vision or design approach to ensure the same mistakes are not repeated. The criteria established in this research serves merely as a guideline in evaluating the success of waterfront developments albeit these could be considered as a generic checklist in waterfront development projects. There are numerous external factors that influence the success of such developments as indicated above, political influence, location, crime, tourist favoured countries etc. but it is dependent on what a city regards as success in which they may score a criteria higher as opposed to another city. The precedent research revealed that success can only be evaluated over a long term. The DPDP is only 50% complete and therefore the evaluation has assessed the plan and project to date as well as its likely success in the future in bringing about renewal for the Point District.

The research has evaluated proposals from 1965 through to the latest Development Framework - Option S. The analysis revealed that apart from the layouts looking quite different; the principles have not changed but rather the proposal has been improved. In this regard the research has proven that whilst the frameworks have evolved, the planning rationale and principles have remained intact.

The DPDP was assessed against performance criteria to determine its success. The assessment revealed that the development scored highly against the criteria however the lack of public support amongst a few key stakeholders in the project, the implication of political influence, the notion of crime within the secondary zone and the fact that the development is only 50% complete, currently renders this development partially successful.

### **5.3 Recommendations**

The DPDP would likely succeed as a strategy for urban renewal given its catalytic role within the Point District however the following recommendations are provided to ensure its success in the future:

- 1) The Ethekeeni Municipality must extend the Urban Development Zone boundary to include the Point Precinct. This was suggested in mid 2009 and currently discussions are taking place to extend this zone to include the DPDP. This seems like an obvious recommendation however to date this resolution is taking far too long to be implemented.
- 2) An Urban Management Plan must be put into place to deal with the areas around Gillespie and Rutherford Street i.e. the areas around the Wheel shopping area to:

- Eliminate crime and grime within this zone.
- Relocate the vagrants along Mahatma Gandhi Road who pester tourists and customers within this area.

It would be in the interest of the Municipality to show commitment by upgrading the area within this zone such as providing additional lighting, security, urban upgrade to induce a private sector response by improving their business's within this zone.

- 3) Extending the Point Policing area of jurisdiction to include Gillespie and Rutherford Street. Visible policing would deter criminals from pursuing their activities as well build public confidence in travelling in this area.
- 4) The City must explore alternate connections across the harbour to the Bluff, such as a ferry or a pedestrian sub-aqueous tunnel. To create a connection does not mean a huge infrastructural investment, it could be a ferry across the harbour. This is very successful in Hong Kong where hundreds of thousands of people are ferried across the Victoria Harbour daily.
- 5) Option S must be flexible in the next few years to adapt to change, in particular the areas identified for ground floor retail which could be leased for residential until the demand for retail or offices uses occur.

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## APPENDIX 1: SPECIALISTS INTERVIEW

(All interviews have been recorded verbatim- Key issues from the interviews form part of the evaluation in Chapter 4)

## SPECIALIST INTERVIEW 1

**Respondent Name:** Mr Ken Davies

**Position:** Property Market Specialist

**Involvement in the Point:** Assisted City in the early days of the development and has an understanding of urban renewal projects and the property market operates both locally as well as internationally.

1. Option S has been very ambitious in proposing a live, work and play environment by promoting office, retail and residential use. The residential use is particularly important to ensure there is a constant supply/threshold of people within the precinct. What percentage of people (local + international) has bought apartments at the Point?

I don't know what the percentage would have bought. Wealthy people come here and buy and spend their money at the Point even if they stay here for relatively short periods. Some of those apartments will be leased. Cape Town is an International City and Durban is still very much local, this is one of the dilemmas. Durban is not an international city. The New Town Centre in Umhlanga, the Point has good management associations. Cape Town is tremendously safe and secure, now whether you going to feel that way once you move out of the Point Precinct that's debatable. There is no problem with overseas people buying. It is a vote of confidence I think it is positive unless the whole place is taken over by overseas people. There has to be a degree of permanency. I think for a lot of people pricing is a problem at the moment. The percentage sold and used you would just have to accept that. There are going to be some stressed sales, but the person buying for R10m and hoping to sell for R20m is certainly not an average person but for the up and coming young professional, a couple that's professional, they have no children the Point Development would be ideally suited for their lifestyle. But for a family man I think that might present all sorts of problems. I don't have a profile of all the buyers but I should image that a lot of the buyers are going to be people out of town. I think some of the developers were from Johannesburg; they sold the concept and speculations.

2. Based on the question above, there has been much criticism around the oversupply of retail uses in the Point Waterfront particularly now that there is the prospect of a 40000m<sup>2</sup> retail centres plus the Ushaka retail within the Point Precinct. In your opinion would the oversupply of retail compromise the vision particularly the areas identified for retail at ground floor? What has been the take up thus far?

I think in the long term it might work but in the short term it would probably be a disaster. We are talking something the size of La Lucia Mall. Who's going to support it? It is not like Cape Town where you got the whole of Sea Point. Those people are wealthy. If you look at South

Beach, generally speaking they are low to middle, even North Beach. There are some wealthy people but they are a lot of pensioners.

Cape Town somehow attracts the international person, attracts the people with more money where as Durban tends to be more local, South African and those people in Durban especially in the South Beach area are not wealthy people. I truly am not against it but we have to wait and see.

3. In your opinion to date has the Point made an impact on the surrounding areas with regard to property values, apartment pricing etc?

It has, over time, we certainly looked at it. Maybe it was just the economy or the sudden appreciation during the property boom, so whether with or without the Point, I have no doubt that the property boom and the realization that beach front property and waterfront properties are scarce. Whereas everything along or even North Beach was pretty cheap, now they have all risen. We did some studies for Development Bank and we definitely will enhance value and some of it will be attributed to the Point. I am not sure how the Wheel is. I know that it has been sold so many times but when you go you to the upper levels most of the shops have closed. The reality of the situation is that they need to clean up and whether they have the political will to do it, I really don't know.

4. Based on the question above, do you see the areas between the CBD and the Point Precinct undergoing substantive renewal or do you anticipate that the knock on effect of the Point will only occur along Mahatma Gandhi Road?

I find it difficult to believe, the distances are great. Maybe in the long term. The distances between them are not walk-able, and how far it will extend is questionable. But I suppose with time it is all positive. Over time you are going to anchor it. Unless these areas are properly policed and we get crime under control they just become little islands. A lot of people have expressed reservations, like I don't want to live down there because getting there is the problem. There is a problem going at night. You don't go to the Point in evening along Point Road.

5. How has the EIA impacted on the Point Waterfront Development with regard to sales as well as the lengthy period it has taken to approve? Is the recession now a concern particularly the release of the main precincts?

The whole delay has caused untold problems. The ramifications are quite serious. A lot of property developers have lost a lot of money on the Point. Probably Moreland and Neels Brink bore the brunt of that, but the truth of the matter is if you go to the original Town Planning scheme, it shows special zone. There was never a doubt about it. There are a lot of unanswered questions or challenges on the EIA and the Small Craft Harbour.

6. It has been said that Waterfronts are developed for the exclusively rich, so as to recover the high development costs. In your experience is there room to cater for the low to middle class sector for a development of this nature?

Soobs Moonsamy during a discussion wanted to introduce affordable housing into the Point. I said why do that. If you want to live close to the beach or beachfront you got the whole of South Beach where you could buy a flat with sea views for a nominal amount. For a lot of us and even relatively middle and upper class people who thought of buying at the Point, you cannot have something at the waterfront and cater for all. But you will not aspire to buying at the Cape Town Waterfront unless you are extremely wealthy. But at the Point, the enjoyment is being able to go down there, to shop, sit and watch all the activity and it's free or at a minimal cost. Who is paying for it? The rich people are actually paying for the infrastructure they are the ones that are going to enjoy living here. The vision of the Point is to include everyone and there are no exclusions

I think the overall development is positive. I only think that some of those areas are too dense, not sure if it was intended. The VNA has a high density and there you got a large expanse of water.

## **SPECIALIST INTERVIEW 2**

**Respondent Name:** Mr Colin Sher

**Position:** Property Market Specialist- Director of Broll Properties

**Involvement in the Point:** Property Manager for the Point Waterfront Development

1. Option S has been very ambitious in proposing a live, work and play environment by promoting office, retail and residential use. The residential use is particularly important to ensure there is a constant supply/threshold of people within the precinct. What percentage of people (local + international) have bought apartments at the Point?

95% local Durban people bought into the Point Development, the rest out of Durban, like Johannesburg, Cape Town. We have not touched international markets. With new phases we have not released marketing material. It will be interesting to see if we are able to compete internationally with what we going to put to the market. It is so difficult to get to the international market.

You will have to look historically that Durban does not attract the international visitor. About 80% of international visitors come to South African to go to Cape Town and they may spend a day in Durban or make their way to a Game Reserve, so we are not capturing the international market. Cape Town does something, that they have already got their brand in "a bit of a European city out in Africa".

2. So your marketing is directed to the local contingent rather than international?

We look at the developer and not at the end user, so we go to the developers. The end user will drive the developer to develop. Developer's don't care who buys the units as long as he sells them. In Cape Town there is a much stronger demand, they can get a much higher price because they are thinking in Euros and Pounds, so they straight away they are way ahead of us. Our prices are most probably about 1/2 to 1/3 of Cape Town selling prices, but that has just been driven by the international markets. So there is an advantage and disadvantage because we maybe hopefully one day will be on the radar, but I think it would be for a different international market. I think it would be middle income market and not the top end like Cape Town. Cape Town has top end of the European market. We may be seen as a different destination. Maybe the world cup will put us quicker on the map.

3. Based on the question above, there has been much criticism around the oversupply of retail uses in the Point Waterfront particularly now that there is the prospect of a 40000m<sup>2</sup> retail centre plus the Ushaka retail within the Point Precinct. In your opinion would the oversupply of

retail compromise the vision particularly the areas identified for retail at ground floor? What has been the take up thus far?

I do not think it is an over-supply, in fact it is the exact opposite. It is the under-supply that is created, the problem with retail, is we need critical mass and with 10 000m<sup>2</sup> retail you are never going to attract enough of an offering to bring the people that can do their shopping. So that's why we need the shopping centre which will put life back into Ushaka. Ushaka was never made to stand on its own; it was just an interim measure until we started developing the retail. Unfortunately at the moment the ground floor retail by itself does not work, you need a shopping centre with its anchors to enable the retail mix to work.

4. In your opinion to date has the Point made an impact on the surrounding areas with regard to property values, apartment pricing etc?

Huge, from what we have heard. All the flats in Bell Street, etc. have doubled or if not tripled over time since Ushaka was built and the Point. They came with such a low base but still they have tripled in value. I think it is definitely related to Ushaka and the Point. It will not fail.

5. Based on the question above, do you see the areas between the CBD and the Point Precinct undergoing substantive renewal or do you anticipate that the knock on effect of the Point will only occur along Mahatma Gandhi Road?

R35m was spent on our John Ross Building in Victoria Embankment. It is between the CBD and the Point, so I think Victoria Embankment will certainly grow in value. It has always been a strong node and as I said along Point Road we have sold a few properties to developers. Owners will start refurbishing, so it will happen in time, say 20 to 30 years, you will see value.

6. Is this a private sector response or do you see a strong motivation from public sector? Is the urban development zone going to have an impact on private individuals?

Definitely, I have heard rumors that this maybe under consideration. It will certainly help us and the developers.

7. How has the EIA impacted on the Point Waterfront Development with regard to sales as well as the lengthy period it has taken to approve? Is the recession now a concern particularly the release of the main precincts?

Yes, I think there is going to be a major impact and certainly a lot of the developers expected a continuous momentum for the development. A part of it was that the economy was booming so it was in our favour and if we had continued like we were meant to we would be a lot further in the development. Nothing has happened for three years at the Point. We have lost huge momentum and now it is just a struggle for us to go back to the market. I think it has damaged us. There is not doubt about it.

8. It has been said that Waterfronts are developed for the exclusively rich, so as to recover the high development costs. In your experience is there room to cater for the low to middle class sector for a development of this nature?

It is purely not feasible. At the bulk prices we are asking it is not possible. If you are selling to a developer the land at that high price, together with the building costs, it's just impossible. The only way you are going to get into that sector, is to refurbish existing properties, like they have done in the CBD area. The Point is open to everyone, so everyone can share the benefit of it. You may not be able to live there but there is enough on the fringes. That's the beauty of the CBD. They are selling apartments for R250 000 so people can literally walk to the Point. They may not be at the Point itself. It is just economically impossible. South beach is dense and affordable. I think that they can take Addington and revamp it into residential. Maybe, if they take the rates away it may help. The rates itself are unaffordable even as a rental. If you just paid your rates at these apartments you couldn't afford to stay there. The whole word exclusivity has been so misused it actually makes me unhappy when I see these articles from the Paddle Ski Club that we are taking away facilities. In fact we are giving more. At the moment the public cannot get in to these places unless you are a member of those clubs. I don't think that this argument has been pushed strong enough.

### **SPECIALIST INTERVIEW 3**

**Respondent Name:** Mr Gary Kimber

**Position:** City Official, Strategic Projects Unit

**Involvement in the Point:** City representative and Point EXCO board member. He understands the technical nature of the development as well as the institutional arrangement between city and DPDC.

1. The research has shown that public sector involvement and commitment is crucial to the success of waterfront developments. To what extent do you feel that Ethekwini Municipality has played a sufficient/active role in the Point Development project?

The Ethekwini has played a more than sufficient role in the development of the Point area. Certainly the project stalled when there was economic down turn. I think our involvement is huge I must say my comments are based on the fact that I have come in from a technical background, so I maybe out of line with strategic comments. But certainly they have done more than their share. In addition to the joint venture partnership we are 50%, the city has also contributed considerably funding for bulk services in terms of making sure that that the area is adequately serviced. If you consider that a lot of funding went into road refurbishment. All of those things would not have happened if the project was not there. We probably would have just kept to the existing position. The City is a huge contributor to the project. I don't think that 50% is a fair collection of our input.

2. Should the City have been more active in the EIA process?

My personal opinion is that the City could have played a more active role in that process. Either the city has employed together with RocPoint, a managing agent who was responsible for that function. My comment about the City playing a more meaningful role in the EIA process is probably along the lines of us coordinating the inputs of our various technical and other departments. I don't think that was done really well. I think that there were various responses that got out into the public domain. It came from individuals in those departments, which was not good. I don't think we should have interfered in the process to try and accelerate it through political interventions. I think that would have not worked and as much as it took 4 years you mentioned, I think that it is positive to show the thoroughness of the process. Notwithstanding the thoroughness there are still people challenging whether there was political interference or intervention. It is not good from a project point of view, as the project seems to have stalled. Obviously the economic recession has not helped. I think that it is probably to our advantage at the end of the day. The benefit could have been if we had more consolidated responses as a feedback to the EIA process it would have helped at the beginning.

3. The recent criticisms against the Point project suggest that the area is unsafe to travel through during the night particularly the area around Gillespie and Smith Street i.e. around the Wheel Shopping centre. Does Ethekwini have any plans for that area particularly seeing that it contributes to the success and failure of the Point Development Project?

I understood that the redevelopment of the Durban Point being located as it is on a point. The intention was always for it to work its way backwards into the city, thereby regenerating revitalizing the whole area. There are other city initiatives. We are currently upgrading the whole of the central beach front which is +/- R250 million project which will be completed by July 2010. That in itself would have a huge impact on those areas back of beach. If you read the local property newspapers you will immediately see the real estate agents starting to identify the redevelopment of the beachfront, as having a positive effect on property values. I am very hopeful that that this will start the process of renewal, "back of beach". I am certain that the cities intention is for the whole area to be revitalized or regenerated as you indicated.

4. Linked to the question above, should Ethekwini Municipality not consider extending the Urban Development Zone (UDZ) to include the Point Development Project?

Absolutely, I am aware that, Fikile Ndlovo from our office has been in sessions with Neels and his team with a view to extend the UDZ in that direction. I am also aware that Fikile has taken instructions from Julie May who sits on the DPDC Development Board. So certainly that is the intention. One of the things that has happened is that DPDC ownership properties was concentrated on the eastern end of the Point and then there was some pockets that were sitting in private ownership and its those pockets that haven't shown signs of redevelopment.

5. Through the years there has been numerous Urban Design Frameworks produced for the Point Precinct. Does Ethekwini consider "Option S" a suitable design framework that achieves all the objectives of the municipality?

The design framework that I know about are the design frameworks that have been developed specifically for the DPDC or by the DPDC professional team and range from Option A to Option S which is the one that has been accepted. When I saw all of them they looked very do-able but again just going back to this 4 year period. If there has been a hasty ROD been awarded, when I say hasty, it happened quickly as against been contrived you would probably find that you would have ended up with one of the earlier options. It's one of the benefits of a little passage of time and people having to think and understand the view points and other considerations than a selfish development minded approach. So without shooting the developers in the foot, I think the end product that we are getting is eventually the right answer and it certainly is and does meet the City's objectives. We've bought into it from what I understand that Option S is the way to go. I know that the city itself was anti a lot of the proposals. So it's been a lot of pain but I think the product that we going to get there is something to be justifiably proud of because it's been so thoroughly researched and explored.

6. How would Ethekewini Municipality evaluate the success of the Point Project? Is it too early or are there certain conditions that already determine its failure or success?

I think we would evaluate the success of the Durban Point project typically at different milestones. So if you said that the project is going on about 10 years. If you said to me right now as a short term response on how effective it's been I'd say it's certainly been successful. The project has been a bit exclusive for years and the Boat clubs have enjoyed their exclusivity. That's why the City's more than happy with the fact that it's now opened up to people. I am not schooled enough, but I am sure how successful the Small Craft Harbour is going to be. I think you've got a sufficient mix. If the Small Craft Harbour hadn't received its approval the Durban Point would still work as a residential area.

## SPECIALIST INTERVIEW 4

**Respondent Name:** Mr Neels Brink

**Position:** CEO of Laurusco Developments. Laurusco Developments are the project managers and primary developers of the Point Waterfront.

**Involvement in the Point:** Has been involved in development of the Point Waterfront from inception when he was the director of Moreland Developments five years ago.

1. How has the EIA impacted on the Point Waterfront Development? Do you feel that an early approval would have resulted in a completely different Point waterfront to what we see today?

The delay in the EIA has caused us to lose momentum in marketing and promoting the zone and showing real progress. The market loses interest. The model we are following whereby we package the land and sell it off to investors, there is always the serious risk on the part of the investors, the minute we lost momentum. They invested their money elsewhere and I think that is still the situation. There is a lot of interest again but if we have a protracted legal battle with the Paddle Ski Club we are going to face the same dilemma. The market does not like uncertainty so you got to take out all the uncertainties, part of that is the EIA.

Perhaps in fairness, we knew when we launched the Point and Ushaka collectively as a 1<sup>st</sup> phase that we were taking a risk on the 2<sup>nd</sup> phase which is the harbor related activities. We deliberately did that because there was some political pressure to get the Point going.

2. The research has shown that public sector involvement and commitment is crucial to the success of waterfront developments. Do you feel that Ethekwini Municipality has played a sufficient role in the Point Development project?

Let me try and analyse what they did to date. 1<sup>st</sup> thing they did, they invested approximately R5 to R6 million in Ushaka which was a catalytic kind of investment. So that's a serious amount of money they invested. They have invested a further amount of several hundred millions which is directly or indirectly like sub-stations in Shepstone Road, so indirectly they contributed to the bulk infrastructure in that sense which serves other parts of the city as well, but it helps access here. You could also argue that the upgrading on the beach front is now part of their contribution to make us more accessible and linkages with the city being established. So they have put a lot of energy and capital in, frustratingly slowly, but that sometimes are institutions problems.

I think where we can criticize is that during the EIA process there was not clear guidance as to what they actually wanted and did not want. They endorsed the master plan in 2001 and there

was some battle around that. Planning wise and legal support has been sort off hot and cold and they seem to be extremely over-sensitive about their regulatory role versus their participatory role, and their shareholding role. To us it is very simple to deal with that, but it is not so easy for them on their side. I think that's where the frustration comes in.

3. The recent criticisms against the Point project suggest that the area is unsafe to travel through during the night particularly the area around Gillespie and Smith Street i.e. around the Wheel Shopping centre. Do you feel if this situation is left as is, it will pose a threat to the success of the Point Project? If so what do you recommend?

I think one needs to articulate carefully. This side of Bell Street there is no safety threats what so ever. People have never complained about feeling unsafe here within out Precinct. It is getting in and out of the Precinct that is of concern. I think it should be dealt with as a general perception of unsafe CBD and until the City fixes this up, it would not change, so we can do whatever we like here but until that access is perceived as not safe that perception will not change. So that's in the hands of the city. There is very little that we can do as an individual development company. Now will it impact on the Point? Yes, obviously it will. There cannot be any doubt about it. The people with real money come and invest here will probably not be living in the CBD, they will either come from the north or west (Gauteng) and they will perceive the CBD as unsafe and sometimes very dirty. My only response to that is to focus on the area under our control and to make sure and again I think if we have enough critical mass people will travel through the CBD with expectation that they are going somewhere which is splendid and big enough for a days outing. The perception at night, that's something that needs to be fixed at some stage as well. Obviously the more people you have that live here the more they will change that perception themselves without us having to market it.

4. Option S has been very ambitious in proposing a live, work and play environment by promoting office, retail and residential uses, particularly retail on the ground floor, thus far in your opinion has this vision been achieved or is it too early in the project to determine this?

I think it is too early to determine this. I think we had a run on the residential markets. A lot of pressure was on these buildings that went up in 2003 and now on the residential. There are not enough people that live here that create the demand for the ground floor retailing. On the other hand we have had no offices or very little offices materializing here and it wasn't the market pressure. I think we need to relax with the ground floor offering and not force too hard because personally those retail offerings are not accessible and you know Durbanites want to park their car in the street and walk across to the shops and those are very isolated I think all the retailing is dependent on traffic by passing especially in the Durban environment and that ground floor will make nice residential.

5. There has been much criticism around the oversupply of retail uses in the Point Waterfront particularly now that there is the prospect of a 40000m<sup>2</sup> retail centre in addition to the Ushaka retail uses proposed within the Point Precinct. In your opinion would the oversupply of retail compromise the vision particularly the areas identified for retail on the ground floor?

We have just commissioned a market study, which in fact justifies more than that. I think the market will sort itself out. I think in future your ground floor can also have retail zoning. It shouldn't be exclusive retail zoning and rather let the market take care of the changing circumstances. We must always remember, the VNA Waterfront has a 15 year lead on us. Now 15 years is a long time. We have been at this for 6-7 years and we have had a terrible period of EIA and market turning, which in case of VNA they sort of rolled on those periods. It was not too serious but their business model is a bit different and they got huge capital investment whereas DPDC we don't invest all the capital only the infrastructure part. VNA sucked all the commercial retail energy into it and now it is starting to expand sideways.

6. It has been said that Waterfronts are developed for the exclusively rich, so as to recover the high development costs. Is this the case with the Point project? Has there been any thought given to the provision of affordable housing to benefit both sectors of the market?

Between high land values and high building costs it is very difficult to get entry level ownership into this kind of environment and I don't think that is going to change. Worldwide the most desirable real estate zones become higher income areas. Even if you contrive to make it affordable housing its just by the nature of its locality except if it becomes crime ridden. They tend to go up in values and the entry level increases. We have got the guys behind us on site 3.5 which went to the market what is called bachelor or studio apartments which went for R450 000 to R650 000. Now that is affordable, that there are people that are buying these apartments as investments. They don't intend living here.

If you go North of Bell Street there are very affordable apartments. They are not living in the Point, but any facilities are within a walking distance.

7. What do you think about the criticism of height at the Point?

The Pearls in Umhlanga, does it look good, does it spoil the environment, and does it add value. The densities in Umhlanga are high but it works. It all depends on the urban designers that you do have the spaces to contend with and after that it is a lifestyle issue that people will make. I think that there is nothing worse than having these 2/3 story buildings sprawled all over the Durban North and Umhlanga area. Id prefer the kind of design that you have on the beachfront now or like the Umhlanga you have the Pinnacles coming out. Again I say we have the worst beachfront where you have this splash of tall buildings on the front and nothing behind it. So hopefully we got it right here. There is a bit of everything from 4 storeys to a 10 storey and one hotel of 22 storeys. So there is a mix and the buildings are not square to the beach so that is an important point. People either want to live here or not. Over and above

that we know we would not be able to afford the infrastructure we planning if we did not have the bulk. It just wouldn't work and then you have to scale down the whole vision and come back to something which is a conventional development. You are not differentiating; you just got another piece of the beachfront that would remain mediocre.

## SPECIALIST INTERVIEW 5

**Respondent Name:** Dr Jeff McCarthy

**Position:** Development Economist

**Involvement in the Point:** Assisted DPDC in the early days of the development as well as undertaken waterfront research.

1. How does the Point Waterfront compare to other waterfronts that you have visited and have researched? Is it different or is it the same type of experience being proposed elsewhere?

The first thing, there are similarities. There is an element of cut and paste. You saw in my own work, I looked at other things. Neels was influenced by what he saw in the Middle East and Portugal and that sort of influence is stronger than mine. I intended to be more influenced by the combination of France and Mauritius. So there are elements of these which have been transposed on to the Durban case. If you think about it, it has just not only been transposed, it is actually what is there that is quite similar. Very often they have been developed on sites which were the old harbours. If you take the VNA in Cape Town it was an old harbour. You have warehouses that are way past their sell-by date and they have the old interesting throw back architecture that some people quite like. In a way it is not surprising that there are similarities because they start with something similar and then they borrow not only in waterfronts from around the world but with world experience that people want. But the unique features are that it is in an African City, more so than in Cape Town. I am not aware of any other major waterfront development in an African City. Although Cape Town is also in that context, the nature of Cape Town Waterfront is somewhat different. The nature of Cape Town's society is different. It's been a bit more protected as it were from that kind of developing world context. Relating to Durban's Waterfront is the whole issue of "class geography". What I mean by that is in world terms there is only a few countries with the same degree of class and equality as South Africa.

This raises another uniqueness of the Durban case. If you look at other cities they have waterfronts, they don't have other venues in which you can tie up with recreational craft very easily or rather not as many as we have got. We've got an existing Yacht Club which is quite functional – 2 in fact – so there's competition from the existing facilities which is always not true about waterfront developments and as far as I can recollect VNA does not have a competitor for Small Craft. I think to be fair, no waterfront development happens overnight and this one in very real terms started about 5 years ago

2. In your opinion, is Option S proposing the right mix of uses, design philosophy that will promote the renewal of the "down town" area of the CBD?

I don't think the problem has been design. The planners and urban designers have done the best they could. I don't think that urban design has been an issue which could be regarded as a negative. I think the planning and design are not what's putting people off the development. It's the approaches. Coming in there is a big difficulty. If the Point was not there it would be even worse. Sometimes one has to ask, what is it you are measuring success against. Don't forget what it could have been like. It could have been the worst murder zone in the whole city. We are measuring it against the best performers in the world, how about measuring it against what it might have been without it.

3. The research has indicated various dimensions in determining the success of waterfront developments, how would you evaluate success in Waterfront Development Projects?

If you go back to where we started, that was a frightening area. If you take from where we came from, there have been huge improvements. I make the point that 15-20 years ago you could not walk around there. They realized the issue was social and they got heavy into community policing and actual policing. Criminals rule down town Durban in my view. If you can't get your upper and middle class women to go into an area how are you going to sell very top end property. The City is making a lot of effort for 2010 and in any country it will be hard to solve this. It is not a simple thing. You can't expect in a short time frame to match up to something that has been running for 30 years in a totally different society. In that sense DPDC have done better than it could have been.

4. Based on the above, do you think the Point Development Project to date is successful as an urban renewal project or is it too early to determine its success? Do you think that the renewal of the "Down Town area" is solely dependent on the success of the Point Waterfront Project or is there any other factors/interventions needed to induce the renewal of this area?

It's all the soft issues. It's got nothing to do with urban design and building. I had a sense of irony when I was overseas and I read the South African newspaper on the net. It was a report on what they are going to do at the beachfront. It was said that the main design principal was that people must be able to see in front of them, behind and sideways form 150m, so chop everything down. That is what I read. I thought there is the way to go. You will have basically a paving solution to a social problem. The urban designers can come up with ways of addressing the issues that I am raising. The City has a particular mind set view that if Capitalism makes anything its going to be bad. The whole world is capitalist

5. There has been much criticism around the oversupply of retail uses in the Point Waterfront particularly now that there is the prospect of a 40000m<sup>2</sup> retail centre plus the Ushaka retail within the Point Precinct. In your opinion would the oversupply of retail compromise the vision particularly the areas identified for retail at ground floor? What has been the take up thus far?

The short answer, it could be sustainable because we have had this shift towards so called shopper-entertainment. If you could get it set up in such a way that people had sea views or

harbour views whilst doing their shopping. I think people are less sensitive to go shopping in that area where the approaches are problematic than they are in Pavilion. If you think about it, there was a market for the Wheel, the Workshop, etc, which is kind of not working anymore. If you got down there you would have the pedestrian shoppers in large volumes at the kind of very low end purchasing that has taken over in the Wheel and Workshop and you might be able to create tourism. They have tried that with Ushaka, but my problem with what they did with Ushaka, is that you got to also have anchor tenants which they don't have. If you can get what Gateway has, they have massive space, 40 000m<sup>2</sup> is quite big, you can do something interesting

I think it's a long shot, but if they could raise a bridge over the harbour from Bluff to part of the Point and get the Bluff going and then you will see something happen there. I am happy with a good ferry system where you put your car on but then you will need something to go on the other side. If you had something attractive to get to Bluff even if a ferry, it would help the Point. People in Durban are afraid of infrastructural costs. You cannot do much if you don't spend. I have admiration of what has been achieved with the Stadium. I was sceptical about it, but it just shows that if you believe in something what you can do. With reference to the beachfront upgrade, the business people are sceptical because no one has tried to sell it to them. If you talk to people and explain what the value is then it will make a difference. I think the Point needs to make a comeback in that way. You need to renew public confidence.

## SPECIALIST INTERVIEW 6

**Respondent Name:** Mr Nathan Iyer

**Position:** Urban Planner

**Involvement in the Point:** Has been involved with the Point development from inception and currently is the lead planner for the Point Waterfront development project.

1. The precedent study revealed that most waterfront developments are a duplication of one another and has become monotonous. Is the Point Waterfront project different/unique?

I think that there is one major difference with the Point which is what sets it apart. The VNA copied Baltimore in many ways. They are all within one setting and that is where waterfronts started. It is within a Port, there is a particular waterfront environment. What make the Point absolutely unique are the different water environments. On the one hand it's got an active beach, promenade, active swimming beach, a proposed Small Craft Harbour. So it's bringing together four different water experiences in one place within close proximity. If you look at the Point you can, experience within the same day, the beach, take a gondola to look at the ships. That's what is special about the Point. That's a selling factor that the fact that it's just a diversity of uses ultimately the fact that it takes the concept of water much further. Boston has got a huge marine park. What makes the Point unique is Ushaka. It is the 5th largest marine park in the world. We are using the edges that we have to inform us. The only place we are really doing some serious modification is the Small Craft Harbour. The one thing I picked up in visiting Baltimore is how similar Cape Town is. Cape Town has done it better like the amphitheatre, very much has come from Baltimore. In terms of our intervention what is different is that we don't have a theme approach to the architecture. There are only broad guidelines, so you are able to express your individuality as an architect within certain constraints.

2. Has Option S drawn from any lessons from the previous Point Framework or has it been regarded as a total rework of the past proposals?

There were certain fundamentals that we wouldn't have changed or we would have argued very strongly for like having the promenade. That is fundamental to the Small Craft Harbour so that has not changed. But other than that it has changed drastically from the original theme. The idea of the beach pulling back creates a beach environment. That's the beauty of the Point and I think that is what makes the Point different. Initially we were kind of apprehensive about it, but the process itself generated more value than negative changes. The changes that have come through the process are in fact taking the Point further. The fact that we have a snorkeling lagoon, the beach, the hotel opportunity, I think all of that has come out of it. The fundamentals of the previous framework in terms of vision of active edge and promenade

continuity are there, but it's the detail that has changed. The introduction of new elements that's what the big debate around the EIA and grouping we were dealing with is that we didn't achieve a compromise because the compromise would have taken someone backward, but what we achieved is something better for everyone. That is what people can't see. If you think about it we have taken all the uses and accommodated these uses in a fundamental way and that is what people don't understand. People's lives have improved and we have opened a broader user group.

3. Option S has been very ambitious in proposing a live, work and play environment by promoting office, retail and residential uses, particularly retail on the ground floor. In your opinion thus far has this vision been achieved or is it too early in the project to determine this?

It's too early. One of the fundamental differences between VNA and Point apart from the water issues is the way they have dealt with uses. It is a mixed use precinct, but it's not vertically a mixed use block by block precinct, which is what we are trying to do with the Point. I can see that unless there's critical mass and a real drive it will not be achieved.

The ultimate goal is to achieve this, but maybe in the initial phases we need to be more relaxed, but we got to be idealistic and think long term.

4. There has been much criticism around the oversupply of retail uses in the Point Waterfront Development particularly now that there is the prospect of a 40000m<sup>2</sup> retail centre and the proposed Ushaka retail centre within the Point Precinct. In your opinion would the oversupply of retail compromise the vision and particularly the areas identified for retail on the ground floor?

The Point is not a Pavilion or Gateway. We are not competing for a regional shopping status it is a specialty shop and its more about lifestyle. When the City did a traffic assessment and one of their concerns was obviously the demand on the main structure road like Shepstone and Point, because what they had picked up is in the Bell Street Precinct they saw an increase in the number of private cars all of a sudden, which means people are buying into these areas, i.e. middle income people. Although the shopping centre is part of the new Point Precinct it is also going to service the market that's next door. We have been concerned how we stage the retail on the ground floor. If you look at the Rope Shed, if you drive out and go pass they have a particular type of offices that bring in people. So that still and active edge like if you had travel agencies and so on, it will bring people in. I don't think we are going to get this sort of effect everywhere, but we have to hold out to the fact that one day the linkages will work. That is why the way the shopping centre is constructed, taking thought of as open air shopping. The way it is going to be built, in 10 years time you are not going to see that as a shopping centre or as a mixed use building, because the canal continues through.

5. From the precedent research, design plays an important role in the success of the project, has the Point Development Plan been compromised in any way in regard to connections, policies, context etc?

One of the biggest compromises is the fact that we have to develop, its cut both ways. What I mean by that, Ushaka was inserted on the sight and then we developed a waterfront project around it. In its form because it is a big installation that has been inserted, it's taken away an important linkage opportunity to the rest of the city which is Timeball Boulevard as a separate spine to the Point. Imagine if Timeball Boulevard pushed through to Bell Street, through the school. Imagine if you pushed that link through and then opened up Ushaka then I am more than convinced that the regeneration of those areas would happen quicker.

When you go to Cape Town it is obvious. The freeways kind of disconnect the waterfront and in some respects it helps. By having a very clear gateway which is Ushaka, the school has pushed us to have only one single entry, physically. Ultimately this is the core city should you have a theme park. Ushaka was needed at the time when no one had any faith in the Point and to come down here. So I think that that was its job to act as a catalyst. I think that there is a big fundamental policy issues after 911 and probably even before that the imposition of the Port. Security measures on the harbour entrance where that is the true waterfront. That's the history of the Point where the first initiative started. No one could attract real investment of scale because of the uncertainty. The widening of the harbor and the uncertainty thereof, in the early stages put strain on the investment of the Point and even now it continues. More stringent security measures have been enforced with property along the Port. Access to the Port will be an added benefit.

6. There has been much talk of the Point Waterfront being in the wrong location with the preferred option of Victoria Embankment being considered a better location. Does this statement have any merit?

I think it is correct and incorrect in some respects. Victoria Embankment is heavily constrained by two factors. It's within a working Port. These guys don't want any extension of activities in the Port. So from a development of scale and we know that a successful waterfront requires scale, which we wouldn't have. The other constraint is the transport infrastructure that hems it in. So you have got your roads, railway line, all of those limiting factors for the integration of the waterfront and the city. So you have a better chance at Point. The other thing is the difference with Victoria Embankment is that it would only be VNA. It would only be waterfront setting which is one dimensional which is a Port whereas the Point with the inclusion of Ushaka and the beach and canals has a bigger offering than a waterfront will do in Victoria Embankment. At the same time I don't think it's wrong to pursue waterfront development at Victoria Embankment. It's absolutely right to do that. It's more about urban renewal and enhancing the embankment as a whole. The Point at present location is 55 ha of land in the city is a very strategic advantage.

7. The Point Waterfront Project is said to be an urban renewal project for the Point District. There has been some urban renewal along Point Road. What could be done to further the renewal of the District particularly the areas around Gillespie and Smith Street i.e. around the Wheel Shopping centre and Addington Hospital?

Distance plays an issue. To think the fortunes of the Wheel are probably more closely tied to its local context. The buildings that surround it, the activities, its neighbourhood has more of an impact than the Point, so urban renewal to happen in those days you actually needed an urban renewal plan to the South Addington area. We seeing this thing pushed back already but there will be a point where you will go completely outside the management area. So distance is a factor. The CBD of Durban is not necessarily going to benefit. Its future is not dependent on the Point. Its future is dependent on itself being carefully managed. For along time you have not seen cranes in the CBD like you have seen them on the Point. Urban renewal is at the doorstep but in the broader scheme of things, you take a city view on it, the Point will ultimately add lots of investment to the core city.

8. It has been said that Waterfronts are developed for the exclusively rich, so as to recover the high development costs. Is this the case with the Point project? Has there been any thought given to the provision of affordable housing to benefit both sectors of the market?

If you have travelled the world there is no one precinct that's equal for everybody to everybody. There's no part of the city that functions like that. There are distinct city quarters that have their own identification and over time those places change and adapt. I can give a classic example on our doorstep. The Golden Mile and Victoria Embankment used to be an exclusive part of Durban which was exclusive property of rich for many years and that's changed and now recently all walks of people are staying at Victoria Embankment. The city is never static and whilst certain areas are initially developed for a certain group of people, it doesn't mean that it's always going to be used by rich people. That is a response to whatever social, economic or political conditions applied at that particular time in history. So like Victoria Embankment and the beachfront has changed so will Point and even if it doesn't change, there's no train smash, because every city has never got every precinct equal to all and everyone, so there's always the ideal of change.

If you were to look at the Point as a whole from West Street to Addington Hospital to Point, think of the variety and affordability you have within that Precinct, within walking distance. To walk from there to Ushaka and to walk from Point to Ushaka, is the same. So who uses the Point does not bother me because every space you see here is public and not private. There's no pay access gate to get in. I look at a brighter days when everyone can afford to live at the Point and if they don't it does not matter, as they will always be guaranteed access. There's a direct correlation between what the market generates in terms of projects, so if you take my long term view, as long as you have public areas lets use the rich to build the Point and public infrastructure the way we want it, in a way it can sustain long term growth now and 50 years from now. It would be the most fantastic space for everybody to walk in, because the

development project it attracted a lot of focus, so anything that moves here will immediately get noticed., but when the city itself made a Precinct behind the Point, peoples affordability changes, no one picks that up. It's very unfortunate we see this because of ownership and implementing infrastructure, because of the artificial fence around the area we will zoom in to the area and say the Point must be everything to everyone. No city is like that. So when you stand back and look at the Point as a whole including Victoria Embankment, you look at the city's waterfront. The city has got approximately 90% of low income waterfront, no were else in the world you will get that. Waterfronts are normally beachfront property which is the highest property value anywhere in the world except in Durban.

#### 9. The FAR and heights of the Point?

I don't agree. This is a very suburban type of waterfront where each owner has his own piece of land which is unique. That's a different type of setting. What we need to acknowledge here, what makes the Point different is that it's not a suburban waterfront, its very much part of the city and if you look at the surrounding precinct, and if we are true to this idea that the Point must be part of the city, then we should be going higher. So if anything we have scaled it down. We've got 10-12 storey's to show some sense of continuity. There has to be a realistic investment.

## APPENDIX 2: PUBLIC INTERVIEW

(All interviews have been recorded verbatim- Key issues from the interviews form part of the evaluation in Chapter 4)

### **General Interview 1: (WATERBOYS-Owner)**

- 1) What impact has the Point waterfront made on your business?

Very ideal, close to the sea.

- 2) With reference to Small Craft Harbour – a lot of people are against it and a lot are for it. What is your opinion about it?

Don't know anything about it.

- 3) What improvements can council make within the precinct that can improve the image of your business?

They have started cleaning up the roads, they increased the security with cameras. This would definitely have a positive influence on our business.

- 4) Do you feel that there are more people visiting the Point area and can this be attributed to the Ushaka and Point Waterfront Development?

Definitely in terms of tourism. A lot of customers frequent the area as a result of these two developments.

- 5) Do you think the Point Waterfront will be successful or do you think it's going to be a failure?

Definitely, it would be a success. The development is good for this area.

- 6) Where do you stay and is it a big problem to get here?

Durban central is a big problem. It is unsafe when you go through Durban central. I will be moving to the Point in the near future. I have purchased a flat at the Point along Timeball Boulevard so I have committed to this area.

**General Interview 2: (KZN WHEEL ALIGNMENT CENTRE-Manager)**

1) How long have you been in this area?

6 years

2) What impact has the Point waterfront made on your business?

The people that I deal with are around this area. My business is motor related and has nothing to do with Ushaka or the Point Waterfront Development.

3) What improvements can council make within the precinct that can improve the image of your business?

The biggest problem we have here are the vagrants. If you pass here at 6h30 in the evening you would see on the centre island a guy who apparently the council pays him to feed all the homeless people. There are about 500 of the vagrants who hang around this area. They sleep here at night. In the Wheel area there is lots of crime taking place.

4) Do you think the Point Waterfront will be successful or do you think it's going to be a failure?

Yes definitely it must work. We must be positive. But all these other social factors have to be sorted out. I believe strongly that it will work.

### **General Interview 3: (CIAO BELLA CAFE-Owner)**

1) How long have you been in business?

7 months old.

2) Why did you open your business here?

We had moved into the area. What attracted us was the beachfront where families can go snorkelling and swimming. We used to drive pass this building, it was dilapidated and waited until it was fully renovated. We don't know much about the development surrounding our shop.

3) What improvements can council make within the precinct that can improve the image of your business?

The area where all the drug dealers conduct business are the only social problem that's stopping improvement. It will not be sustainable until Durbanites have given their approval for the development. Point has a very bad name and to change that perception will take a great effort.

4) Do you feel that there are more people visiting the Point area and can this be attributed to the Ushaka and Point Waterfront Development?

I think a couple of businesses have opened. The traffic has become heavier. There are more residents. With people moving in there are people that have moved out.

5) Do you think the Point Waterfront will be successful or do you think it's going to be a failure?

In the short term I don't think it is going to be successful. Like I said until local people are going to buy into it, I don't think it is going to be sustainable. Maybe you will get a lot of international visitors.

#### **General Interview 4: (CAPE TO CAIRO-Assistant Manager)**

- 1) What impact has the Point waterfront made on your business?

Tremendously, but around the corner it has become a bit of a hot spot for hijackings. During the day you have 24 hour CCTV monitoring.

- 2) What are the future plans for the club?

The club will remain in the same premises. We are actually trying to extend the club to the next building.

- 3) What improvements can council make within the precinct that can improve the image of your business?

They need to take out all those trees as they are hazardous. Speed is a problem along Point Road.

- 4) Where you enter the point is it a pleasant experience to come into the zone?

No, there is lot of crime along Gillespie Street.

- 5) Do you think the Point Waterfront will be successful or do you think it's going to be a failure?

I don't think so. If it was going to be a success things would be booming. There are flats here which has not sold as yet.

- 6) Why do you think the owner is holding on to this club, could it be because of the improved image of this area?

Yes and no, this is family club. It facilitates 4000 people. It's always been a successful business but definitely the area's image has improved from the past.

**General Interview 5: (330 FOODS-Owner)**

1) How long have you been in business?

1 Year, opened on 25 September 2008.

2) Why did you open your business here?

Because of the staff shop. They opened because of the Ross Champion staff. It is the same owner. It is a very busy area.

3) What improvements can council make within the precinct that can improve the image of your business?

Not actually, we are fine on this side. We don't have any problems.

4) Do you feel that there are more people visiting the Point area and can this be attributed to the Ushaka and Point Waterfront Development?

Lots of people are walking around. Lots of tourists come around here. During December it is a very busy area.

5) Do you think the Point Waterfront will be successful or do you think it's going to be a failure?

It would definitely be a success.

### **General Interview 6: (OSMAN- Assistant Manager)**

1) How long have you been in business?

20 Years.

2) What impact has the Point waterfront made on your business?

Big impact. All the people that go to Ushaka all stop here to do their shopping. Our business is in some way influenced by the Point Waterfront.

3) What improvements can council make within the precinct that can improve the image of your business?

They have done as much as they can. It is safe, we have had no robberies. You get periodically stealing of cars. The car guards cannot watch every car.

4) Do you feel that there are more people visiting the Point area and can this be attributed to the Ushaka and Point Waterfront Development?

Yes more people are coming.

5) Do you think the Point Waterfront will be successful or do you think it's going to be a failure?

Yes it will be successful. It is successful right now. The Ushaka is a tourist place which is making the place successful.

### **General Interview 7: (JAVA CAFÉ- Owner)**

- 1) How long have you been in business?

1 Year.

- 2) What impact has the Point waterfront made on your business?

Java Café is close to the Point Development therefore it presents a good opportunity to get customers. There is definitely an opportunity for growth in the future.

- 3) What improvements can council make within the precinct that can improve the image of your business?

There is lots of crime at the Wheel area, but generally in the precinct crime is not a problem. The security is very good. The winds are generally a problem which often disrupts business as sand gets blown into the shop.

- 4) Do you feel that there are more people visiting the Point area and can this be attributed to the Ushaka and Point Waterfront Development?

Yes more people are coming into this area which is good for business.

- 5) Do you think the Point Waterfront will be successful or do you think it's going to be a failure?

Yes, there is potential for this development to be successful.

## APPENDIX 3: EIA- RECORD OF DECISION



## KZN Agriculture and Environmental Affairs

*uMnyango:  
weZolimo neZemvelo*

**ISIFUNDAZWE SAKWAZULU-NATALI**

Chief Directorate/ Directorate:  
Environmental Services

Enquiries: Mr Siddiq Adam

Ref: EIA/4451

Private Bag X 9059  
Pietermaritzburg  
3200

Tel: 033 – 355 9690  
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Date: 13-02-2009

### RECORD OF DECISION

#### 1. Description of Activity

##### Background

The applicant, Durban Point Development Company (DPDC) proposed the development of the Point Small Craft Harbour (SCH) immediately north of the Durban Harbour entrance in the vicinity of Vetch's Pier. The area proposed for the SCH is currently below the high-water mark of the sea. The development also includes the continuance of the Point Precinct development on Remainder of Erf 12524, Durban, located within the eThekweni Municipality.

The Durban Point Development area as designated by the eThekweni Municipality includes the uShaka Marine World and extends from Bell Street to the Harbour entrance and from the beachfront to Mahathma Gandhi Road (formerly Point Road). The total area of the site is 55ha, of which the uShaka Marine World comprises 10ha. uShaka Marine World, which is owned by Durban Marine Theme Park (Pty) Ltd, was completed in May 2004 as an anchor of the Point Development area to stimulate the renewal of the Point.

##### Details of Activity

Whilst the application for authorisation related specifically to the development of a SCH (development below the high water mark of the sea), the application also consisted of landward development, consisting of hotels and a mixed-use development on Remainder of Erf 12524, Durban. Based on the key decision factors explained in Section 8 herewith, the Department hereby confirms **Option "S"** as the approved layout applicable to this authorisation and Record of Decision and is attached as Appendix 1.

Option "S" entails the construction of a SCH between Vetch's Pier and the proposed new North Pier and also includes complete redevelopment of the landside zone. Vetches Pier will be totally excluded from the development of the SCH. The SCH will comprise a hotel, mooring for 170 vessels, a soft launch and a hard launch area, Club Facilities, a canal lock system and a mixed-use component adjacent to the new North Pier. Development between uShaka Marine World and the SCH will be set back from the beach thereby creating a wider beach. A super basement parking area will be constructed on the landside area. The landside development observes the current erosion and building

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control lines and therefore results in development being substantially setback from the high water mark compared to the various other options that were presented during the investigations.

Option "S" will accommodate all of the present functions in terms of beach activities albeit in a reduced capacity. The present arrangement of activities will change with swimmers, surfers and boaters utilising different areas of the beach to ensure safety of all parties. Clubs will be consolidated in an area adjacent to the new North Pier with storage facilities to house their boats. The canal system will be linked to the SCH via a lock. In this option, a 234m stretch will be available for bathers and learner surfers. All boating activities will be contained within the SCH and snorkelling will take place between Vetch's Pier and the new SCH breakwater. A 942m long promenade will be constructed which will link in to the uShaka Promenade.

Option "S" also includes the construction/installation of the necessary provision of roads, access ways, electrical, telecommunication services and basement parking.

This project is described under the following items of Government Notice R1182 of 5 September 1997 (as amended), which states:

*"1(e) The construction, erection or upgrading of marina's, harbours, and all structures below the high water mark."*

This describes the construction of the SCH itself, launching facilities and all associated infrastructure.

*"1(i) The construction, erection or upgrading of canals, channels, including structures causing disturbances to flow of water in a river bed, and water transfer schemes between water catchments and impoundments"*

This describes the construction of the lock which links the canals to the SCH. It is bordered by properties 5.1-5.3 and 5.10. It includes the Phase 2B Canal which is surrounded by 5.7-5.9, 5.11 and 5.12. It also includes the Phase 1 Canal Extension – the section that extends to 1.16/1.17 and ends in 3.5.

*"1(m) The construction, erection or upgrading of public and private resorts and associated infrastructure."*

This describes the hotel within the SCH and resorts on Remainder of Erf 12524, Durban.

**Application was also made for the construction or upgrading of sewage treatment plants and associated infrastructure. However throughout the process, no information was forthcoming in this regard. This activity is therefore not one of the activities authorised in this Record of Decision. Separate application will have to be made to the Department of Agriculture and Environmental Affairs (DAEA) for the construction/upgrading of sewage treatment plants to cater for this development.**

## 2. Location

|                                    |   |
|------------------------------------|---|
| Province:                          | KwaZulu-Natal                             |
| Magisterial District:              | eThekweni                                 |
| Title Deed Number:                 | 22615/2003                                |
| Name of property:                  | Remainder of Consolidated Erf 12524       |
| Footprint of proposed development: | As per Option "S", attached as Appendix 1 |

## 3. Applicant

**Name:** \*Durban Point Development Company (DPDC)  
**Address:** RocPoint House or P.O. Box 38073  
15 Timeball Boulevard Point  
Point Waterfront 4069  
Durban  
4001

### Project Directors/Development Managers

**Name** Laurusco Developments (Pty) Limited  
(formerly known as Metallon Properties)  
**Contact person** Mr Neels Brink  
**Address** P.O. Box 20443  
Durban North  
4016

**Tel** (031) 337 3460  
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**Cell** 083 255 4856  
**E-mail** [neels@laurusco.com](mailto:neels@laurusco.com)

\*The applicant is DPDC. This company was formed between the Malaysian controlled company, RocPoint (Pty) Ltd, (which had formed a partnership with a local based empowerment company called Vulindlela), and the Municipality controlled Durban Infrastructural Development Trust (DIDT) on a 50/50 basis. Laurusco Developments (Pty) Ltd (then known as Metallon Properties) took over from Moreland in 2005 as the project directors.

## 4. Consultant

**Name:** Pravin Amar Development Planners  
**Address:** P.O. Box 52040  
Berea Road  
4007

**Contact person** Mr Pravin Amar Singh  
**Tel** 031 201 7510  
**Fax** 031 201 7510  
**E-mail** [md@pravinamar.com](mailto:md@pravinamar.com)

## 5. Site Visit and Task Team Meetings

### Site Visit

| Date        | Person(s)      | Organization |
|-------------|----------------|--------------|
| 14 May 2007 | Malcolm Moses  | DAEA         |
|             | Sarah Allan    | DAEA         |
|             | Ian Felton     | DAEA         |
|             | Vanessa Maclou | DAEA         |
|             | Jeremy Randall | DAEA         |
|             | Tandi Breetzke | DAEA         |
|             | Peter Kuyler   | DAEA         |

### Task Team Meetings

A task team was appointed by the Department Environment Working Committee (DEWC) to assist in the assessment of the SCH application. The individuals listed as attending the site visit above were appointed to serve on the task team. Task team meetings to deliberate on the application were held on the following dates:

- 14 May 2007
- 18 April 2008
- 14 July 2008

## 6. Documentation assessed and the Chronology of key events for the entire EIA Process:

| Date              | Description  |
|-------------------|--|
| October 2003      | Submission of application for authorisation  |
| 12 November 2003  | Acknowledgement of application by DAEA   |
| 17 November 2003  | Public Meeting 1: Scoping  |
| January 2004      | Submission of Plan of Study (POS) for Scoping  |
| 29 January 2004   | Acknowledgement of POS for Scoping   |
| 21 May 2004       | Submission of Environmental Scoping Report   |
| 17 June 2004      | Public Meeting 2: To discuss draft Scoping Report  |
| 27 November 2004  | Public Meeting 3: To discuss further alternatives as prescribed by the eThekweni Municipality  |
| 02 April 2005     | Public Meeting 4: To discuss final set of alternatives for investigation in the EIA phase      |
| June 2005         | Addendum to Scoping Report, incorporating the final alternatives (Public and Authority review) |
| 05 September 2005 | Submission of issues and concerns table  |
| 13 September 2005 | Acceptance of the Scoping Phase by DAEA  |
| December 2005     | Addendum Scoping Report  |
| 01 December 2005  | Focus Group Meeting: eThekweni Municipality  |
| 03 December 2005  | Public Meeting 5: To discuss the Plan of Study for EIA   |
| 02 March 2006     | Correspondence from DAEA   |
| 09 May 2006       | Submission of the POS EIA (Addendum)   |
| 20 October 2006   | Focus Group Meeting: Sports Club   |
| 27 October 2006   | Focus Group Meeting: Fishing Community   |
| 28 October 2006   | Public Meeting 6: Option 2 F   |

|                   |   |
|-------------------|---|
| 02 November 2006  | Focus Group Meeting: Surfers                              |
| 07 March 2007     | Submission of the Final Environmental Impact Report (EIR) |
| 20 June 2007      | DAEA comments on Final EIR                                |
| 14 September 2007 | Response to DAEA comments on Final EIR                    |
| 29 September 2007 | Public Meeting 7: Option "S"                              |
| 05 October 2007   | Focus Group Meeting with eThekweni Municipality           |
| 23 November 2007  | Focus Group Meeting: uShaka Marine World                  |
| 21 December 2007  | Submission of the Amended Final EIR                       |
| 09 May 2008       | DAEA comments on the Addendum EIR                         |
| 29 May 2008       | Response to DAEA comments on the Addendum EIR             |
| 31 August 2008    | Agreements between applicant and Water Sports Club        |

## 7. Decision

In terms of ECA, an application for authorisation of an activity in an area that is of national importance (the 1998 Guideline document to ECA lists various areas of national importance, one of which is the sea-shore) must be lodged with the Provincial Authority for Environmental Affairs. The provincial authority must refer such application to the Department of Environmental Affairs and Tourism (DEAT). Application was made to DEAT for delegation to the Province to assess this application. Such delegation was received on 04 February 2009. Hence, the competent authority for the assessment of this application is the KwaZulu-Natal DAEA.

**Authorisation is granted** by the KwaZulu-Natal DAEA in terms of the provisions of Section 22(3) of the Environment Conservation Act, Act 73 of 1989 to develop the Point Precinct as contained in **Option "S"** described in Section 1 of this Record of Decision (ROD) and subject to the conditions stipulated in Section 9 of this ROD.

## 8. Key Decision Factors

### 8.1. Need and Desirability

The Point Precinct has over the last few decades become rundown, dangerous and a haven for criminals. Such activities and the state of buildings and other infrastructure in this area are affecting the economy of the greater Durban area. Attempts to regenerate the Point area have met with little success. It is for this reason that the eThekweni Municipality commenced in the late nineties with a series of interventions to turn around the economy of Durban. The rejuvenation of the beachfront, including the Point area, was one such initiative.

The aim of eThekweni is to have iconic developments that would anchor both ends of the Golden Mile. One such development is the Suncoast Development and the other would be the Point Development with the re-location of the Durban Aquarium forming the catalyst for this development. Moreland Developments, a private sector developer, was appointed to prepare a development framework for the project. It was proposed that uShaka Marine World is developed and that the rest of the Point Precinct should be developed in parallel. The private sector considered investing in this area as "too risky" and the Municipality contributed to the funding of the uShaka Marine World Development. Private sector however stated that once institutional funding was obtained

and development began in the Point area, it would then invest in the area.

With the above in mind, a revised framework plan and feasibility was drawn up on the basis of which the Durban Point Development Company (DPDC) was formed between a Malaysian controlled company, RocPoint (Pty) Ltd, (which had formed a partnership with a local based empowerment company called Vulindlela), and the Municipality controlled Durban Infrastructural Development Trust (DIDT), to form a 50/50 Joint Venture Company. The Company was launched in 2001 and the land in the Point Precinct was transferred to the DPDC.

A plan for the Point Precinct was publicly launched in 2001 as part of the Cities' Economic Growth Initiative early in 2001. The Point development framework indicated the intentions for development of the Point area. This included development of uShaka Marine World as an anchor development in the point area, development of a system of canals within the Point Precinct and to create a SCH which would provide a real waterfront experience for the Precinct and the City and which would further allow for the connection of the canal system to the Indian Ocean.

Subsequently the uShaka project and the first phase of the canals was completed which started to turn around the economy in Durban with the area seeing an investment of R1.0 billion by private investors within 2 years. The strategic intent of rejuvenation of the Point has proven to be successful from an overall city perspective and the development of the SCH is seen as the next phase in the continuation of the complete rejuvenation of the Point area.

In terms of Option "S" the area proposed for the SCH is appropriate from a locality perspective but will require the reclamation of land below the high water mark. In terms of the Seashore Act, Act 21 of 1935, the land below the high water mark of the sea belongs to the State. Hence land reclaimed from the sea will also belong to the State and this reclaimed land may need to be alienated and disposed of in terms of the Disposal of State Land Act, Act 48 of 1961 in order for the development to proceed. In terms of the landside development, the land is currently undeveloped and in a state of disrepair. Development of this area can only improve its current status and compliment the development near uShaka Marine World and adjacent to the canal system that has already been developed.

Some of the beach activities will be reduced by the SCH being constructed but the various activities taking place will be separated thereby ensuring the safety of the various users of the beach. In the above regard, swimmers, learner surfers and people snorkelling will be able to do so without having to give up their space to the ski boats and other vessels using the same space because all boating activities will be contained within the SCH. Even during major boating events, beach users can still swim and snorkel and not be affected by the launching of boats.

**Allegations that the EIA process is flawed:** The EIA process commenced in 2003 and all Interested and Affected Parties (IAP's) have been part of the public participation process in terms of the evaluation of options/alternatives. The EIA process concluded in December 2007, after extensive consultation with all IAP's. Initially, certain parties were excluded from the public participation process and there was uncertainty amongst IAP's

as to what was the latest proposed alternative. These parties were eventually included as part of the process and the latest information disseminated to the public. The Department notes its satisfaction with the process followed to date.

**The eviction of the Water Sports Clubs:** The water sports clubs have all had formal leases (for the past 60 years) with the condition of lease termination. Since 1999, when the first EIA for the first phase canals were in place, the clubs similar to the lessees on the north pier (e.g. Thirsty's), were aware that they were to vacate the premises. Legal notices were timeously handed to the water sports clubs (some up to two years ago). The Department notes that all evictions are lawful. Importantly, the water sports clubs have subsequently entered into a Memorandum of Agreement (MOA) with the applicant.

**Future Iconic Identity:** The applicant maintains that the SCH together with the hotel within it and the canal link to the sea is key to achieve the applicant's goal of creating a waterfront development, whilst creating an iconic identity with the aim of improving the financial viability of the development and create a special place for the public. Some IAP's believe that Vetch's Pier and the beach itself in its current form provides an iconic identity. It is for this reason that Option 2 F was revised to Option "S", where the SCH will be moved south of Vetches Pier, thus leaving Vetch's Pier untouched and creating a wider beach for swimming and learner surfing. Option "S" will improve the financial outlook of the area and will make the area more desirable and accessible to the greater public whilst creating an iconic identity.

In addition, the Department notes that Vetch's Beach was previously enjoyed by a certain class (excluding the previously disadvantaged). With Option "S", and essentially all other options, the public in general (no exclusions in terms of class or race) will enjoy improved access to Vetch's Beach and the various segments of Option "S".

Access to Vetch's beach will be highly improved irrespective of the option approved (as per the findings presented in the study: Impact of the SCH on access along the shoreline, dated March 2006 and prepared by Prestedge Retief Dresner Wijnberg (Pty) Ltd).

The development of the SCH would play a role in enhancing and developing the heritage of boating as a place for improved facilities, mooring and launching as well as a venue for special boat exhibitions and events. It is noted that Vetch's beach currently serves the purpose for launching and the hosting of special events and provides for the attraction of the boating community. However, swimmers and surfers are in danger of being hurt by the boats launching from and landing at Vetch's and thus sacrifice their time in the water when such events are taking place. Option "S" would allow for the hosting of race events and regatta's without the swimmers and surfers having to give up their space in the water to boats.

## 8.2 Report

### 8.2.1 Social Impact Assessment

A Social Impact Assessment (SIA) study was prepared by the Centre for Environmental Management, University of KwaZulu-Natal, dated 29 September 2006, amended 06 August 2007. The SIA investigation was an extensive process, consisting of both

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quantitative and qualitative techniques with the aim of capturing the perceptions, positions, values, interests and concerns of the various stakeholder groups.

The SIA revealed that, "of the five options presented to stakeholders during the SIA process, only two options remain as viable options: Option 2 (the developers preferred option) and Option 4 (the no-seaward development option). The latter is supported by most stakeholders other than the developer. These two options reflect the polarization that exists between the applicant/developer and the primary stakeholders." Option 2 F was developed as a modification of Option 2 (modified to Option "S" at the end of the EIA process) in attempting to mitigate some of the critical social impacts. Progress was made in this regard with the water sports clubs signing a Memorandum of Agreement with the applicant/developer. However the beach users still maintain that Vetch's must not lose its sense of place.

### 8.2.2 Shadow Impact

In terms of shadow impact, given that the orientation of the proposed SCH and Point is north-facing, no or limited shadow impact on the beach was identified when evaluated against the eThekweni Municipality's requirement of limiting shadow on the beach at 3pm during July (winter). Shadow impact is therefore considered as an impact of no or minimal significance.

### 8.2.3 Visual Impact

Concerns were raised by eThekweni Municipality that the development in its initial form was visually intrusive, insensitive, severing visual contact with the Bluff, the harbour entrance channel and the interest of passing ships. However, suggestions were made by the Municipality that the development must be designed so as to limit interference with existing skyline views of the form of the Bluff, particularly where it meets the water horizon, and to enable sufficient visual contact with the harbour mouth activity. The developers took these comments into consideration and produced alternative design options that have limited visual impact on the Bluff headlands. These design options were incorporated into Option "S" and was subjected to a Visual Impact Assessment.

The Visual Impact Assessment (VIA) confirmed that the scale of buildings within the Point Precinct is of a reduced scale when compared to the rest of the Golden Mile Precinct.

The VIA states that redevelopment of the Point Precinct will alter the historical views, especially when compared to the existing situation of no development in that area. However, the Bluff Headland will continue to form a backdrop to the city as the buildings within the precinct, and particularly along the new North Pier and within the SCH will be lower than the height of the Bluff Headland. The VIA maintains that for the most part, views to the Bluff from the Golden Mile are retained or captured through visual corridors.

The VIA concludes that visual impact is not considered a primary issue as all of the options will change the visual environment of the broader precinct as the redevelopment strategy unfolds.

#### 8.2.4 Accommodation of boat clubs and launching

Extensive deliberations between the applicant and the water activity-based clubs has resulted in the development of a suitable option for the clubs in terms of positioning of club-house facilities, parking, access, boat storage and boat launching.

A suitable site has been determined which caters for club facilities and for boat storage. Parking would be handled through dedicated parking bays within a super-basement structure. A MOA has been entered into between the applicant, the Durban Ski Boat Club, the Durban Undersea Club, the Point Yacht Club and the new umbrella body facilitating the unification of the above-mentioned clubs, namely the Point Watersports Clubs.

The MOA provides for the relocation of the water clubs from the eastern boundary of the Point Precinct to the establishment of a new clubhouse for the unified clubs. The clubs would be accommodated on a property adjacent to the southern corner of the Vetch's section identified as the new subdivision 5.15 and 5.16 (Appendix 3). As per the agreement, the site allocated to accommodate the clubs would be offered to the clubs at less than market value. In order to accommodate parking for the club members and their guests, suitable basement parking would be constructed.

It was also recorded in the MOA that the Point Yacht Club does not support the SCH and that the Durban Ski Boat Club and Durban Undersea Club requested that it not be construed that by signing the MOA, they accept or reject the SCH.

#### 8.2.5 Super-basement

A primary concept applicable to all options is the creation of a "super-basement". The super-basement allows for the development of a parking reservoir for both residential and retail development. This ensures that individual driveway accesses are reduced in number and a dominance of a vehicular orientated public environment is minimized.

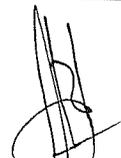
The principle would be carried out either as part of the overall infrastructure programme and built prior to "top-structure" development or designed in detail to be developed incrementally by individual developers tied to predetermined levels and a building column grid. Importantly, parking would be provided as set out in the Town Planning Scheme.

#### 8.2.6 The Canal System

In the formulation of the Point Framework Plan two significant marine infrastructure components were identified and proposed, namely the SCH and an inland seawater canal system.

The Point canal system has a central length of approximately 800m which connects uShaka Marine World on the western side of the Point Development to the eastern, harbour entrance side referred to as Phase 1. A branch off the canal will link the central section northwards to the proposed lock at the SCH and thereby provide access to the sea and eastwards within the Point Precinct, referred to as Phase 2.

Phase 2 is further divided into "Phase 2A" and "Phase 2A extension" which extends around sites 1.6 and 1.8 and the remainder, eastwards, is referred to as Phase 2B. The



lock canal would connect the overall canal system to the SCH. Additional side branch canals provide extra water frontage for adjacent development packages.

A branch canal referred to as Shannon's Canal is approximately 110m long extending from the central canal into a private development. It is proposed that a further branch canal be constructed off the central canal at Timeball Square referred to as Phase 1 Canal Extension between sites 1.16 and 1.17 canal.

It is important to note that included in the proposal under assessment are sections of the canal system which link with the proposed SCH and refers to the following:

- The lock canal: the link from the ocean into the canal system bordering properties 5.1-5.3 and 5.10;
- Phase 2B canal – The section surrounded by 5.7-5.9, 5.11 and 5.12; and
- Phase 1 canal extension – the section that extends to 1.16/1.17 and ends in 3.5.

The Department notes the following applications relating to the canal developments:

- EIA/4452 – Phase 2A of the perched and sealed navigable seawater canal in the Point Precinct Development. Exemption Decision was granted on 04 August 2005, construction completed.
- EIA/5534 – Shannon's Canal. Construction commenced in the absence of the requisite environmental authorisation, application for rectification in terms of Section 24G of NEMA has been made.
- EIA/6623 – Phase 2A Extension. Exemption decision was granted on 28 March 2006.

Of significance, the Department noted the piece meal approach adopted by the applicant to construct segments of the canal system as described above.

### 8.2.7 Land Ownership

Land ownership on the seaward side has been a contentious issue throughout the EIA process. There seemed to be uncertainty as to who the legal landowners were and what the legal landowners were allowed to do on or with their land. Several legal opinions were obtained on this matter. However, this Department has decided to utilise the legal opinion obtained by the Marine & Coastal Management branch of the National Department of Environmental Affairs and Tourism (DEAT) in Cape Town. The reason for this is that the activity in Cape Town for which this legal opinion was obtained is similar to the proposal from the DPDC for the development of the SCH and DEAT have concurred with this legal opinion.

In summary, according to this legal opinion, the Sea Shore Act, Act 21 of 1935, states that the ownership of the sea and sea-shore vests in the State President, except for any portion which was lawfully alienated before the commencement of the Act. It provides that the sea-shore and the sea shall not be capable of being alienated or let except as provided by that Act or any other law, and shall not be capable of being acquired by prescription. Section 5 of the Act is relevant to the use of the sea and sea-shore and reclamation of the sea. It allows an organ of state to reclaim land in the sea. Reclaimed land will belong to the State. However, this reclaimed land can only be disposed of in terms of the State Land Disposal Act, Act 48 of 1961 or other applicable legislation



governing disposal of state-owned land.

With regard to the proposed SCH development, the DPDC would have to comply with all legal requirements in terms of reclamation of land below the sea and the "potential ownership" of such land by a private entity. Conditions to this effect are included in Section 9 of this Record of Decision.

### **8.2.8 Erosion Line and Building Control Zone**

The CSIR undertook an initial assessment of the Durban Bight potential erosion line in 1977. Due to significant changes from the parameters used in the initial study, due mainly to the beach restoration scheme and a sand pumping scheme initiated to compensate for the wave included sand losses from the beaches, the CSIR revised the potential erosion line in September 1990.

The earlier assessment of the potential erosion line was based on measurements from the 1976 high water line (HWL). The revised 1990 CSIR study determined the potential erosion line for the Durban Bight by correlating the measured beach profile response with results from a numerical setback analysis.

The numerical setback analysis was done using a mathematical model which calculates on/offshore sediment transport due to wave action. Recommendations made for the establishment of the building control zone were based on the potential erosion and maximum measured setback of the beach at various survey sections.

The boundary of the building control zone is defined as the landward limit of the potential scour profile. The erosion line is taken as the maximum setback of the HWL which is taken at +2m Chart Datum (CD). The erosion line was developed by the CSIR based on the normal beach line and coastal dynamics based on a 1:50 year storm event.

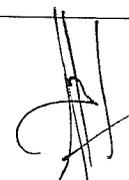
In all options except Option 4, structures will be built on the seaward side of the building development zone and as such these structures will need to be designed to withstand potential scour and / or have sufficient shoreline protection in order to protect them from extreme storm conditions. In this case the erosion line will be effectively moved seawards. In all of the SCH layout options including the no-go option shoreline protection has been allowed for.

### **8.2.9 Impact of the SCH on water quality**

A specialist study to determine the impact of the proposed SCH on water quality was undertaken by Prestedge Retief Dresner Wijnberg (Pty) Ltd dated March 2006.

The study identified two possible sources of pollution, i.e. pollution sources from outside the SCH (comprising of storm water and the water discharged from the Point Precinct canal into the SCH) and pollution sources generated inside the SCH from the small crafts.

Flushing of the SCH was also assessed using a numerical and physical model. The numerical model indicated that flushing might be problematic during a neap tidal cycle. However, with a permeable northern breakwater on the SCH, flushing of the SCH basin is not considered to be problematic.



In the physical model, it was evident that a positive hydraulic head would exist between Vetches Pier and the North breakwater of the SCH. The hydraulic head was shown to be capable of fully mixing the water in the SCH in a matter of hours by introducing a permeable section of breakwater into the physical model. In combination with the tidally driven flushing, the SCH is therefore predicted to achieve the required 4 and 8 day flushing requirements for SCH's.

In addition, dredging of the SCH inner basin was also identified as a possible impact, albeit limited, on water quality that could not be avoided. However, most of the suspended dredge material will be contained within the SCH, where it is expected to settle out. It is stated that through adequate monitoring and management of the dredging process during construction no foreseeable problems are expected.

Overall, the impact on water quality would be expected to be minimal provided that a sound management plan was implemented. The study also makes reference to Blue Flag Status requirements. **It is noted that Durban is no longer associated with the blue flag campaign and intends adhering to its own water quality standards.**

#### 8.2.10 Beach Use

The Harbour widening currently underway includes the construction of breakwaters to provide protection to the Durban Harbour, dredging works to achieve an acceptable depth, jetties, quay walls and boat launching facilities. These activities are encroaching on the extent of beach available to the public.

The lee of Vetch's Pier provides a safe swimming area. Vetch's Pier and the limestone reef that runs near perpendicular to the seaward end of Vetch's Pier are popular dive locations. Durban's beaches are also popular amongst local and international surfers. The area in the lee of Vetch's Pier also serves as a boat launch site for power boats and non-motorised boats.

Prestedge Retief Dresner Wijnberg (Pty) Ltd was appointed to determine the impact of the proposed SCH on sunbathing, swimming conditions, surfing and diving in consideration of changes in beach dimensions, wave condition and currents.

The study confirmed that although there have been minor changes in currents and wave conditions the main changes would be in the beach dimensions. The study further noted that due to the protection provided by Vetch's Pier to Vetch's Beach, a calm wave climate occurs that is not replicated on any of the other Durban beaches.

It is not the intent of the application to exclude or restrict all current users' access to the beach, but to incorporate all current uses in the final layout of the proposed SCH, which is done in Option "S". This option provides that the beach be used solely for sunbathers, swimmers and surfers and that all boating activity will be contained within the SCH. This means effectively that during major boating events, the beach will still be able to be utilised by the public whereas currently due to all users including boats using the same space, swimming, surfing and snorkelling during boating events was difficult.

### 8.2.11 Biodiversity/Ecological impacts

There are five distinct ecological entities within the Vetch's bight. These are Limestone Reef, Vetch's Pier, the North Pier, the sandy substratum of Vetch's bight, and Vetch's Beach itself.

Changes to the above as a result of the construction of the SCH will be:

- A loss of a portion of limestone reef between the end of Vetch's Pier and the new North breakwater;
- The net loss of approximately 230m of intertidal beach; and
- The creation of approximately 500m of new reef along the edges of the new SCH breakwaters.

In terms of the above changes, a slight reduction in the mean wave height is predicted over the junction of Vetch's Pier and Limestone Reef and a significant reduction in mean wave height associated with the breakwaters. There will be a reduction in the mean current speed over much of Vetch's Pier and the breakwaters and an increase towards the seaward edge of Vetch's Pier. There will be a loss of gyre within Vetch's bight. There will also be a change in current flow patterns over Vetch's Pier (westwards along the reef instead of across the reef as is predicted to continue for the baseline condition, the baseline condition being that only new north pier is constructed).

In terms of sediment movement, it is predicted that there will be a slight reduction in the potential for the transport of sediment to and across Vetch's Pier. There would however be significant changes to sediment transport rates and erosion/accretion patterns in the vicinity of the breakwaters. There will be a significant reduction in depth between the seaward end of Vetch's Pier and the SCH breakwater and on the seaward end of the junction of Vetch's Pier and Limestone Reef. No change in water quality is expected (aside from possible short periods during the construction of the new north breakwater).

The ecological implications of the above changes are as follows. The combination of a decrease in the mean wave height over the junction of Vetch's Pier and Limestone Reef, the reduction in mean current speeds over much of Vetch's Pier, and the change in current flow direction over Vetch's Pier, all have the potential to impact significantly on the ecology of that reef. The potential impacts of the proposed physical changes, include changes in species distribution on the reef, changes in the relative abundance of the species present, and reduced productivity.

However it is considered unlikely that there will be any change in the overall biodiversity of Vetch's Pier. The loss of a portion of the limestone reef and of the gyre is unlikely to result in any significant changes to the ecology of the area or to adversely affect biodiversity. In terms of benthic organisms, it is predicted that the distribution of these communities will change in response to the predicted shifting of the calmer conditions northwards. However, it is considered unlikely that there will be any significant change in the species diversity of these communities.

### 8.2.12 Storm water

It is anticipated that construction and operation activities could potentially result in negative impacts on the receiving environment through uncontrolled runoff from storm or rain events. As a result, a Storm water Management Plan (SWMP) for both the

construction and operational phases of the development has been drafted and will be submitted to the eThekweni Municipality: Coastal and Drainage Division and the Department of Water Affairs and Forestry for their approval. Construction will only commence once the SWMP has been approved by these Institutions.

### 8.2.13 Economic Assessment

The aggregate economic impact of the water sports clubs was considered positive as a contribution to GDP at an estimate of R648 million and sustaining employment of approximately 5076 people across the South African economy.

In consideration of Option "S", it is estimated that the proposed SCH would create between 5600 and 7900 new jobs in the development phase only. This is before the project enters its operational phase and excludes the rest of the Point Precinct, which is estimated 50% larger than the SCH variables assessed.

It was further estimated that after the facilities are developed, the SCH will sustain between 4500 and 7100 permanent operational jobs. The estimated contribution to South African Gross Domestic Product from the new development is, depending on the option selected, between R1.5 billion and R2.1 billion. These estimates exclude contributions that could arise from induced tourism.

### 8.2.14 Cultural-Historic

Due to the nature and location of the proposed SCH, a maritime archaeological pre-disturbance study (desktop analysis) was undertaken by Nikolay Mavrodinov, dated January 2006. The aim of the study was to establish the possibility of maritime archaeological material being present on the seabed and shoreline in the affected area. The most significant potential impacts of the SCH development on the marine ecology relates to:

- a) alteration and destruction of the base of Vetch's Pier close to the beach (no longer applicable as Option "S" is proposed south of Vetch's Pier, hence the pier will not be altered in any way by construction).
- b) encountering and disturbing shipwreck sites; and
- c) encountering and disturbing anchors, chains and other historical seafaring refuse;

As means of mitigation, a Phase 2 investigation is recommended to ensure that during construction, wreck material is not disturbed or destroyed during excavation. In addition, wrecks could be relocated to a new site and could provide an interesting dive site.

## 8.3 NEMA Principles

8.3.1 The following NEMA Principles were considered in arriving at this decision. Principle (2) of Chapter 2 of NEMA states that "*Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably*".

With the above in mind, if the stakeholder's option 4 was approved, it would definitely put the beach-goers at the forefront of environmental management. However, this would not be equitable because the developmental needs of people must also be considered. In Option "S", while the social interests of people are reduced in terms of the beach area lost to the SCH, it is not limited in any way like it is currently, when huge boating events take place and swimmers are displaced from their beach.

8.3.2 Principle (3) in Chapter 2 of NEMA states that *“development must be socially, environmentally and economically sustainable”*. In reviewing the various alternatives, Option “S” meets the above criteria.

The development according to the economic assessment is viable. All the environmental studies indicate that while there are environmental impacts, none of them are so significant as to prevent the development of the SCH. In addition mitigation measures are provided to counter the impacts that may arise. The Social Impact Assessment revealed that stakeholders were against the development of the SCH indicating that they would lose their “sense of place” and cultural and emotional attachment. The developers by arriving at Option “S” have mitigated the loss of a portion of the beach for beach activities and thus mitigated some of the social issues associated with such beach usage. These activities are accommodated but not on the scale that it currently enjoys.

Option 4 is the stakeholders preferred option. While this Option may be socially acceptable, from an economic perspective, it will not generate enough revenue to be able to realise the full rejuvenation of the Point as envisaged by the eThekweni Municipality. From an environmental perspective, the ecological assessment indicates that the no-go alternative does not provide for any improvement on the current status of biodiversity in the Vetch’s area. In terms of the ecological assessment with regard to the order of preference for the various options, option 2 scored higher than option 4. This was because option 2 was seen as providing more habitat for reef organisms as opposed to the no-go option which did not improve the biodiversity of the area. This option is therefore not a balanced option in terms of the triple bottom line.

8.3.3 Principle 4 (b) of Chapter 2 of NEMA states that *“environmental management must be integrated, acknowledging that all elements of the environment are linked and interrelated, and it must take into account the effects of decisions on all aspects of the environment and all people in the environment by pursuing the selection of the best practicable environmental option”*.

Option “S” does this by acknowledging that some people’s social needs will be affected negatively by the loss of a portion of the beach but it also realises that the social needs of other South African citizens will be enhanced by providing an area accessible to them. This area was previously not accessible to the public at large, especially previously disadvantaged people.

8.3.4 Principle 4 (o) of Chapter 2 of NEMA states that *“The environment is held in public trust for the people, the beneficial use of environmental resources must serve the public interest and the environment must be protected as the people’s common heritage”*.

The eThekweni Municipality are by developing the SCH providing a use to the greater public that was never there before. In this regard the Point Precinct was a haven for criminals and the safety of other citizens was compromised. By eThekweni rejuvenating the area a greater number of people of all races and creeds would have the opportunity to access these areas. This is evident by the numbers of visitors to the uShaka Marine World. In addition, Vetch’s was used exclusively by a few people but with the development of the SCH a large number of people of all races and creeds would have the opportunity to access this area freely.

8.3.5 In addition, the following NEMA Principles are relevant, applicable and were considered in this decision from a social context:

- (4) (a) Sustainable development requires the consideration of all relevant factors including the following:
  - (i) That the disturbance of ecosystems and loss of biological diversity are avoided, or, where they cannot be altogether avoided, are minimised and remedied;
  - (ii) That pollution and degradation of the environment are avoided, or, where they cannot be altogether avoided, are minimised and remedied;
  - (iii) That the disturbance of landscapes and sites that constitute the nation's cultural heritage is avoided, or where it cannot be altogether avoided, is minimised and remedied;
  - (vii) That a risk-averse and cautious approach is applied, which takes into account the limits of current knowledge about the consequences of decisions and actions; and
  - (viii) That negative impacts on the environment and on people's environmental rights be anticipated and prevented, and where they cannot be altogether prevented, are minimised and remedied.
- 4 (c) Environmental justice must be pursued so that adverse environmental impacts shall not be distributed in such a manner as to unfairly discriminate against any person, particularly vulnerable and disadvantaged persons.
- 4 (f) The participation of all interested and affected parties in environmental governance must be promoted, and all people must have the opportunity to develop the understanding, skills and capacity necessary for achieving equitable and effective participation, and participation by vulnerable and disadvantaged persons must be ensured.
- 4 (g) Decisions must take into account the interests, needs and values of all interested and affected parties, and this includes recognizing all forms of knowledge, including traditional and ordinary knowledge.
- 4 (i) The social, economic and environmental impacts of activities, including disadvantages and benefits, must be considered, assessed and evaluated, and decisions must be appropriate in the light of such consideration and assessment.

In considering the NEMA Principles, the Department is convinced that Option "S" is the most practical development option that is compliant with the NEMA Principles.

#### 8.4 Alternatives

The following layout alternatives were considered during the EIA process as presented in the Draft Scoping Report prepared by Pravin Amar Development Planners, dated 21 May 2004:

- Option 1 : Breakwater on Vetch's Pier
- Option 2 : North of Vetch's
- Option 3 : South of Vetch's
- Option 4 : Within the Port
- Option 5 : Integrated Option

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- Option 6 : No Go Option
- Option 7 : Status Quo Option

As presented in the Addendum to the Scoping Report prepared by Pravin Amar Development Planners, dated 30 July 2005, the following options were considered:

- Option 1 : Original proposal – breakwater on Vetch’s Pier
- Option 2 : Integrated option (as per option 5 of the Draft Scoping Report)
- Option 3a : Reconfigured SCH
- Option 3b : Reconfigured SCH
- Option 4 : Recreational Theme Park/Entertainment
- Option 5 : Eco-cultural/Heritage Proposal
- Option 6 : Recreational/Tourist Retail
- Option 7 : Watersports and Recreational Development
- Option 8a : Water development-Public
- Option 8b : Water development-Public
- Option 9 : Conventional – No SCH

In addition to the above, the following alternatives were presented during the consultative public workshop held on 27 November 2004:

- Option 2 : Integrated option
- Option 3b (i)
- Option 3b (ii)

The following options were considered in context of technical alignment of concept drawings of the options against the modelling (wave and sedimentation):

- Option 2 : As per the coastal engineering reports
- Option 2B : New entrance and improved spur
- Option 2C : Layout option with perched beach
- Option 2D : Soft launch and forklift launch
- Option 2E : Option attempt to incorporate most uses
- Option 2F : Further refinement following concerns from surfers

The following options were considered in the Final Environmental Impact Report:

#### 8.4.1 Option 1

Option 1 proposes the development of a “larger” format SCH defined in the south by the new North Pier as part of the proposed harbour widening. A new breakwater on the inside of existing Vetch’s and a submerged groyne south of Bell Street is proposed. The proposal incorporates the following:

- A lock providing linkage between the canal system and the sea as an extension to the proposed deepwater canal;
- A resort is proposed at the base of Vetch’s forming the north eastern edge of the SCH;
- Mooring facilities for small craft are located centrally within the SCH and a deep water mooring area for large vessels is located adjacent to the lock;
- Integrated club facilities;
- Residential zone adjacent to the proposed new North Pier;
- A promenade is proposed as an extension of the Golden Mile;

- Hard and soft launch facilities, sheltered swimming and a snorkelling zone are proposed.

#### **Accommodation of uses**

Option 1 accommodates all the present functions and those proposed in terms of the broader vision albeit in a new format and location. Within this option some of the beach activities are spread across the beach extending to Bell Street.

#### **Alignment with the Point Framework**

Option 1 is consistent with the overall intentions set out in the framework including specifically linkage to the canal system, Browns Road and Timeball Square as key structuring spines for the overall precinct.

#### **Public Access/Promenade**

Option 1 allows for some 1200m of linear promenade and improves public access in terms of the current situation. Apart from the extent of access, Option 1 importantly provides for activities fronting onto the promenade at a ground level providing active surveillance and therefore promoting its use.

#### **8.4.2 Option 2F**

##### **Accommodation of uses**

Option 2F is similar to Option 1 in that Option 1 accommodates all existing functions and those proposed albeit in a new format and location. However, a smaller bathing area is catered for just north of Vetch's Pier through the creating of a new bathing beach and soft launch.

##### **Alignment with the Point Framework**

Option 2F is consistent with the overall intentions set out in the framework including specifically linkage to the canal system, Browns Road and Timeball Square as key structuring spines for the overall precinct.

##### **Public Access/Promenade**

Option 2F allows for some 1200m of linear promenade and improves public access in terms of the current situation. Apart from the extent of access, Option 2F importantly provides for activities fronting onto the promenade at a ground level providing active surveillance and therefore promoting its use.

#### **8.4.3 Option "S"**

Due to the engagement with the eThekweni Municipality during the period June 2007 to August 2007, DPDC decided to refine the design of the preferred Option 2F. The refinement of Option 2F resulted in the development of Option "S".

As this was a new option, Option "S" was subject to an additional public consultative process. A public meeting was convened on 29 September 2007, with the purpose of informing all interested and affected parties of the latest developments in the EIA process, i.e. in terms of Option "S".

Option "S" follows from the same framework principles adopted for Option 2F with the following changes:

- The development zone is removed from the seashore;

- The beach zone, as a result has increased, allowing for a minimum of 20m of promenade between uShaka and the SCH;
- The building heights are reduced along this zone in a stepped mode that reduces the shadow impact on the shoreline;
- The SCH is reduced in size as a result of moving southwards away from Vetch's Pier, leaving the pier untouched by any development;
- The hotel is relocated inside the SCH and not on Vetch's Pier.

#### 8.4.4 Option 3 B(i)

Option 3 B(i) proposes the development of a "smaller" format SCH defined by the new North Pier as part of the proposed harbour widening. A new breakwater on the inside of existing Vetch's Pier but closer to the new North Pier is proposed defining the area within these breakwaters as a SCH. The proposal incorporates the following:

- A lock providing linkage between the canal system and the sea as an extension to the existing shallow canal system;
- A hard launch facility is proposed just off the new north pier;
- Mooring facilities for small craft are located centrally within the SCH
- Integrated club facilities;
- Residential zone adjacent to the proposed new North Pier;
- A promenade is proposed as an extension of the Golden Mile
- Soft launch facilities, sheltered swimming and a snorkelling zone are proposed.

#### 8.4.5 Option 3 B(ii)

Option 3 B(ii) proposes the development of a "smaller" format SCH defined by the new North Pier as part of the proposed harbour widening. A new breakwater on the inside of existing Vetch's Pier but closer to the new North Pier is proposed defining the area within these breakwaters as a SCH. The proposal incorporates the following:

- A lock providing linkage between the canal system and the sea as an extension to the existing shallow canal system;
- A hard launch and mooring facility are proposed (similar to that of Option 3B(i));
- Integrated club facilities;
- Residential zone adjacent to the proposed new North Pier;
- A promenade is proposed as an extension of the Golden Mile;
- Soft launch facilities, safe bathing and a snorkelling zone are proposed within the area south of Vetch's Pier; and
- Development along the beach edge is set back from the beach, providing for a wider beach.

Evaluation of both Option 3B (i) and 3B (ii) are identical.

#### Accommodation of uses

Option 3B (i) and 3B (ii) accommodated most of the present functions and some of those proposed in terms of the vision. A shortcoming however, is that this option does not allow for a large boat mooring area, a key component of the overall vision for a waterfront and given the scale of the SCH, it is likely that some of the uses are likely to compete for space. Equally, the remaining Vetch's Beach, being reduced in scale may not optimally accommodate present soft beach uses.

### **Alignment with the Point Framework**

Option 3B (i) and 3B (ii) are not consistent with the overall intentions set out in the framework particularly relating to canal linkage to the sea in that the proposed lock would link to the shallow canal and therefore restrict the size of craft entering the canal system. More importantly this link is off centre in terms of Timeball Square/Browns Road central structuring pivot.

### **Public Access/Promenade**

Option 3B (i) and 3B (ii) allow for some 900m of linear promenade and improves public access from the current situation. Importantly though, portions of the promenade within these two options do not have active edges.

### **8.4.6 Option 4**

Option 4 retains the present sea water body in its current state but entails complete redevelopment of the landside zone. Such landside development observes the current erosion and building control lines and therefore results in development being substantially set back.

New development in terms of the EIA area is restricted to the development of a resort zone adjacent to uShaka Marine World and a smaller mixed use zone structured around a public space adjacent to the new North Pier. Residential development established as part of the broader Precinct 5, namely apartments structured around the Phase 2 canal basin would back onto the promenade.

### **Accommodation of uses**

Option 4 will accommodate all of the present functions in terms of beach activities. However, the present arrangement activities (limited to the clubs located along the beach) from a landside point of view will change. This option does not allow for the introduction of new activities in terms of the SCH such as a predictable wave regime to allow for mooring of craft.

### **Alignment with the Point Framework**

In terms of the Point Framework, Option 4 is not consistent with the overall intentions set out in the framework particularly relating to extending "water frontage" and negates any connection of the canal system to the sea and is therefore fundamentally flawed from the applicant's framework planning point of view. The canal system will not function as a real urban structuring system that adds vitality and will relegate the Point Precinct as a pseudo simulated waterfront.

### **Public Access/Promenade**

Option 4 allows for approximately 700m of linear promenade which is an improvement from what currently exists but provides the least amount of promenade. However, it must be noted that the 700m is the maximum public access promenade that would be possible on any option. The additional access/promenade is as a result of the area proposed to be reclaimed for the development of the SCH.

## 8.5 A Comparative Assessment of the Options evaluated against the key findings of the Specialist Reports

A comparative analysis of the options evaluated is presented in Appendix 2 attached.

The SIA revealed that, "of the five options presented to stakeholders during the SIA process, only two options remain as viable options: Option 2 (the developers preferred option) and Option 4 (the no-seaward development option). The latter is supported by all stakeholders other than the developer. These two options reflect the polarisation that exists between the applicant/developer and the primary stakeholders." Option 2F was developed as a modification of Option 2 (now at the end of the EIA process modified as Option "S") in an attempt to mitigate some of the critical social impacts.

From the options presented in the amended EIR, Option "S" is considered as the most reasonable and feasible option that encompasses the concept of sustainable development and meets the requirements of the NEMA principles. The Department is therefore convinced that Option "S" is the most practical development option.

## 8.6 Public Participation

8.6.1 Section 7 of the amended Final EIR, dated December 2007 highlights the public participation process facilitated to date. Section 6 of this authorisation makes an account of the chronology of events during the public participation process since submission of the EIA application.

8.6.2 The process has been extensive and long drawn with the process starting in 2003. Initially it was perceived that the long process would result in stakeholder fatigue to a point that IAP's would no longer be interested in the project. However, due to the social attachment IAP's have been actively involved throughout the process.

8.6.3 Concerns raised during the public meetings related to the following:

- The need for the SCH;
- The option of the SCH inside the Port;
- The EIA process being flawed;
- The eviction of the water sports clubs;
- Future iconic identity of the area;
- The reclamation of land below the high water mark primarily for private gain;
- Ecological loss of fish and crustacean species;
- The concerns relating to sea-level rise;
- Deterioration of water quality;
- Sense of Place (historic and emotional value);
- Sailing and mooring limitations.

8.6.4 All concerns/issues were accordingly responded to as detailed in Section 8 above.

## 9. Conditions of Authorisation

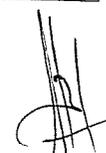
### Standard Conditions

- 9.1. This authorisation refers only to the activity as specified and described in Section 1. Any changes to, or deviations from, the project description set out in this authorisation must be approved, in writing, by this Department before such changes or deviations may be effected.
- 9.2. In assessing whether to grant such approval or not, this Department may request such information as it deems necessary to evaluate the significance and impacts of such changes or deviations and it may be necessary for the holder of the authorisation to apply for further authorisation in terms of the NEMA EIA Regulations of 2006.
- 9.3. The granting of this authorisation does not preclude the applicant from complying with all other applicable legislation, in particular the National Ports Act, Act 12 of 2005 and any regulations promulgated under this Act.
- 9.4. Further to the provisions of condition 9.3, the Durban Point Development Company must comply with all applicable legislation in terms of reclamation of land from the sea and disposal of state land.
- 9.5. The activity, including site preparation, may not commence before the statutory appeal period expires. In the case of an appeal being submitted to the competent authority, the effect of this Record of Decision will be suspended until such time as the appeal is finalised.
- 9.6. Durban Point Development Company is responsible for compliance with the provisions of Duty of Care and remediation of environmental damage in accordance with Section 28 of NEMA and its obligations regarding the control of emergency incidents in terms of Section 30 of this Act. Accordingly, this Department must immediately be notified of an incident as defined in subsection 30(1)(a) of NEMA.
- 9.7. Durban Point Development Company shall be responsible for ensuring compliance with the conditions by any person acting on its behalf, including but limited to, an agent, contractor, sub-contractor, employee or person rendering a service to the Durban Point Development Company.
- 9.8. In all relevant contracts entered into by the Durban Point Development Company, the contractor(s) shall be compelled to comply with the terms of authorisation. In the event of non-compliance by any contractor implicated in this activity, the Durban Point Development Company and/or his successor/s in title will be held liable.
- 9.9. This Department retains the right to inspect the proposed project during both construction and operational phases.

- 9.10. Durban Point Development Company must inform all registered IAP's of this ROD within **seven (7) calendar days** of its date of issue by print media, letter, facsimile or e-mail and explain their right to appeal.
- 9.11. This Department reserves its right to review any condition contained in this authorisation, and if deemed necessary, delete or amend such condition, or at its discretion, determine new conditions, in such a manner that it is lawful, reasonable and procedurally fair.
- 9.12. Records relating to the compliance/non-compliance with the conditions of authorisation must be kept in good order. Such records shall be made available to this Department within seven (7) calendar days of receipt of a written request by this Department for such records.
- 9.13. Failure to comply with the conditions of this authorisation will be dealt with in terms of the relevant sections of the Environment Conservation Act, Act 73 of 1989) as amended, the National Environmental Management Act, Act 107 of 1998) and any other appropriate legal legislation.
- 9.14. This Department must be notified within thirty (30) calendar days thereof, of any change of ownership and/or project manager of the entire property. Conditions imposed in this Record of Decision must be made known to and are binding on the new owner/s and/or developer/s.

#### Specific Conditions

- 9.15. The applicant is to ensure that all agreements in terms of the alienation or leasing of the land below the high water mark are in place prior to commencement of construction on the SCH. A copy of this agreement must be forwarded to this Department within fourteen (14) calendar days upon it being obtained.
- 9.16. The layout of the site must conform to the layout plan / conceptual framework as depicted in Option "S" in the Final Environmental Impact Report and attached as Appendix 1 herewith.
- 9.17. The Department of Traditional and Local Government Affairs must approve all finalised infrastructural service layouts and plans for sewer, water and electricity.
- 9.18. An Environmental Management Plan (EMP) for the construction and operational phases of the development must be drawn up and submitted to this Department and approved **prior** to construction (including site preparation) commencing. The construction and operational management plans may be separate documents should this be warranted. The EMP/s must:
- a) Incorporate the conditions of authorisation given in this Record of Decision;
  - b) Include the recommendations and mitigation measures contained in the EIR as prepared by Pravin Amar Development Planners. In addition, recommendations provided in the specialist studies must also be included;



- c) Be included in all contract documentation for the construction phase of the development;
  - d) Specify the persons responsible for ensuring that the individual conditions are carried out as stated in the EMP;
  - e) Specify the working hours for the construction phase of the project;
  - f) Be implemented by the applicant during the construction and operational phases of the development; and
  - g) Be submitted to the eThekweni Municipality: Environmental Management Department for comment. Any comments are to be provided to this Department prior to approval being given by this Department.
- 9.19. In addition to condition 9.18 above, the EMP must include the following:
- a) A water quality monitoring and management plan (pre, during and post the SCH construction);
  - b) A Waste Management Plan;
  - c) A Storm water Management Plan (see condition 9.49);
  - d) A Biomonitoring Plan and Programme; and
  - e) Details of the construction for the super-basement parking, secondary measures to prevent flooding, and a contingency plan must be detailed in the EMP.
- 9.20 The Durban Point Development Company and developer must ensure adherence to the EMP.
- 9.21 Any future significant environmental issues that arise during the lifetime of the proposed project must be incorporated in an updated EMP that is to be forwarded to this Department for approval. Should there be doubt as to what a significant environmental issue is, this Department must be contacted and this Department's decision is final on what a significant environmental issue is.
- 9.22 The applicant must appoint a suitably experienced, independent Environmental Control Officer (ECO) before commencement of any land clearing or construction activities to ensure that the mitigation/rehabilitation measures and conditions referred to in this Record of Decision are implemented and to ensure compliance with provisions of the EMP.
- 9.23 Details of the ECO must be communicated to this Department immediately upon appointment of such ECO.
- 9.24 The ECO must continuously monitor project compliance with conditions of this Record of Decision, environmental legislation and the EMP. Details regarding the frequency of site meetings and responsibilities of the ECO must be included in the EMP.
- 9.25 Monthly audit reports for the construction phase of the development must be submitted to this Department. The details for the submission of the audit reports are as follows:

Assistant Manager: Compliance Monitoring and Enforcement



Private Bag X006  
Bishopsgate  
4008

- 9.26 In terms of Monitoring, Recording and reporting to the Department, the development must be audited on an annual basis during the operational phase (i.e. post-construction phase), until agreed otherwise in writing, to measure compliance and the effectiveness of mitigation measures in the EMP. The audits must be carried out by an independent environmental auditor and the audit reports must be submitted to this Department at the address provided in condition 9.25.
- 9.27 It is a condition of this authorisation that the applicant indemnifies the Department, in writing, for any liability whatsoever now or in the future arising out of any damage or destruction to the applicant's property due to its location within the coastal erosion zone and therefore the risk of damage to it from high tides, extreme storm events, or the rise of sea level.
- 9.28 The applicant is to acknowledge in writing, prior to the commencement of construction that he has been cautioned in this regard by the Department and will undertake to inform all future owners of the property of this condition.
- 9.29 A monitoring committee must be set up prior to commencement of construction to ensure that construction of the SCH takes place in an environmentally responsible manner. Such committee must be representative of the people who participated in the public participation process during the EIA.
- 9.30 The developer and contractors must maintain a complaints register. Any complaints that are registered must be attended to immediately to the satisfaction of all parties. This register must be made available to this Department within **seven (7) calendar days** of a written request.
- 9.31 All construction preparatory work, including the storage of construction materials must take place within a construction camp which must be clearly demarcated. No storage of construction materials will be allowed on the beach in the vicinity of the SCH site at any time. No storage of material will be permitted outside the construction camp unless agreed upon by the Environmental Control Officer, Engineer and this Department.
- 9.32 Construction workers must be briefed on the sensitivity of the natural environment where this is applicable.
- 9.33 Dust suppression measures must be implemented on site to prevent wind-blown dust from creating a nuisance to neighbouring residences.
- 9.34 During or prior to site preparation for the construction of the SCH, a phase II investigation must be undertaken in terms of potential archaeological finds within the proposed site. Such investigation must be undertaken with the guidance of a maritime archaeologist or archaeologist.

- 9.35 The developer must make adequate allowances for the investigation referred to in condition 9.34 so that should any artefacts be found that need to be re-located, there will be sufficient time to be able to do so.
- 9.36 Any wreck material recovered from the proposed SCH site must be curated by a local relevant Museum.
- 9.37 In accordance with the KwaZulu-Natal Heritage Act, Act 10 of 1997, AMAFA must be notified if any cultural material is discovered during the course of the development. In the event that material of cultural significance is found, construction must stop until AMAFA are able to investigate the finding and give permission to go ahead with construction.
- 9.38 A marine archaeologist or archaeologist must be on site during dredging operations for the construction of the SCH as well as during actual construction of the SCH in order to monitor the excavation process and ensure that wreck material is not disturbed or destroyed without proper archaeological intervention.
- 9.39 Photographic records must be kept of any archaeological finds along with documentary evidence.
- 9.40 The developer is to move the remains of the wreck of the iron whaling ship, "The ODD" from its current position between Vetch's Pier and North Pier (if it has not already been moved due to the widening of the harbour mouth) to a position where it can still be utilised as a dive site. The developer is to liaise with the marine archaeologist to achieve the above.
- 9.41 During construction of the secondary breakwater of the SCH, local rock must be used, the same as that which was used in the construction of Vetch's Pier. The area from which this rock is obtained must be permitted in terms of the Mineral and Petroleum Resources Development Act, Act 28 of 2002.
- 9.42 A culvert type structure must be introduced into the base of the secondary breakwater (adjacent to Vetch's Pier) in order to achieve the flushing requirements of the SCH.
- 9.43 Vetch's Pier must not be touched during the construction of the secondary breakwater or during the operation of the SCH.
- 9.44 All structures built on the seaward side of the building development zone must be designed to withstand potential scour and/or have sufficient shoreline protection in order to protect them from extreme storm conditions. In addition these structures must be designed such that the 50 year horizon sea level rise is taken into consideration.
- 9.45 Further to the provisions of condition 9.44, the following conditions relating to the implementation of a sea defence system must be complied with:
- a) A sea defence system is to be implemented to protect the property and all buildings thereon from possible coastal erosion;

- b) The design of the sea defence system is to be approved by this Department in consultation with the eThekweni Municipality: Coastal and Storm water Unit and the Department of Environmental Affairs and Tourism: Marine and Coastal Management Section; and
  - c) Work on the sea defence system must commence in parallel to construction as described in Option "S".
- 9.46 Measures must be implemented such that erosion is minimised during and after construction. Suitable erosion measures must be implemented in sensitive areas such as near water supply points and edges of slopes. These measures may include:
- a) The suitable use of sand bags or Hessian sheets;
  - b) The prompt rehabilitation of exposed soil areas with indigenous vegetation to ensure that soil is protected from the elements;
  - c) The removal of vegetation, only as it becomes necessary for work to proceed; and
  - d) Prevent the unnecessary removal of vegetation especially on steep areas.
- 9.47 Spoil from the dredging of the SCH must be tested to determine levels of heavy metals, and disposed off appropriately based on the above classification.
- 9.48 The developer is to ensure that the sand bypass system discharge points are moved further north, than was originally intended due to the construction of the new North Pier, in order to accommodate the SCH.
- 9.49 The following conditions apply to storm water management on the site:
- a) Storm water must be disposed of without causing soil saturation, erosion and sloughing;
  - b) The storm water management plan must be approved by the Department of Water Affairs and Forestry (DWAF) **prior** to the commencement of construction;
  - c) Storm water management must take cognisance of the coastal zone especially with regard to the SCH; and
  - d) No storm water is to be discharged into the SCH.
- 9.50 All the necessary precautions shall be taken to prevent contamination of soil and water by fuel, oil and cement products during the construction phase.
- 9.51 A spill contingency plan must be drawn up, in consultation with DWAF, and implemented. This plan must be completed before the commencement of construction.
- 9.52 At the first sign of a leak (regardless of whether it is out of a fuel gallon, chemical container or vehicle), appropriate steps must be taken by the developer to stop the leak and remediate any contamination. In the event of a spill exceeding 10 litres, this Department must be contacted immediately.
- 9.53 Should the temporary aboveground storage of fuel be required during any phase of the development, the following will apply:
- a) Relevant environmental legislation must be adhered to;

- b) The aboveground storage tank must comply with relevant SANS codes of practice, local authority bylaws, the National Ports Act and any Regulations promulgated under this Act;
- c) The aboveground storage tank must be fitted with an overfill protection device;
- d) The tank must be located on an impervious surface and must be enclosed by a completely sealed bund wall, which must be able to contain 110% of the maximum volumes stored in the tank;
- e) The tank and its product lines must be pressure tested prior to commissioning;
- f) The condition of the bund wall, tank and associated must be inspected on a regular basis and be maintained accordingly;
- g) A procedure for decommissioning of the tanks must be included in the EMP; and
- h) Spillages occurring at the dispensing area must be contained and cleaned up. Any water containing waste generated as a result of the spillage and associated cleanup must be disposed of correctly and safely. Care must be taken not to allow any discharge into the storm water system, sewer system or the environment.

9.54 All rubble and waste must be removed from the site and disposed of at a waste disposal facility permitted in terms of Section 20 of the Environment Conservation Act (ECA), Act 73 of 1989. The contractor responsible for the removal of rubble must supply the applicant with a safe disposal certificate from the waste disposal facility at which the waste was disposed. Within 14 days of its issue, a copy of the safe disposal certificates must be forwarded to:

The Assistant Manager: Compliance Monitoring and Enforcement  
 Private Bag X006  
 Bishopsgate  
 4008

- 9.55 The colour of the materials to be used for the entire development shall blend with the surrounding environment to minimise visual impacts.
- 9.56 All buildings must comply with the Municipality's policies in terms of height and shading.
- 9.57 The developer is to ensure that there is an adequate mix between retail, residential, commercial, entertainment, heritage, cultural and other uses within the proposed development.
- 9.58 The developer is to ensure compliance with the Civil Aviation Authority requirements for any buildings that might be located within the flight part.
- 9.59 The applicant is to ensure that all licensing requirements for the SCH in terms of NEMA's control of vehicles in the coastal zone are met prior to operation of the SCH.

- 9.60 No boat cleaning or repairs will be allowed within the SCH or in its immediate vicinity. Separate facilities for this purpose must be provided to boat owners. Such an area must be concrete lined and contain an oil/water separator.
- 9.61 The Seine netters must be accommodated within the SCH. The developer is to ensure that the space provided for the Seine netters is affordable and to ensure that the Seine netters do not lose their livelihood post the SCH construction.
- 9.62 All areas previously utilised for subsistence and recreational fishing must continue to be available for fishing post the construction of the SCH.
- 9.63 The Durban Point Development Company is to ensure that eThekweni Municipality provides the development with bulk services including sanitation, electricity, telecommunication and storm water. In addition, the Durban Point Development Company must ensure that the Municipality provides the development with an adequate transport network to cater for the increased traffic expected in the Point Precinct.
- 9.64 The applicant is to ensure that employment opportunities are given to local residents first in the aim of further improving the rejuvenation of the Point Precinct. Records in this regard must be kept and provided to this Department upon seven (7) calendar days of a written request.
- 9.65 The developers must ensure that the development contributes substantially to building skills and technology and affirmative procurement.
- 9.66 The parking needs of the Watersports clubs and all other users of the area must be adequately catered for.
- 9.67 In the above regard, the proposed super-basement parking must be constructed in such a way that it is not prone to flooding due to the high ground water levels in the area.

## 10. Validity Period

- 10.1 Commencement of construction on this project is to take place within **forty-eight (48) months** of the date of issue of this Record of Decision.
- 10.2 If this project has not commenced within this period this authorisation is deemed to have lapsed and is no longer valid unless a written application for amendment is received at least 60 days prior to the expiry of this authorisation.
- 10.3 Construction is to be completed within 60 months of date of commencement.
- 10.4 Conditions pertaining to the operation of the development remain valid for the lifetime of the development.

## 11. Appeal

In accordance with the provisions of subregulation 62(1) of the EIA Regulations, 2006, a notice of intention to appeal must be lodged with Mr M.E. Mthimkhulu, the MEC for the KwaZulu-Natal Department of Agriculture and Environmental Affairs, within ten (10) calendar days of receipt of this decision by means of the following methods:

|  |                                |               |
|--|--------------------------------|---------------|
| Department of Agriculture & Environmental Affairs, KwaZulu-Natal | Record of Decision<br>EIA/4451 | Page 29 of 34 |
|--|--------------------------------|---------------|

**POSTAL**

Private Bag X9059  
Pietermaritzburg  
3200

**PHYSICAL**

No.1 Cedara Executive Building  
Cedara College  
Pietermaritzburg  
3201

**SATELLITE OFFICE**

**POSTAL**

P.O. Box 2132  
Durban  
4000

**PHYSICAL**

8<sup>th</sup> Floor, Truro House  
17 Margaret Mncadi Blvd (Victoria  
Embankment)  
Durban  
4001

TEL: 033 343 8240

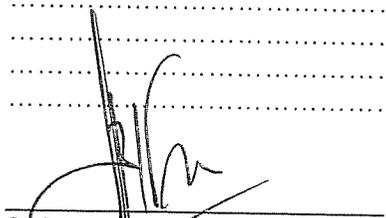
FAX: 033 343 8255

A copy of the notice of intent to appeal must be served on the applicant, as well as a notice indicating where, and for what period the appeal submission will be available for inspection.

**12. Authorising Officer**

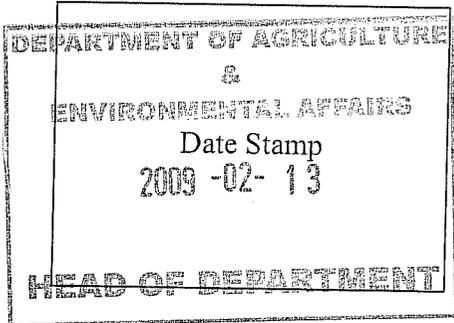
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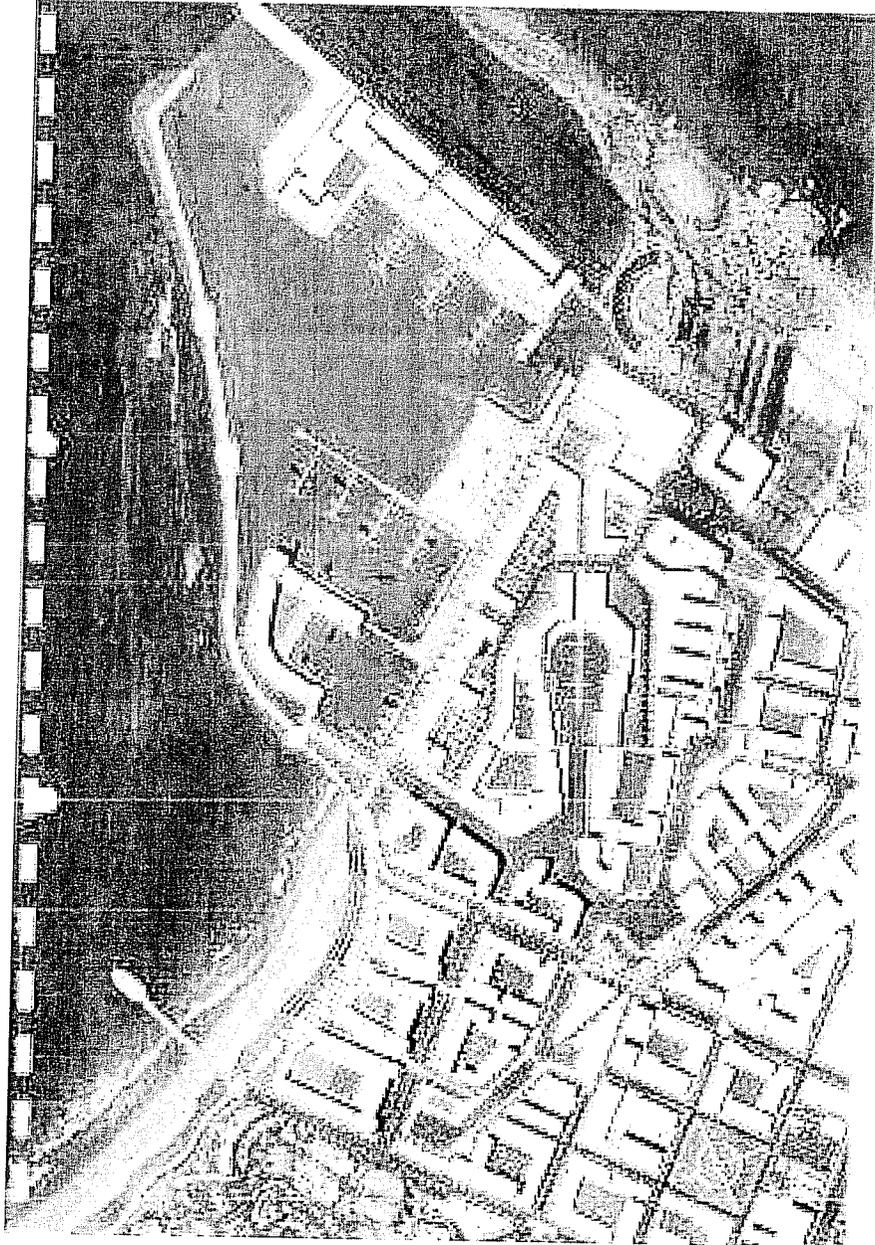


Siddiq Adam  
Acting Head of Department:  
Department of Agriculture and Environmental Affairs

13-02-2009  
Date



APPENDIX 1 – FINAL LAYOUT PLAN

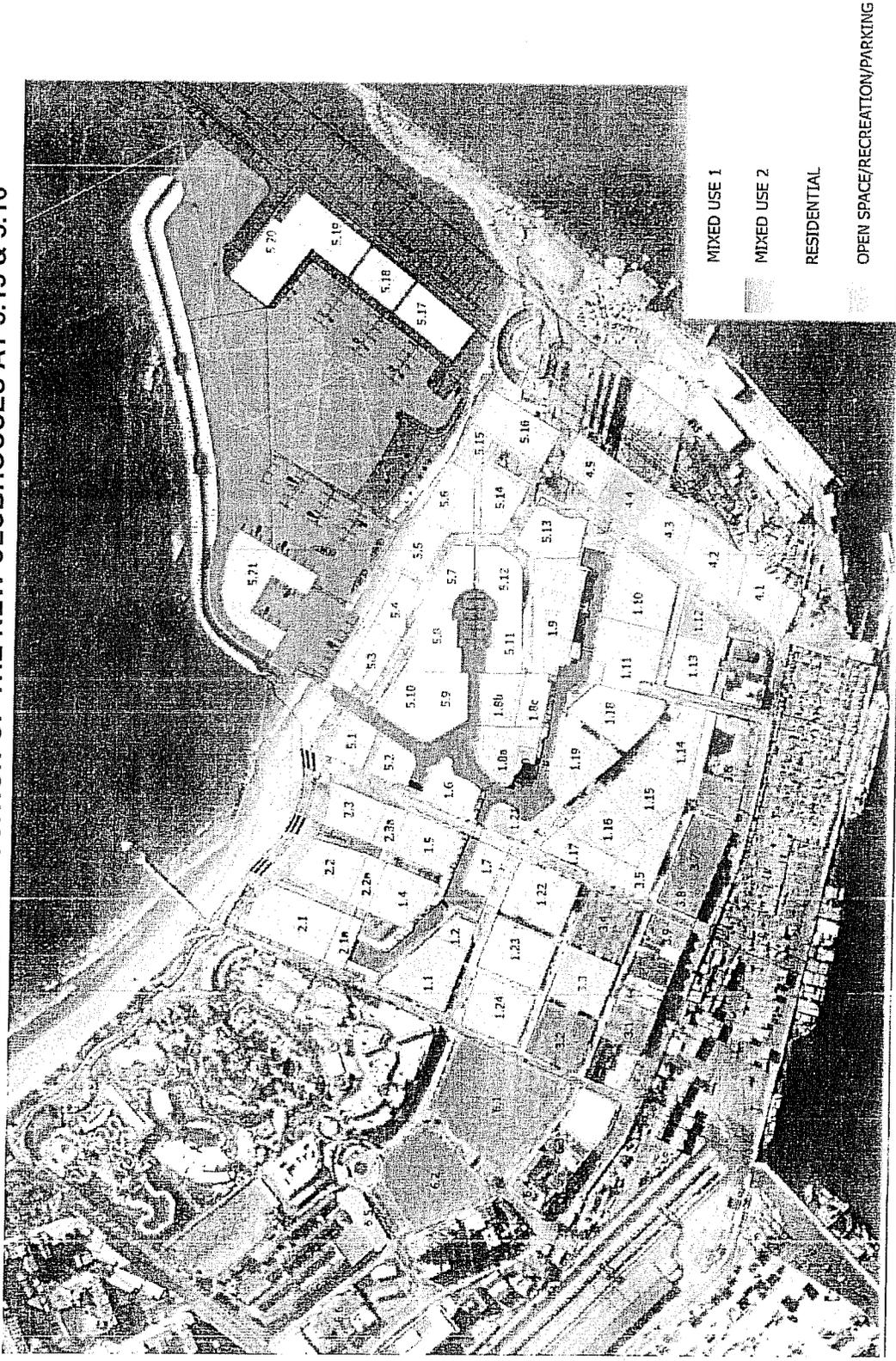


**APPENDIX 2 – A COMPARATIVE ANALYSIS OF THE SHORTLISTED OPTIONS**

| ASPECT          | OPTION 1  | OPTION 2  | OPTION 3B(i)  | OPTION 3B (ii) | OPTION 4   | OPTION 5  |
|-----------------|---|---|---|----------------|--|---|
| <b>PLANNING</b> | <b>Favourable</b>   | <b>Most Favourable</b>  | <b>Not Ideal</b>  |                | <b>Least Favourable</b>  | <b>Not Ideal</b>  |
| <b>SOCIAL</b>   | Additional beach is created north of uShaka as mitigation for the loss of an activity   | Developers preferred option. With mitigation and intense management the needs of the users can be met | Although small area of safe swimming and water sport learner are retained, rejected by all stakeholders. Further, not economically viable and does not meet beach user and sailing requirements |                | Preferred by majority of stakeholders, except the developer and some city officials  | Not assessed by stakeholders – suspect slightly more beneficial for recreation users than Option 2 but viability uncertain. |
| <b>ECOLOGY</b>  | Ranked lower than Option 2, due to additional structures on reclaimed land, at greater risk from potential sea level rise. High risk in water quality   | Ecologically preferred due to opportunity to create additional reef habitat.                          | Reduced opportunity for habitat creation and higher risk to water quality   |                | Very little opportunity for creation of additional reef habitat and no ecological basis for choosing the no SCH option       | Ecologically preferred due to opportunity to create additional reef habitat   |
| <b>ECONOMIC</b> | Although contribution of existing water sport users is significant, economic estimates assume total economic loss of existing water sport users (Present GDP Contribution R490m/annum) – however this is considered inconceivable. The SCH and associated waterfront development should proceed promptly – all options generate positive employment and GDP contributions |   |   |                | Although contribution of existing water sports users is significant, applicant maintains that there is prima facie case that | Not assessed. It would be impractical to expect a private developer to reclaim land at a cost of R700m without any return   |
|                 | Job creation potential immense: 5600 – 7900 new jobs in construction. 4500 – 7100 new operational jobs from 2013. Excludes  |   |   |                |  |   |

|                              |   |  |  |  |  |
|------------------------------|---|--|--|--|--|
|                              | induced tourism – could add 1800 to 2800 additional jobs.<br>GDP R1.5 – R2.1bn, could add R433 - R750m from induced tourism. Regional GDP between R1.0 - R1.5bn. Fully constructed the new development will contribute R64 – R75m per annum in municipal rates. |  |  | there is unlikely ability to attract the investment required to regenerate the Point as envisioned |  |
| <b>FINANCIAL</b>             | Offers inadequate return commensurate with risk   | Offers reasonable return commensurate with risk and eThekweni would recover full rates entitlement | Offers inadequate return commensurate with risk  | Will not cover rates obligation. Will break even – not commensurate with risk                      |  |
| <b>COASTAL ENGINEERING</b>   | Replacement beach concept not viable  | Option "S" (as refined from Option 2C, D, E & F) is the technically preferred option               | Not favoured because of poor flushing and not able to accommodate large visiting craft | Similar to Option 2 but not financially viable   |  |
| <b>MARINE ARCHAEOLOGICAL</b> | <b>Not significant in comparison to any of the options</b>  |  |  |  |  |

APPENDIX 3: POSITION OF THE NEW CLUBHOUSES AT 5.15 & 5.16



*[Handwritten signature]*

## APPENDIX 4: NEWSPAPER ARTICLES ON THE POINT

JAZZ BAND THERE FOR NON-LAUNCH

# Point marina approval stalls

TONY CARNIE

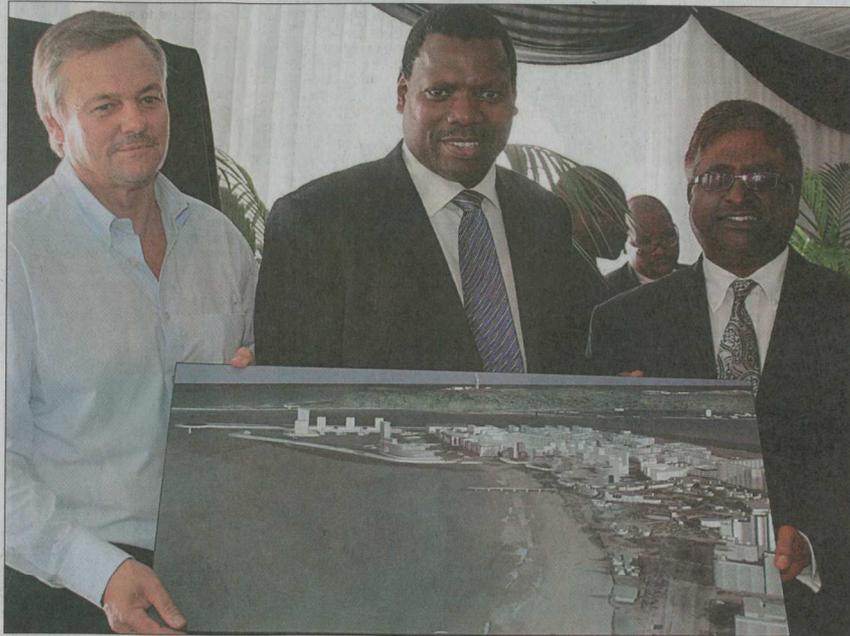
**F**INAL approval for a multibillion-rand yacht marina and five-star hotel at the Durban Point is unresolved, despite a lavish "official launch" reception yesterday for some of the province's top officials, politicians, businessmen and property developers.

The Durban Point Development Company erected a large white marquee at Timeball Square, wining and dining guests and the media with a three-course meal and performances by a jazz band. It was expected the occasion would be used to announce the approval of the environmental impact assessment (EIA) process for "Phase 2" of the Point development project – despite conflicting reports from project opponents that the provincial environmental affairs department had refused to authorise it.

But finance and economic affairs MEC Zweli Mkhize conceded that environmental authorisation for the most controversial phase of the R2.3 billion project was still unresolved and that a final decision would probably be made "in the next few weeks, or months" by environmental affairs MEC Mtholephi Mthimkhulu.

The development proposal has been the subject of heated public debate for several years, mainly because of a variety of concerns by the Durban watersport community and members of the public about the transformation of a popular public beach and leisure facility into a highly commercialised residential and retail property development.

Early last year, a formal



PICTURE: MARILYN BERNARD  
LAURUSCO Developments head Neels Brink (left), finance and economic development MEC Zweli Mkhize and eThekweni deputy mayor Logie Naidoo with a photographic impression of the proposed Durban Point small-craft harbour, hotel, residential and retail development

request for environmental approval was submitted to Mthimkhulu's department, but the process stalled in July 2007 when the department raised several concerns, including the alienation of state-owned land for private development, the

erosion of public amenities and whether adequate space would be provided for the watersport community.

It is also believed that the national environmental affairs department has raised concerns over whether the develop-

ment is in harmony with the newly passed Integrated Coastal Management Bill.

The Bill, which aims to protect the integrity of coastal landscapes and seascapes, has been approved by the National Assembly and National Council

of Provinces, but has not been signed into law yet by President Kgalema Motlanthe.

Asked to comment on whether the function was planned originally to announce the go-ahead for a small-craft harbour and allied develop-

ments, project director Neels Brink, of Laurusco Developments, did not respond directly, but said that the wording on the invitation might have caused some confusion.

He also declined to comment on reports that the development company was now planning to lease, rather than buy, a section of the Indian Ocean alongside Vetch's Pier from the Transnet group.

However, Brink, deputy mayor Logie Naidoo and MEC Mkhize all used the opportunity to repeat their enthusiastic support for the project.

Naidoo said the addition of a small-craft harbour, a five-star, 24-storey hotel and other commercial developments would transform Durban into a world-class coastal city comparable with Dubai, San Francisco or Sydney.

Brink said the planners had gone to great lengths to ensure that the development was "extremely accessible" to the public, after criticism that the public would be excluded.

Mkhize said: "This project serves as a showcase of what can be achieved when the efforts of government are married with those of the private sector to bring development to our city, our province and the whole southern Africa region."

Johnny Vassilaros, chairman of the Durban Paddle Ski Club and a vocal critic of the development, who was not invited to the launch, said last night he had heard that attempts were being made to put political pressure on Mthimkhulu's department to authorise the project.

"We are being kept in the dark and we are alarmed that negotiations seem to be taking place behind the scenes."

PLANS FOR VETCH'S AREA RAISE CONCERNS

# Seafront development 'iconic' for city

TONY CARNIE

**T**HE provincial government has given conditional approval to the development of a multimillion-rand seafront development.

Located at the Durban harbour entrance, the project's components centre on a yachting marina for 170 boats. If the development goes ahead, it would include a luxury hotel in the sea, several upmarket apartment blocks, restaurants and other retail outlets.

According to the official record of decision granting environmental authorisation, the project developers promise to boost the city's rates coffers by at least R100 million a year; contribute almost R2 billion to the country's gross domestic product and create between 4 500 and 7 100 permanent jobs.

Siddiq Adam, acting head of the agriculture and environmental affairs department, said the new harbour development would create an "iconic identity" for the city, helping to improve the financial viability of the overall Point development project.

The plan has generated heated public debate, marked by letters of opposition, a separate high court battle and a "Save Vetch's Pier" bumper sticker campaign. Opposition

to the project revolves largely on the privatisation of a public coastline, the relocation of water sport clubs, which have occupied the area since the early 1960s, and perceptions that a family recreation area would become a concrete enclave for the rich.

Numerous variations and alternative models were proposed by developers and opponents. Adam's department eventually approved the developer's "Option S" proposal, which purports to offer a compromise between the commercial imperatives of the developers and opponents' social and environmental concerns.

Significantly, the development is a 50:50 venture made up of the eThekweni Municipality and a private consortium.

Initially, the consortium was made up of the Malaysian group, Rocpoint, and local empowerment company Vulindlela, but later changed to include the Moreland group and the Metallon Properties Group, which became Laurusco Developments under project director Neels Brink.

Adams acknowledged that a University of KwaZulu-Natal social impact assessment had highlighted public concerns about the loss of the "sense of place", and strong cultural and emotional attachment to the Vetch's area. "The developers,



AN ARTIST'S impression of the new waterfront development proposed for Durban, which has been conditionally approved by the provincial government. The development will include a small craft harbour, a hotel and other amenities

by arriving at Option S, have mitigated the loss of a portion of the beach for beach activities and thus mitigated some of

the social issues associated with such beach activities."

Several opponents said they were not opposed to redevelopment

of the area, but argued that the project could be reconfigured. Many parties appeared to support "Option 4", which

proposed the redevelopment of the landward side of the Vetch's area with a resort zone, retail nodes and public spaces – but with water sport clubs remaining where they were.

Adams rejected this, saying that while the option was socially acceptable, it did not fulfil the economic objectives of the developers since "it will not generate enough revenue to be able to realise the full rejuvenation of the Point envisaged by the eThekweni Municipality".

Option S, he argued, would also enhance overall access to the area by more people.

The developers have foregone the original plan to build several apartment blocks on the new North Pier, relocating them to an area inside the new harbour. It remains unclear whether the general public will be able to access the relocated pier for sightseeing or fishing.

Another unresolved issue is whether the developers will be granted permission to buy or lease reclaimed land below the high-water mark.

Adam's record inserts a special condition of authorisation requiring the developers to "comply with all applicable legislation in terms of reclamation of land from the sea and disposal of state land".

Opponents have 10 days to lodge preliminary appeal forms.

## ports&shippingnetwork KWAZULU-NATAL

# How did Durban miss the boat?

RECENT news reports of a multi-billion rand harbour waterfront project in Port Elizabeth aroused the interest of a Network reader, who wants to know what is happening about a Durban waterfront.

Please don't refer to Wilson's Wharf as a waterfront, she said. It may have its attractions but is small and limited. The reader added that the much hyped Point development appears to be focused on residential with only the uShaka Marine World and a couple of restaurants as attractions but little else of appeal. She might have added that this development appears to have reached a hiatus with nothing much else happening lately.

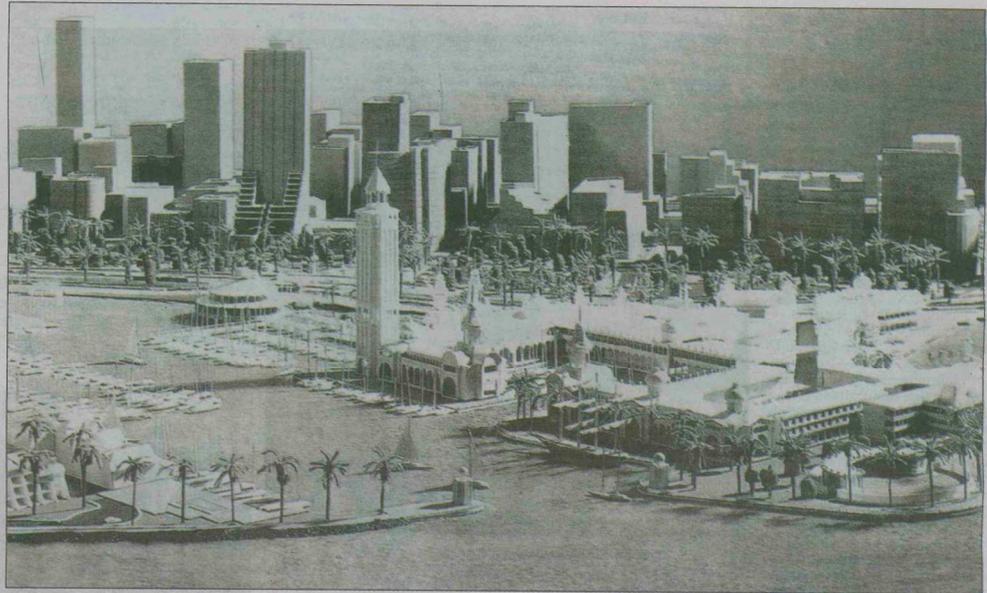
Certainly a visit to uShaka for a meal this past Friday night revealed little to enthuse over – the place was quiet with all shops either shut or in the process of shutting early – whereas in Cape Town's much vaunted V&A the shopping area remains open till late and the more than 80 restaurants in that waterfront do a thriving business – the place just seems to hum. As does much of Cape Town's central city region.

### No fear

In fact the reader pointed out that while working in Cape Town for a few months recently she was able, as a single woman to visit the V&A and leave after 10.30 at night without any worries or fear. "I wouldn't want to travel down Mahatma Gandhi Road (Point Road) by myself at any time of night," she said.

Similar sentiments came from American visitors, but these were made by tough oilmen from the drill ship Discoverer Clear-Leader, as reported two weeks ago in these pages. They too, weren't keen on a visit to uShaka after dark and suggested that even a visit into the city by day might not be advisable – remember these are big tough oilmen we are talking about.

It seems the question really being asked – or is it already a statement – is whether Durban has



AN ARTIST'S impression of the sort of marina development that was offered to Durban in 1992, and turned down.

missed the boat, so to speak, when it comes to waterfront-type developments that have seen tired old docklands rejuvenated and revitalised in cities and docklands across the globe.

In the early 1990s Transnet/SA Transport Services offered to build a waterfront for Durban that would stretch from Wilson's Wharf to the base of the T-Jetty, with luxury hotels and restaurants and a magnificent marina framing the city's outlook into Durban Bay. The city fathers of that period – and before anybody points fingers, this was before 1994 we should remember – turned down the offer for reasons that have never been properly explained.

We should remember that it was

the same Transnet/SA Transport Services that used its initiative to develop the now world-famous V&A Waterfront in Cape Town, a single act or catalyst that helped transform a city cursed with horrible weather for half a year into what must be one of the world's premier tourist attractions and probably the most successful harbour waterfront anywhere.

Here in Durban we have the privately developed Wilson's Wharf separated some distance from the Durban Marina (the yacht mole) with its single restaurant – some one strung coloured lights along Boatman's Road which runs along the Esplanade, connecting Wilson's Wharf to the Bat Centre. Most of

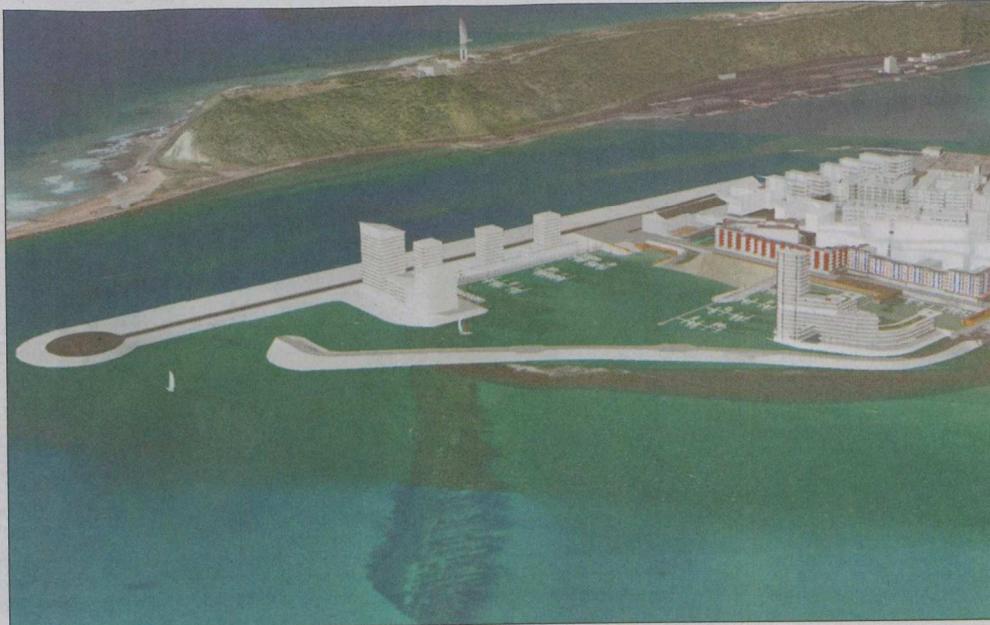
the lamps have long since failed and what is left of the cable hangs forlornly between one or two of the light poles – the remainder having disappeared altogether.

This could be seen as symbolic of the neglect shown to what should be the heart and soul of Durban – an area that if developed with imagination could help revitalise both the CBD and the Esplanade area in the same way as Cape Town's V&A. Meanwhile the Esplanade, which should be Durban's showcase boulevard, shudders under the strain of yet more heavy lorries moving into the harbour.

About two years ago there was some talk by the city of proposals for a waterfront development with expressions of interest by private

enterprise being called for – occasionally one hears reports of ongoing discussions between the city and Transnet and who knows, maybe there will be an announcement one day.

And while Durban slumbers on other regions surge ahead – Cape Town stole its march on Durban 20 years ago and hasn't looked back. Now Port Elizabeth is moving in that direction, with international hotel groups eager to take part in the development. It brings to mind the late Durban cartoonist of note, Jock Leyden, and his two characters which he used to portray the inertia that seems to prevail in these parts – Dilly and Dally. Unfortunately it seems such caricatures are still with us.



An artist's impression of the next phase of the multibillion-rand Durban Point Waterfront Development project, which has secured final environmental approval. All appeals against the project have been dismissed by the Environmental Affairs Department.

## Point project goes ahead in spite of objections

SUREN NAIDOO

CONSTRUCTION of the next phase of the multibillion-rand Durban Point Waterfront project is set to begin after the announcement yesterday that the KwaZulu-Natal Environmental Affairs Department had dismissed all appeals against the environmental authorisation of the project.

The project includes the contentious small craft harbour at Vetch's Beach/Pier, surrounded by luxury apartments, hotels and retail developments.

Commencement of the project has been dogged by opposition to the plan and an environmental impact assessment (EIA) process drawn out over more than five years.

The environmental green light for this anchor phase of development was given in February, but was pending the appeals process.

With that process now out of the way and land sales already

under way, the developers expect construction to start early next year.

"Several appeals were lodged against the departmental authorisation. The appeals were reviewed by the relevant MEC (Lydia Johnson) and on August 6, 2009, the MEC released the documentation whereby, effectively, all the appeals were dismissed.

"The departmental authorisation as given in February was upheld with one or two minor modifications," said a statement from the Durban Point Development Company (DPDC) yesterday.

Neels Brink, project director of DPDC, welcomed the dismissal of the appeals, saying the company could now move forward in "delivering on its exciting vision for the Durban Point Waterfront".

"This vision will transform an area previously blighted by urban decay into a premier tourist and lifestyle precinct,

for the benefit of all the citizens of Durban. It will also help address government priorities of large-scale job creation.

"We anticipate construction to begin early next year and need about six months lead time for further detailed planning and issuing of tenders."

The Environmental Affairs Department confirmed that final approval for the development had been given on August 6.

### Troubling

Asked why the decision had not been made public, it said it had "communicated the decision to all interested parties, including the applicants and the appellants ... it was not procedural or mandatory to issue a statement to the media in this regard".

Among the organisations which had appealed against the positive EIA decision on the were the Wildlife and Environ-

ment Society of South Africa (Wessa) and the Durban Paddle Ski Club.

Wessa's Di Dold said she was disappointed and had not been notified of the decision.

"The decision was made on August 6 and we only find out about it now (yesterday). We hope there has been no political interference in this affair ... we believe we had very valid objections to the development. This is a short-sighted decision and we are concerned that it will set a troubling precedent with increasing future development of environmentally sensitive coastal land.

"While we are unhappy about the decision ... the only alternative and last resort would be to take it to court, but we don't have the financial muscle to do that," she said.

The acting chairman of the DPDC, Deputy Mayor Logie Naidoo, said he was delighted at the finalisation of the EIA process and appeals.

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