

UNIVERSITY OF NATAL

An Appraisal of the 1991/92 City Engineers Land - Use Proposals for the Revitalisation of the Point Area.

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To my Parents Kathy and Robert Borthwick, who encouraged me, gave me support, and made it all possible.

An Appraisal of the 1991/92 City Engineers Land - Use Proposals for the Revitalisation of the Point Area.

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## CHAPTER 1.

### 1. INTRODUCTION.

#### **1.1 RESEARCH PROBLEM/NEED FOR STUDY.**

Major plans for the Point area were proposed by the City Engineers in 1986 and in 1987. The plans were used to guide a workshop which modified some of the same basic principles to arrive at the 1991/92 proposals. The 1991/92 proposals must therefore be scrutinised in detail as they constitute the basis for developing the Point.

Recently since the formulation of the 1991/92 plans, broad tentative goals, objectives, ideas, and land uses have been proposed by various interest groups for the revitalisation of the Point area. The involvement of a greater number of interest groups participating in the revitalisation process has meant there will need to be some adaptation of the 1991/92 plans. The purpose of this appraisal is to determine whether further modifications are necessary and if so, what they should address in order to revitalise the Point area to its fullest potential.

This will involve an overall integrated holistic strategy including a clear and concise land use proposal that meets the needs of all the interest groups as well as addressing the spatial inequalities in the Durban Metropolitan Area. This will also involve a continual process of modifying, and changing the plans during the implementation to meet the needs of the population and the major interest groups. An effective outcome will be not just in a one-off plan and implementation of that plan, but rather in a stage-by-stage process.

## **1.2 RESEARCH GOALS.**

The research will attempt to realize four major goals.

1. The research will identify the various ideas, and proposals of the interest groups. This stage will explain why interest groups have made certain land use proposals and how these will contribute to the successful revitalisation of the Point area and have a positive affect on the surrounding areas.
2. The research will examine the various ideas and proposals of the interest groups, identifying the common elements characteristic to all the groups. The similar principles that emerge from the interest groups ideas will be identified. These common elements (similarities) will be used to help appraise the 1991 City Engineers land use proposals. The ideas obtained from the interest groups would possibly contribute to a successful plan for the revitalization of the Point area.
3. The 1991/92 City Engineers Plan will be appraised in terms of how well it meets with the Interim Development Committees guiding principles, whether it satisfies the common ideas of the respondents from the personal interviews, and finally if it meets with the lessons learnt from successful lessons learnt from urban renewal, urban tourism, waterfront developments, Dewar's model and roles in the urban development process.

## **1.3 RESEARCH HYPOTHESES.**

Several research hypotheses were designed to guide the study in achieving its goals. This will ease the undertaking of research, and the unfolding of the research problem. It is the objective of this research to prove or disprove these hypotheses.

### **1.3.1 Hypothesis 1.**

This states that 'The recently expanded land use goals, objectives, ideas, and proposals of the interest groups conflict with the earlier 1991/92 City Engineers plans.' This is the main hypothesis which assumes there are different land use proposals, ideas, and goals.



These differences arise because groups have differing degrees of involvement with the Point area and different objectives. Owners like Propnet/Transet seek to maximise return from the area, taking into account their adjacent port activities. The city wants what is best for the public interest. The private developers want to optimise returns. The political groupings want to deliver the goods to their political constituencies. Economic, social, and political trends therefore have also affected the interest groups decisions.

This hypothesis will explore the nature of the current territorial relations faced by the interest groups. Some parties may be faced with problems, for example they may want particular land uses but for a variety of reasons they cannot, while others may face the opposite situation. These parties believe their interests too vulnerable to what they consider undesirable land uses, activities or users. Other groups may be facing problems of great uncertainties as in the case of the pending major infrastructural changes. Some may be involved simply to support or oppose certain group policies in principle.

The research will also identify the demands or stakes of the relevant parties, and establish how the actors themselves see their own territorial realities, how they interpret these realities, what they take to be at stake, and what demands they wish to fulfil. It is important to establish how each actor views the realities of others and assesses the legitimacy or importance of other claims and demands.

It is a negative hypothesis which tries to identify the differences, but in doing so may bring out the similarities or common elements of the interest groups. It is both the similarities and differences that are important for the research as they provide parameters for future action.

### **1.3.2 Hypothesis 2.**

This hypothesis states, 'Notwithstanding the argument in hypothesis 1 certain common elements (similarities) can be found in the land use ideas, and proposals of the interest groups.' By identifying these common elements recommendations can be made, which may contribute to a successful plan to revitalise the Point area and address the inequalities in the DFR. The recommendations would try to satisfy as many interest

groups as possible. The research explores the proposition that, although there may be conflicting ideas and land use proposals, there are sufficient similarities to form a composite proposal.

Land use goals are important because there could be common land use goals but differences in other aspects of urban development, for example access, empowerment, and management. The research can therefore attempt to establish whether or not there are land use opportunities that are common to all the groups. The study will tie together the common elements of the land use proposals and ideas of the interest groups.

The investigation will therefore need to look very carefully at the similarities and differences of the interest groups ideas and land use proposals, comparing these to the 1991 proposals and making any recommendations.

### **1.3.3 Hypothesis 3.**

Hypothesis 3 states 'The 1991/92 land use proposals for the revitalisation of the Point area are feasible.' The comparison of the 1991 proposals to the IDC principles, to the ideas of the interest groups, and to the lessons learnt from waterfront developments, urban renewal, urban tourism all lead the researcher to assume that the 1991 land use proposals will contribute to the successful revitalisation of the Point area.

## **1.4 CHAPTER OUTLINE.**

Chapter 2. gives a detailed methodology of the research. This section describes how the researcher carried out the research. It therefore explains how the chapters relate to one another and how the data was collected and analyzed. It also explains problems and limitations that were experienced in the research.

Chapter 3. examines the history of the Point and describes the main land use proposals up to and including those of the City in 1991/92. The purpose of this chapter is to provide a context and basis for the following chapters that deal with the theoretical context and the future work.

Chapter 4. looks at the Neo-Classical theory, Neo-Marxist theory and Rowe's territorial relations. These theories will serve as the theoretical framework to guide the research. These theories will therefore set the theoretical context in which the Point has developed, and is developing. The theoretical approaches will also set the context for undertaking the research.

Chapter 5. draws information from the lessons learnt from international and local urban renewal, waterfront developments, urban tourism, Dewar's Model, Roles in the Urban Development Process and the IDC principles and guidelines, to help appraise the 1991/92 City Engineers Plans.

Chapter 6. focuses on the ideas of the respondents from various interest groups on the revitalisation of the Point area. This is the analysis stage where the similarities and differences of the different goals, objectives, ideas, and land use proposals are identified. It will identify common elements and combine all the positive aspects (similarities) of the land use proposals and ideas of the respondents.

Chapter 7. consists of the appraisal of the 1991/92 land use proposals for the revitalisation of the Point area. It compares the 1991/92 proposal with the ideas from the respondents, with the IDC principles, and with the lessons learnt from the international case studies. It appraises the 1991/92 plans to determine if they will successfully revitalise the Point and address the imbalances in the DFR. In cases where the 1991/92 proposals fail to meet these criteria recommendations will be made as to how the plans can be improved.

## **CHAPTER 2.**

### **2. RESEARCH METHODOLOGY.**

#### **2.1 INTRODUCTION.**

The methodology for the research can be divided into four sections. These include setting the context for the research, the collection of primary data and analysis thereof, collecting secondary data and analysis thereof, and the appraisal stage.

#### **2.2 SETTING THE CONTEXT.**

Setting the context for the research entailed a literature study on information pertaining to the Point area. This literature included historical studies, news paper articles, and the various plans for the area. The information was obtained from libraries and from respondents who provided secondary information. This set the context in which the Point area has evolved up to the present time. Also critical to setting the context of the research was a literature analysis on various theoretical perspectives.

#### **2.3 SECONDARY DATA COLLECTION.**

##### **2.3.1 Literature Survey.**

The second part of the research undertook a detailed analysis of literature on urban renewal, urban tourism, waterfront developments, and Dewar's model. These topics were considered central in the analysis of the 1991/92 proposals. The library computers and indexes were consulted. Books were scanned, looking for the appropriate information. The bibliographies of these books were consulted for further references.

A search was undertaken for the most recent journals and periodicals relating specifically to the above topics. The bibliographies of these texts were used to find older articles of relevance to the research. During this stage a small literature study of the IDC guidelines and principles was undertaken.

### **2.3.2 Analysis.**

The information that was acquired from the various case studies was analyzed and summarised. From this information lessons from each section were recorded. The lessons from these sections were then summarised into an overall framework. This framework would be of particular significance for the appraisal of the 1991/92 Point proposals and the revitalisation of the Point area.

## **2.4 PRIMARY DATA COLLECTION.**

A great deal of the research material was in the form of primary data. This primary data was obtained, from the field, by consulting with various experts, interest groups, and individuals involved directly and indirectly with the Point. This data helped to understand the ideas of respondents as to what they consider to be the best land uses, activities and processes needed to successfully revitalise the Point area.

Personal interviews were undertaken with representatives from the main interest groups as well as the key roleplayers. Secondary information such as maps and data was also used to further substantiate the responses of the interest groups.

### **2.4.1 Identification of Sample. (APPENDIX 2.)**

The first step of the interview procedure identified individuals and interest groups that have some concern with the Point area development. The names of respondents were obtained from references in plans, the 1991 workshop, speaking to people, and respondents who gave further references. This had a domino effect which identified other respondents. The sample was chosen to provide numbers in each of the important categories to be examined.

The various interest groups have been divided into two main categories.

- A.** Those groups intrinsic to the Point Area that have direct interests with the revitalisation. These are groups with direct interests, own, use or are leasing the land in the Point Area.

- B.** Those groups extrinsic to the Point Area with indirect interests for the revitalisation. Groups with indirect interests, may be directly affected in the future. Examples of this group would be prospective professionals, business groups, developers, and political groups.

The sample was therefore broadly based to allow for comparing. A wide range of interest groups, and professions were interviewed. In total 26 interviews were carried out. The categorisation and names of the interest groups and people interviewed is found in APPENDIX 1. Respondents were interviewed from each of these important categories.

#### **2.4.2 Application and contents of the Interview.**

The respondents were contacted and informed of the research. Appointments with the respondents were then arranged. This would enable the respondents time to get information and think about the topic. It also enabled the respondents to be interviewed at a time that was suitable for them. Prior to each interview a brief examination on each interest group was undertaken. This was to obtain an overview of the interest groups ideas and comments that they have made in the past. The prior information was obtained mainly by talking to people and reading some newspaper articles. This was not always possible as information pertaining to some interest groups was unavailable.

Each interview started with a brief of the research objectives, and the contents of the interview. A semi - structured and flexible, open-ended approach was then used to interview the respondents. This allowed a wide range of views and ideas from the interest groups to be obtained, while still keeping them on the topic at hand.

A series of guideline topics were used to guide the interview. (APPENDIX 2.) These topics were based around the goals of the research. Respondents were encouraged to talk freely around these topics. When it was required the interviewee would be directed onto a new issue. This method allowed the respondents to talk in their own words, own length, and at their level of understanding.

The conversation would start with a discussion of the groups or individuals involvement with the Point area. Once the respondent was at ease the more sensitive issues were raised. APPENDIX 2 outlines the guidelines used to interview the respondents.

#### **2.4.3 Recording the Data.**

The transcriptions were recorded by writing the respondents words verbatim. Information was directly obtained from the respondents as well as by interpreting their unconscious underlying attitudes.

A number of benefits emerged from this process. First, some aspects that had not been considered, emerged. These aspects could then be probed to stimulate more ideas. Second, where clarification was needed on the topic, question or response it could be provided on the spot.

#### **2.4.4 Problems in Acquiring Data.**

The research attempted to avoid as much bias as possible in carrying out the interviews, recording the information, and analyzing the data. However, it was difficult not to read biased interpretations into the answers of the respondents. A number of biases may therefore have emerged during the application, recording and analyzing of the interviews.

- a. Not everything that was said was relevant. Respondents seemed to go off on certain lines of thought, and had to be continuously redirected to the topic.
- b. Respondents often did not convey all they knew, possibly because of the sensitivity associated with the project.
- c. It was felt at the end of the research a more restricted interview with very closed ended questions could have been applied. However, this would also have the negative aspect of losing important ideas from the respondents, whereas the method applied covered for this aspect.

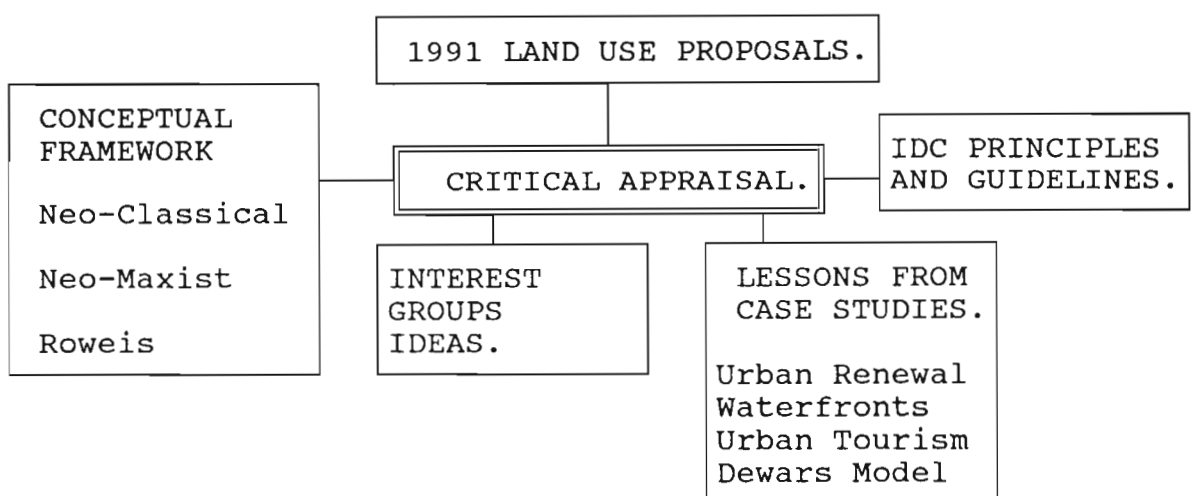
- d. A number of respondents did not reply or were too busy to be interviewed. This sometimes meant that it was not always the top person or the person with the most knowledge that was interviewed. Some people had retired, or were not involved with the project any more and had no interest in being interviewed. In these cases the next interest group, or next person in that organisation was interviewed.

#### 2.4.5 Analysis of Data from the Interviews.

Once the data had been collected it was analyzed for any emerging themes. Similarities, that were often repeated by different respondents where recorded. The research looked for evidence that the interest groups attached different degrees of importance to a subject or held opposing views on the same theme.

### 2.5 APPRAISAL.

The appraisal stage involves bringing all the chapters together to appraise the 1991 proposals. It draws aspects which are of importance from the lessons learnt from the case studies and from the respondents ideas. This stage ties the research together. This is depicted in Figure 1.



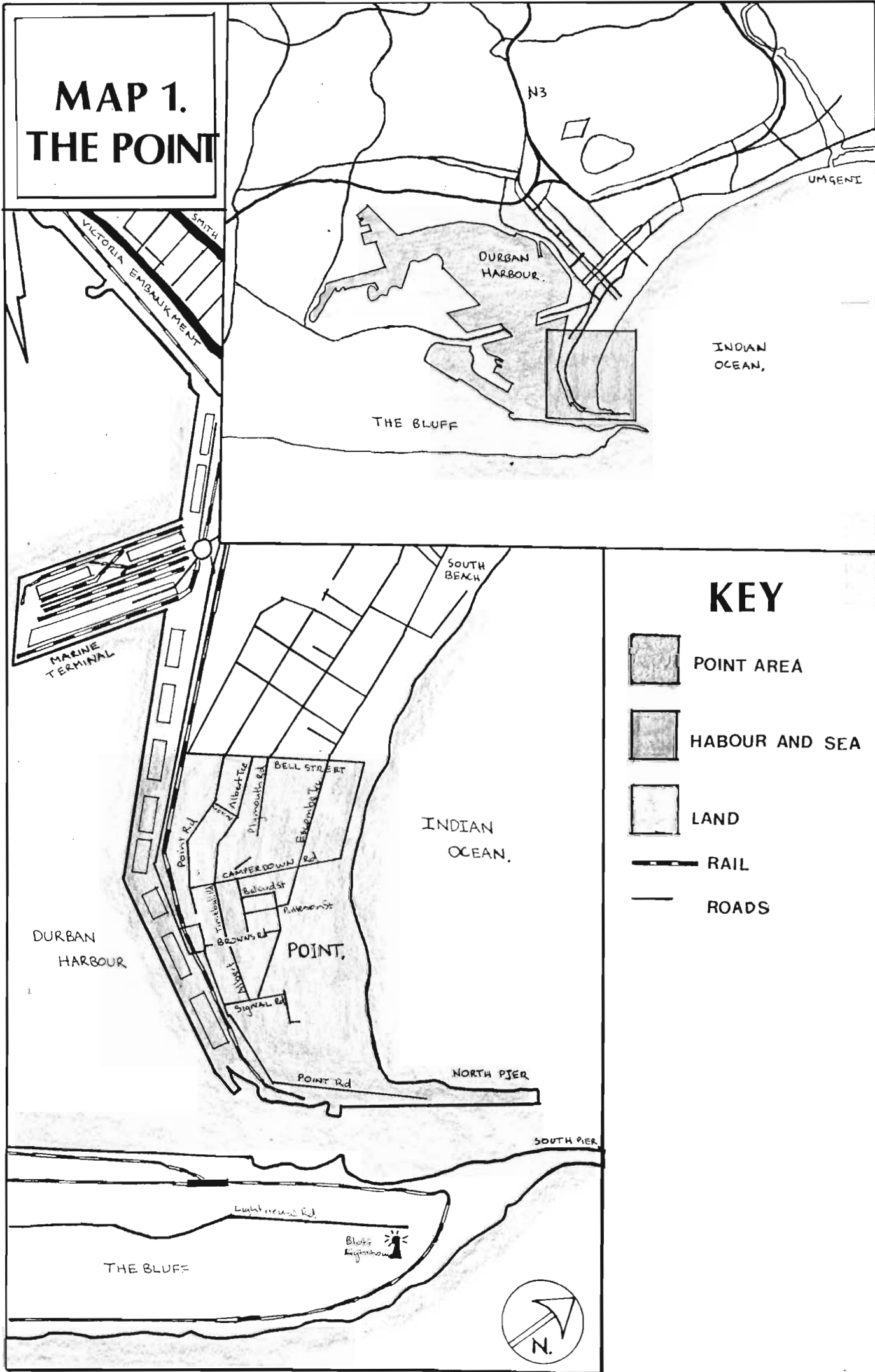
**Figure 1.** Structure of the research.








**2.6 SCOPE AND LIMITS OF STUDY.**

The only limitation is that the research has been confined to two semesters, and this has set limits on time to do more substantial theoretical work and major data collection. However, there was adequate time to gain a thorough understanding of the issues and to carry out an assessment.

# MAP 1. THE POINT



## KEY

-  POINT AREA
-  HABOUR AND SEA
-  LAND
-  RAIL
-  ROADS

## **CHAPTER 3.**

### **3 HISTORICAL BACKGROUND.**

#### **3.1 INTRODUCTION.**

Due to the heritage of spatial planning under an apartheid ideology South African cities such as Durban are inefficient with many spatial imbalances. This is because these cities are characterized by urban sprawl, separated land uses, segregated income and race groups, and fragmented developments, which have contributed to these inefficiencies.

In recent years there has been a call for resources to be redirected towards the re-use or redevelopment of the existing urban fabric. This re-use or redevelopment would address the spatial inequalities mentioned above. The strategy would involve compacting urban growth, by densification, and the redevelopment and revitalisation of underutilised urban areas. This could be accomplished by the promotion of inward-growth strategies along with other strategies aimed at economic reconstruction.

#### **3.2 LOCATION. (MAP 1)**

The Point area lies in the inner city of Durban. It is bounded to the north by Bell Street, to the east by the Indian Ocean, to the south by the harbour entrance North Pier, and to the west by the harbour and Point Road. It comprises an area of approximately 50ha. The study area is shown on (MAP 1).

#### **3.3 HISTORY OF THE POINT AREA.**

A brief overview of the Point area's rich historic background will be discussed. The Point was known as Ulungula, to the earliest inhabitants. It was named in 1497 when Vasco da Gama named the bluff headland " Ponta da Pescavia " which means " the Point of fishes." Frontiersmen called it Point St Michaels and Point Flynn. In 1685, the region was visited by the Dutch East India Company. In 1689, the Bay of Natal was purchased by the crew of De Noord, and in 1721 a fortified Dutch trading station was temporarily

established there. It was only in the 19th century that the first Europeans settled permanently in the area. Durban was named and the township laid out in 1835, and the first sale of erven at Point St Michaels took place in 1837. The Point area is thus one of the oldest settlements in Durban and of significant historical value. The early beaches and berthing facilities were used for trading ships and settlers. A channel was cut from the sea into the lagoon creating a safe harbour. The harbour was then dredged, and the piers constructed to help form a deep water harbour.

In 1860 the first rail was built from the Point to the Market Square in central Durban. The Point area expanded rapidly with increased trade and by more settlers arriving. It soon became one of the busiest ports in Southern Africa. The expansion of the area was accompanied by many harbour service industries. The Point area thus contains a variety of land uses, that include commercial, industrial, transportational, residential, educational, recreational, and vacant land.

The Point area has been excluded from the main stream city development for at least the last thirty years. During this time the area was used for port related activities such as storage facilities, warehouses, quarantine stations, prison, and workshops to name a few. The main reason for this is that the South African Transport Services (SATS) now (TRANSNET) owns 75% of the land, 10% is owned by the State and 15% by the Durban City Corporation. These institutions, until recently, have not been prepared to release this land for urban revitalisation. The implications of this is the private sector has been shut out and the area has deteriorated. However, changing trends have made urban revitalisation in the Point inevitable.

### **3.4 THE MAIN TRENDS OPENING UP THE POINT AREA.**

There have been a number of trends that caused Transnet to open up the Point land for development, even though they were still in complete control of the land. Technological changes, the changing political climate, and privatisation of the government services were the main factors contributing to the release of the land for development.

### **3.4.1 Technological Changes.**

Advanced technological advances; cranes, containerisation, larger ships, and logistical changes to shipping within the harbour have resulted in many factories and commercial activities leaving the Point area, and more land becoming available. For example the Port Captain no longer needs to sit in a house with a birds eye view of the channel, they now use closed circuit televisions. Containerisation has also meant more land is available, as the main container harbour is really in Johannesburg. Ships that once docked at the Point are now moving to deeper water berths in other parts of the harbour. The Point area is therefore a prime soft core area for urban revitalisation. This is because it lies in the inner city area, it is old, there is open space (vacant land), many of the buildings are blighted, it has a low density, and much of the land is underutilised. It is therefore an area under pressure to be renewed.

### **3.4.2 Changing Political Climate.**

The new political climate was a move away from decentralisation and deconcentration policies and the apartheid ideology. A closer look was being taken at the inner city areas as a possible solution to address past spatial inequalities. There was an increased demand for space in Durban for residential, industrial and resort orientated land uses close to the city centre. These land uses could all be established in the Point area.

The harbour area and some parts of the Point, for example the old oil storage area, were strategic security areas. The new political situation and a change and movement in the harbour activities; like the oil storage depot; meant that some of these zones were opened up for possible development.

During the same period the government was attempting to move away from monopolistic control of all services and privatisation of these services occurred.

### **3.4.3 Privatisation of Government Services.**

The State formed Transnet as a private firm with the State as the sole shareholder. The affairs of the company are managed by a board of directors. Propnet was established on August 1991, as a subsidiary of Transnet, with a vision to facilitate development of under-utilised Transnet land. The major objective of Propnet is to help produce a market related return on Transnet's property portfolio. This would help to reduce the Transnet Pension Fund deficit, and also create opportunities in the property development industry. (Sunday Times, 10/05/92)

At the same time the government ceased giving subsidies for the maintenance, rates and taxes of these underutilised parcels of land. Transnet started making losses on these pieces of land. This meant that the land would have to be developed with more intensive land uses so as to gain some return for maintenance costs and procure some income for the business.

These trends all contributed to the need to revitalise the Point, by removing blight, and using more intensive land uses and activities.

### **3.5 REACTION TO REVITALISING THE POINT AREA.**

The decline of the Point area during the 1960's, 1970's and early 1980's meant that most of the land uses became underutilised and redundant. In response to the blighted conditions in the Point, and the trends opening up the Point area for revitalisation in section 3.4, a number of renewal proposals have been proposed over the last 10 years. These proposals will be highlighted and then dealt with in more detail in the following sections.

The first major proposals by the South African Transport Services (SATS) and the Durban City Council initiated in 1984, placed an emphasis on planning for the public. However, the interest groups included in the process at that stage were just the owners of the land. All other groups were excluded from the process. The result of this planning phase was the 1986 Proposals.

The second round of proposals, involved the City Council and Portnet expanding on the 1986 proposals to draw up the 1987 Structure Plan.

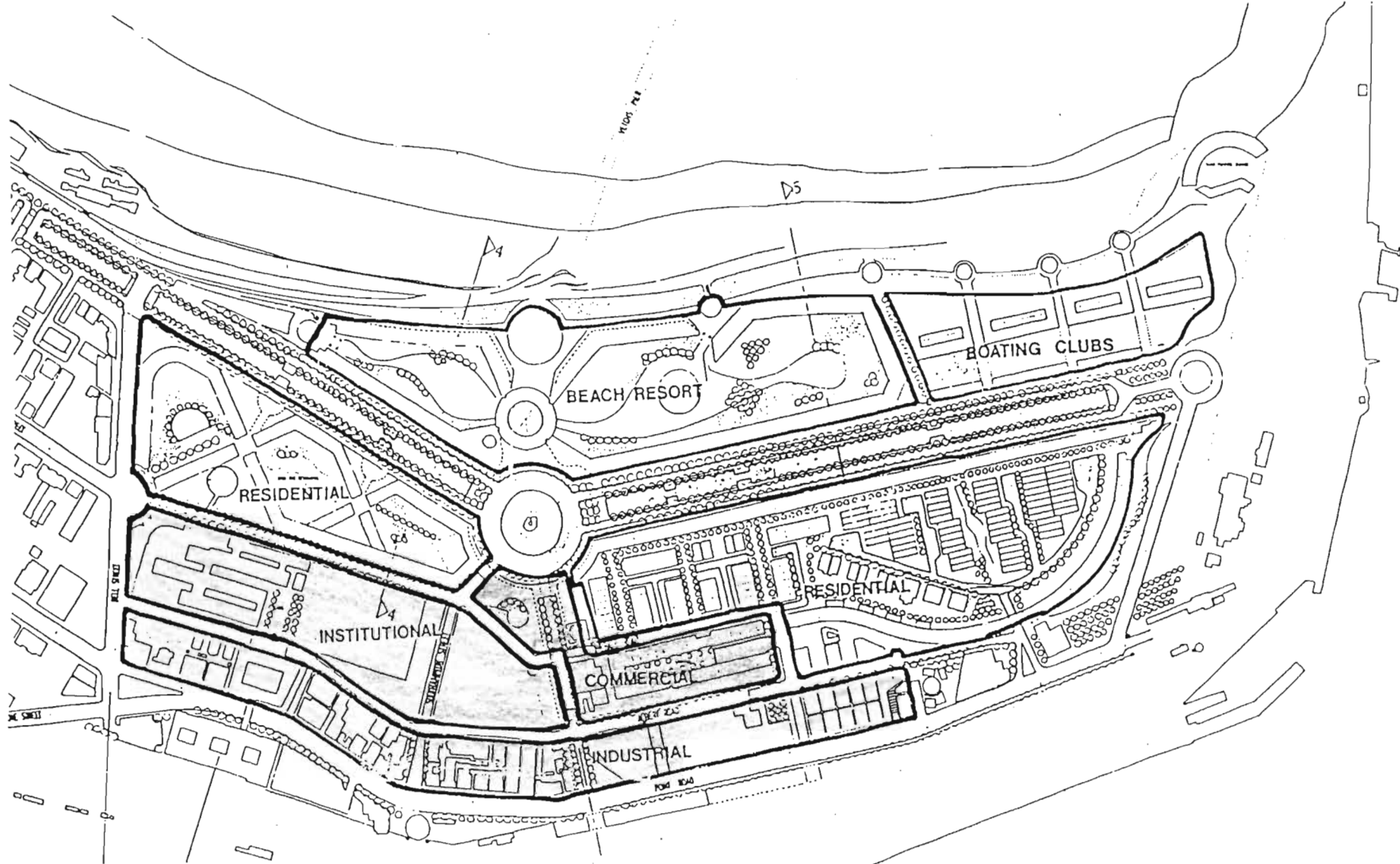
The most recent plans to date include the 1990/91 workshops which included a variety of interest groups participating in a workshop organised by the Point Steering Committee. This had a much wider representation than the 19884/85 consultations. In 1992 further consultations were held with a much wider range of the major role players. It was in these consultations that a compromise was eventually reached for the revitalisation of the Point area.


It is evident from the brief outline above that during the period from 1984 - 1993 there have been many territorial conflicts between the major stake holders and interest groups. Some of these contentious issues are the following. How <sup>should</sup> the land should be released? To whom it should be released for development? How should it be developed? For whom it will be developed, and with what land uses? It is this decision stage which has inhibited the revitalisation of the Point area for such a long time.

In summary the Point area has emerged as a prime source of conflict over land use planning. This has resulted in a complex web of conflicting interests from various interest groups, such as political groupings, business groups, developers, and the direct users of the Point. It is only in late 1992 that some consensus has been achieved between these groups. (See section 3.10) The above proposals will now be dealt with in some detail.

### **3.7 THE 1986 LAND-PROPOSALS. (See MAPS 2,6)**

It was only in July 1984 that the Director-General of the Department of Constitutional Development and Planning set up meetings with the Durban City Council and various other State Departments, and SATS to initiate the revitalisation of the Point area. These were the first serious meetings that would determine the Point's future. It was decided that various organisations and the Point Liaison Committee would draw up proposals for the Point area. In July 1985 consultants were appointed to prepare a conceptual development plan for the Point area.



- |   |   |
|---|---|
|  Commercial  |  Beach Resort  |
|  Residential |  Boating Clubs |
|  Industrial  |  Institutional |

**1986 STRUCTURE PLAN MAP 2.**

SOURCE:- The Point Proposals For the Development of the Point Area of Durban, April 1985



The consultants undertook a detailed site analysis to determine the existing situation in the area. From this analysis they proposed certain land use plans. These proposals were then presented to the Beach and Technical Working Group on the 3rd of April 1986. The conceptual plan was then accepted in principle by the Point area Liaison Committee on the 2nd September 1986. It was agreed that this conceptual plan would serve as the basis for the future planning of the area.

The overall design concept of the 1986 plans was to extend the beachfronts mixture of land uses; for example holiday accommodation, residential and entertainment land uses; into the Point area. This would serve to create a positive image of the Point area, as well as compliment the beachfront area. The 1986 proposals were therefore centred around a resort come recreational area, with emphasis placed on pedestrian and vehicular access, strict height controls of buildings to protect and promote views and vistas and conservation of historic buildings. A large mixed residential area, commercial area and some industry was also proposed for the area.

Based on the 1986 site analysis it was found that directly to the north of Bell Street the general traffic flow was slow moving along the beachfront with a pedestrian boulevard directly adjacent to the beach. The vehicular boulevard had linking loops to fast moving access routes set back in the parallel street systems. The same idea was proposed to the south of Bell Street.

Thus, the 1986 proposals were based around a central tree lined boulevard Escombe Terrace, running parallel to the beach from Bell Street southwards with avenues branching off. Travelling along this boulevard the motorist or pedestrian would have a clear vista of the Bluff. The boulevard would be constructed to create an integration of vehicular access and pedestrian access. This boulevard would have linked minor roads to Point Road and Shepstone road, which would release the traffic into the CBD. The pedestrian boulevard would continue along the beachfront as far as the boat club area. Unloading areas would be created along the main boulevard, while car parking facilities would be found in the central island of this boulevard.

To the east of the boulevard the proposals included a beach-resort-come-recreation area. This area would include boating facilities for the boat clubs, and a resort hotel. The hotel complex would be located adjacent to the central beachfront area and would have a large tower that would serve as a landmark. The hotel would also have a large landscaped subtropical garden. The hotel and the boat clubs would have direct access to the beach. The hotel would have unique views of the city as well as the Bluff. The consultants gave careful attention to building height within the area. These building height restrictions would serve to retain views and vistas of the Bluff as well as integrate the old historical buildings with the new.

The business zone fronting Point Road would be retained. The Addington Senior Primary School would remain in the same position, however there would be some modification to the school fields to make way for the central boulevard. The Durban Corporation's sewerage pump stations and sand pump were to be left in the same places. A shopping node would be established where Camperdown intersects with the proposed boulevard. This would be just behind the hotel complex. Commercial activities would be encouraged at certain selected areas on the ground floors of the high rise buildings. The Transnet, hostels would be changed into speciality shopping areas, with some historical residential accommodation along Timeball Road.

The proposals added a general residential zone between Bell and Camperdown Street. This would be bounded by the Boulevard and Plymouth Street extension. The historic housing in Wellington and Timeball Roads would be upgraded and conserved. Further housing with similar architectural features and design would be built around the historical houses. The new houses would compliment the old housing and keep the same architectural theme throughout the area. The residential area was to be declared a special residential zone. To compliment the development some open space systems were proposed. To maintain security, a police station was proposed adjacent to Point Road. In summary the whole area was to be designated a special development zone.

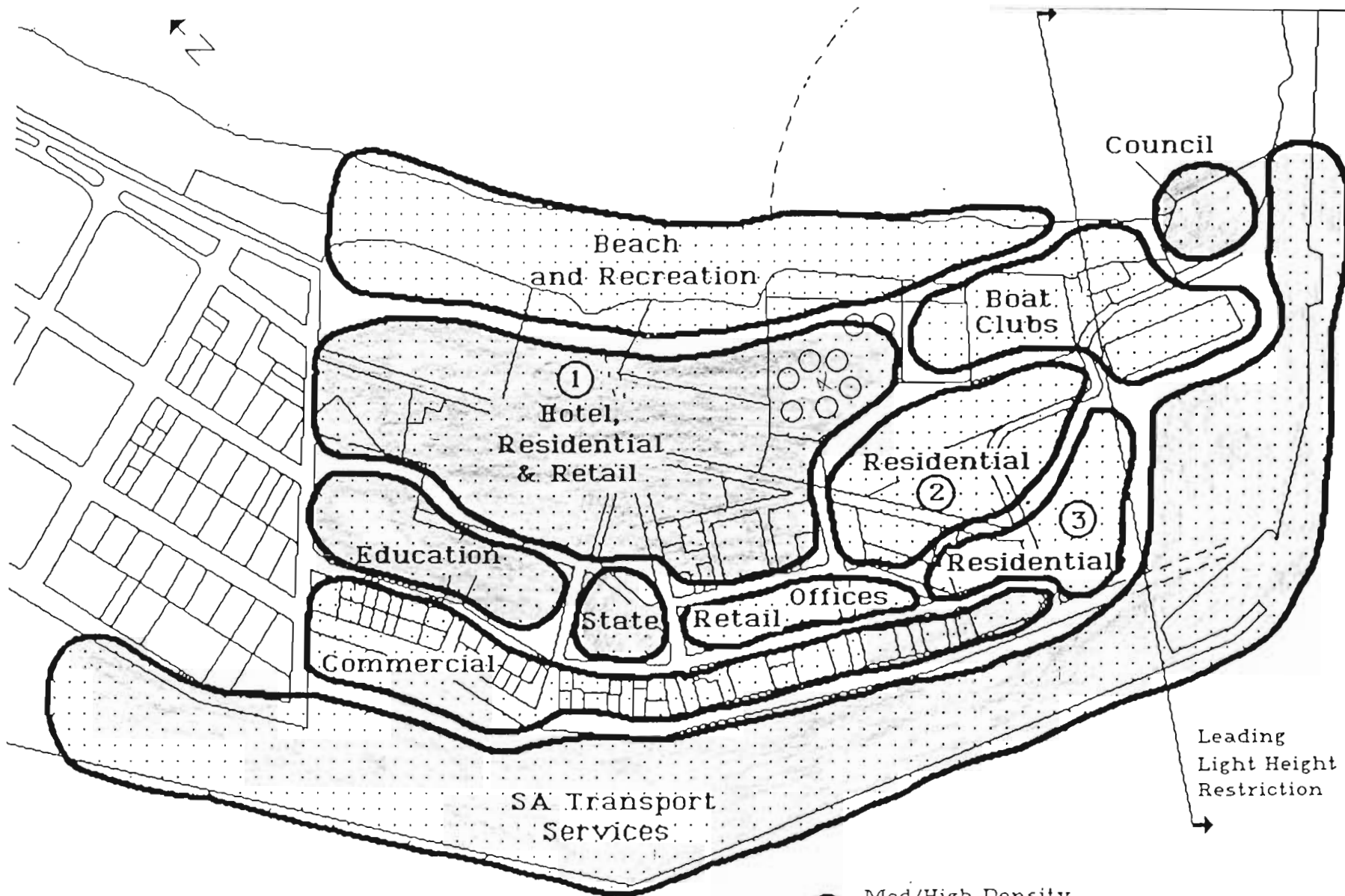
There were a number of main criticisms of the 1986 proposals. These are the following.

- The plans did not extend or incorporate the working harbour area. The area was excluded from the study because according to SATS the working harbour area was still needed for port activities.
- Although the houses would be conserved their views would be restricted by the hotel.
- The hotel would form a barrier to the residential area, and prevent people from directly reaching the beach.
- The project was mainly aimed at the more affluent section of the community and tourists.

### **3.8 THE 1987 STRUCTURE PLAN.** (See MAPS 3,4,5)

The 1987 plans, went further by drawing up a detailed structure plan of the area, (MAP 5) and modifying and building on the 1986 proposal. This structure plan was based on a schematic zoning (MAP 3.), and a simplistic zoning of the area. (MAP 4.) Many of the same ideas from the 1986 proposal were used for the 1987 proposal.

The structure plan identified the problem of road access to the area. Access is limited to only Point Road and Prince Street. To reduce traffic congestion of Point Road and Escombe Terrace, an access route to Shepstone Street was proposed. The beachfront loop road system would be continued. (MAP 5.) Escombe Terrace will be closed at South Beach Avenue, and the proposed beachfront access road would be discontinued. There would be pedestrian access through the residential blocks to the beach and to North Pier. (MAP 5.) The sewerage pumping station, the sand pumping station and the maize shed were to remain. The Addington school would have to change its boundaries. The beachfront would be widened to the erosion line. The beach erosion line would determine the building limit. Large buildings like the old Point Prison would have to be allocated some type of use.



# THE POINT SCHEMATIC DIAGRAM

- ① Med/High Density with selected Retail
- ② Duplex/Medium Density
- ③ Medium Density

**MAP 3**

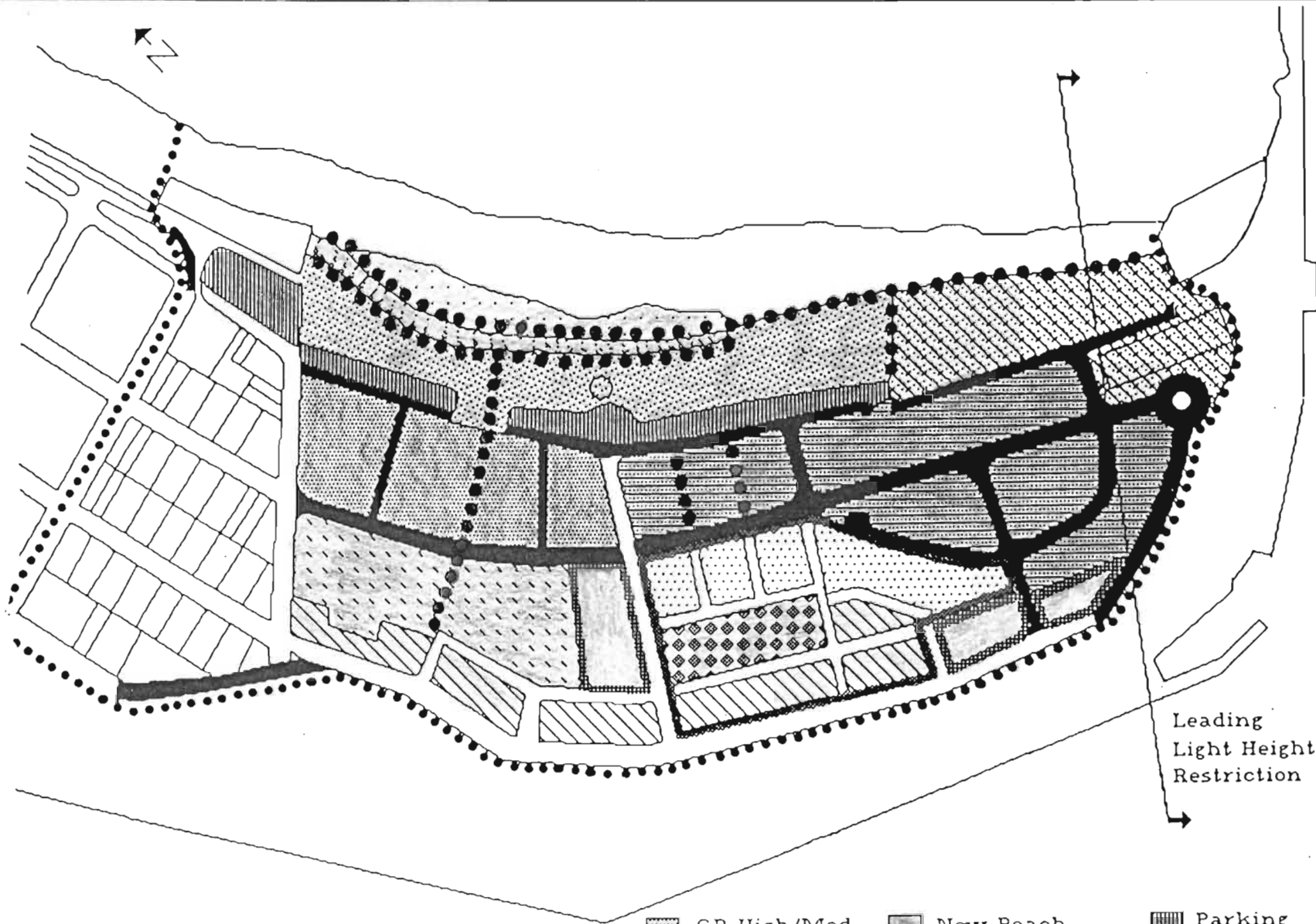
SOURCE :- The Point Structure Plan, City Engineer's Department, 1987.

# THE POINT ZONING PLAN

- |   |                |   |               |
|---|----------------|---|---------------|
|  | GR High/Med    |  | Beach         |
|  | GR Med/Low     |  | Educational   |
|  | SR Restoration |  | Cent/Loc Govt |
|  | Gen Shopping   |  | New Road      |
|  | Gen Business   |  | Existing Road |

**MAP 4**

SOURCE :- The Point Structure Plan, City Engineer's Department, 1997.



Leading  
Light Height  
Restriction

# THE POINT STRUCTURE PLAN

- |                |                    |                  |
|----------------|--------------------|------------------|
| GR High/Med    | New Beach          | Parking          |
| GR Med/Low     | Beach Facilities   | New Road         |
| SR Restoration | Beach Clubs        | Footpath         |
| Mixed Use      | School             | Restoration Zone |
| Gen Business   | Central/Local Govt | Project Area     |

**MAP 5**

SOURCE :- The Point Structure Plan, City Engineer's Department, 1997.

The lower and upper beachfront promenade would be constructed up to North Pier in one big beachfront Park orientated to tourists. (MAPS 3,4,5) Over the entire area landscaping would be prominent. The pedestrian promenade would be serviced by backstreet facilities, including food outlets. There <sup>will</sup> be ample beach facilities, and landscaped parking. (MAPS 4,5) In the North Pier, harbour entrance area a major tract of land was set aside for clubs, entertainment and restaurants. (MAPS 3,4,5) The maize shed, found in the same area would be used for renovating boats.

The area would also include a substantial residential area. The residential plan <sup>is</sup> very similar to the 1986 proposal. Part of this area <sup>will</sup> consist of the conservation zone between Wellington Road, Timeball Road and Point Road. This residential area <sup>will</sup> be restricted by strict height regulations. Building heights <sup>will</sup> be stepped down from 15 floors adjacent to Bell Street to 3 floors east of Camperdown Road. The idea is that all views especially along Escombe Terrace to the Bluff would be preserved. This would enhance the existing buildings in the conservation zone. Within the special residential area the building height would be restricted to two floors.

### **3.9 THE 1991/92 POINT PROPOSALS.** (Refer to MAPS 6,7,8,9)

The Point Development steering committee was formed in May 1991. The main task of this committee was to review the 1987 proposals and to produce a development plan to take the Point into the 21st century. The group would revise the 1987 structure plan, to arrive at a contextual framework, a developmental framework and precinct plans.

The 1991/1992 Point Proposals are a result of the culmination of the plans since 1986 as well as the workshop sessions held in 1991, and are the most recent proposals to date. The 1986 and 1987 plans therefore formed an important basis for the 1991/92 Point Proposals.

The steering committee considered inputs and involvement from all interested parties, to achieve consensus, and a workable plan. All interest groups were informed of the progress. The goal was to arrive at a plan that was sufficiently comprehensive to put forward to the city council for their approval of the rezoning of the area, and to provide

developers with sufficient information to be able to proceed with the production of development proposals for specific areas. (Point Workshop, August 1991:1) The workshop discussions were based around these goals. The existing land uses within the Point area are indicated in MAP 6.

The 1991/92 proposals are not the final plans, they only intended to show broad land use zoning proposals for the Point area. (MAPS 7,8) Actual land uses and activities still have to be decided within each of these zones.

### **3.9.1 Workshop.**

On the 1st of August 1991, 135 representatives from a wide range of professional and technical interest groups attended the workshop organised by the Point Steering Committee, Transnet and the City Council. The workshop consisted of a number of presentations about the Point area. Delegates were then asked to participate in a brainstorming session. (Point Waterfront Workshop, August 1991:1) Delegates were then split up into workshop groups to prepare proposals for the Point area. These workshop groups were then briefed on the context of the proposed development. The briefing and the principles were kept as general as possible to obtain a broad range of ideas. The briefing informed the workshop groups that the project should provide an exciting, diverse urban area that would ...

- stimulate the economy.
- create new job opportunities.
- promote urban tourism.
- integrate the harbour and the city.
- utilise the unique local character of the area.
- take full advantage of comparative advantages.

(Point Waterfront Workshop, August 1991:3)

The development strategy adopted for the project is that of a financially self sufficient, package plan approach or an incremental approach, with an emphasis on private ownership.



### 3.9.2 Results from Working Groups. (APPENDIX 3.)

The overall consensus from the working groups, was a need to create an exciting, vibrant Point area, and thus Durban area. The Point Revitalisation would have to economically stimulate not only the Point area, but also the greater economy. Part of this economic stimulation would be the creation of jobs. To this effect tourism would play a major role in creating this vibrant area as well as creating job opportunities. For successful tourism to occur the beach, the harbour facilities, and the cities activities must be stimulated to create the potential for further waterfront developments. Another factor needed for successful tourism, is the need for a unique area, with its own unique characteristics and activities. To create this unique area the comparative advantages have to be utilised to their fullest potential.

The workshop groups arrived at a variety of land uses and suggestions. Maps of each working groups proposal are found in APPENDIX 3. Not all of these land uses were feasible, however the objective of the working groups was merely to involve people from various institutions to partake in the initial stages of the land use planning process. The groups agreed to the unique character of the Point. Tourists want something unique to see, while the local population want something to use and to frequent.

Some other suggestions from the working groups were:

- A cable way.
- A ferry from North Pier to the Bluff.
- A train system.
- A proposed underground Parking.
- An exhibition centre.
- A maritime museum.
- To move the ocean liner terminus.
- A marina. A number of interest groups proposed marinas or water features in their proposals.
- A Bluff Nature reserve.
- A casino.
- A major Hotel complex.

There was general consensus on a number of points.

- a. Create a character that is unique to Durban.
- b. Capitalise on existing transport facilities, ferry, harbour train, relocate ocean terminal.
- c. Increase water frontage and a small marina.
- d. Capitalise on sheltered water Vetch's Pier if necessary.
- e. Provide pedestrian and cycling promenades to Victoria Embankment and Beach front.
- f. Take advantage of water frontage on South Side of harbour.
- g. Integrate with working harbour activities.
- h. Convention centre.
- i. Maritime Museum.
- j. Safety and security an essential ingredient of development.

(Point Waterfront Workshop, August 1991:4)

The 1991 proposals realised an important contribution to the uniqueness of the area would be the integration of the Point with the harbour area and the promotion of mixed land uses. The area between Vetch's Pier and North Pier would be the focal point with an enhanced boating area and entertainment area. This entertainment area would be the initial kickstart for the project. For any successful waterfront development a mixture of land uses must be used. As in the Point area these land uses were built around the central residential core.

It is proposed that a commercial corridor along Point Road would be enhanced while other commercial and office zoning in the area would be retained to a minimum. (MAP 9.) Along the beachfront, as well as near the harbour entrance there would be a major entertainment zone. This entertainment zone would be enhanced by the extension of the existing beachfront park, as well as a residential tourist belt. The historic town houses would be conserved, as well as the areas scale, views, landmarks and natural zones.

The old residential area would be conserved, and new residential buildings would be

built to complement the existing ones. A hotel or a conference centre would lie at the centre of the development. (MAPS 7,8,9) The boat club area would be upgraded. The whole area would require a safe secure environment, so security and safety were a priority in the plans.

The educational area was retained. Directly adjacent to this would be high to medium rise residential area and a hotel. (MAPS 7,8,9) The Vetch's Pier area was also highlighted as a possible marina development. Large parking areas were provided for easy access to particular areas like the beach, North Pier, and the resort complex. (MAPS 7,8,9) The pilots basin was made into a small marina adjacent to a Point Waterfront Development. A shopping node was also proposed. (MAP 9.)

At the same time it was suggested that all sectors of the community should be able to utilise the land uses and activities. Office space in the area would be kept to a minimum, and would be restricted to the Point Road corridor. (MAP 8.)

Accessibility to the area would be enhanced by creating better road access. The access routes were basically the same as the 1987 proposals. (MAP 5.) The circulation within the Point area, would promote unrestricted pedestrian and cycle accessibility. Vehicular access within the area would be restricted, however generous parking would be provided to allow access to the beach and pedestrianised area. (MAP 9.)

### **3.10 LATEST DEVELOPMENTS/PRESENT SITUATION.**

In July 1992 at Spoornet, negotiations between interest groups were initiated by Operation Jumpstart and managed by T.S. Gcabashe as a planning convener. This consultation process involved broadening the consultation process to include a wider range of interest groups which included the political, civic, and business organisations. An attempt was made to capture the views of these interest groups on three broad topics.

These topics included...

- i. The groups' ideas about the broad proposals in the outline development plan.*
- ii. The appropriate approaches to the development, including the participation of other role players.*
- iii. An agreed way forward.*

(Consultations with Major Stakeholders, November, 1992)

These consultations were followed at a later stage by separate discussions which involved just the major political groups. The groups included the IFP, ANC, NP, Propnet, Durban City Council and the South African National Civic Organisation. The consultations were managed by Vandeverre, Apsey, Robinson and Associates (VARA), who posed a number of questions to which the respondents replied with written submissions.

The consultations included the following questions.

- a. Vision for the area.
- b. Envisaged mix of tenure and land uses.
- c. Who is to be served by the development/ Beneficiaries.
- d. Will the major land holders Propnet and the City Council commit their (public land) to the control of all major role players?
- e. What value may be attached to the land.
- f. Can/should the development be structured to maximise employment and empowerment opportunities especially for the disenfranchised.
- g. The body to make decision should be representative of all groups and be able to reflect community views.
- h. The development process followed should be widely acceptable.

It is originating from these consultations that on the 4th of October 1993 the main political groups the ANC, IFP, NP, SANCO, Durban city Council, and Propnet have come to a unique consensus for the revitalisation of the Point area.

The steering committee was replaced with the leadership accord comprising these interest groups. They agreed in principle to Propnet, a business unit of Transnet Limited, forming a company called Transpoint (Pty)Ltd, which would be wholly owned by Transnet, (FIGURE 2.). This company would receive all the land holdings within the Point area. Transpoint (Pty) Ltd will contract with a land development company to be know as the Point Waterfront (Pty)Ltd. This will be governed by a 51% share by Transnet and 49% share by a community trust. This would be unique as for the first time the community will have a say in deciding the type of land uses in the Point.

The Land Development company will undertake to plan the area, provide the bulk services and infrastructure, relocations and the facilitation of the development like marketing. Transpoint (Pty)Ltd will assess and recommend development proposals from various developers/financiers in terms of investment deals and so on. These decisions would be set within the parameters set by Transpoint (Pty)Ltd who will then sell or lease the land directly to the developers and investors. The normal development control mechanisms would still apply.

These companies will be guided by the Point Protocol Document. This policy statement attempts to identify how the Point revitalisation can best be achieved, and provide a framework for the planning, design and implementation process which will follow. These aspects are covered in Chapter 6.

### 3.11 CONCLUSION.

This chapter is important because it sets the context and historical background for the research which follows. This<sup>is</sup> essential because it...

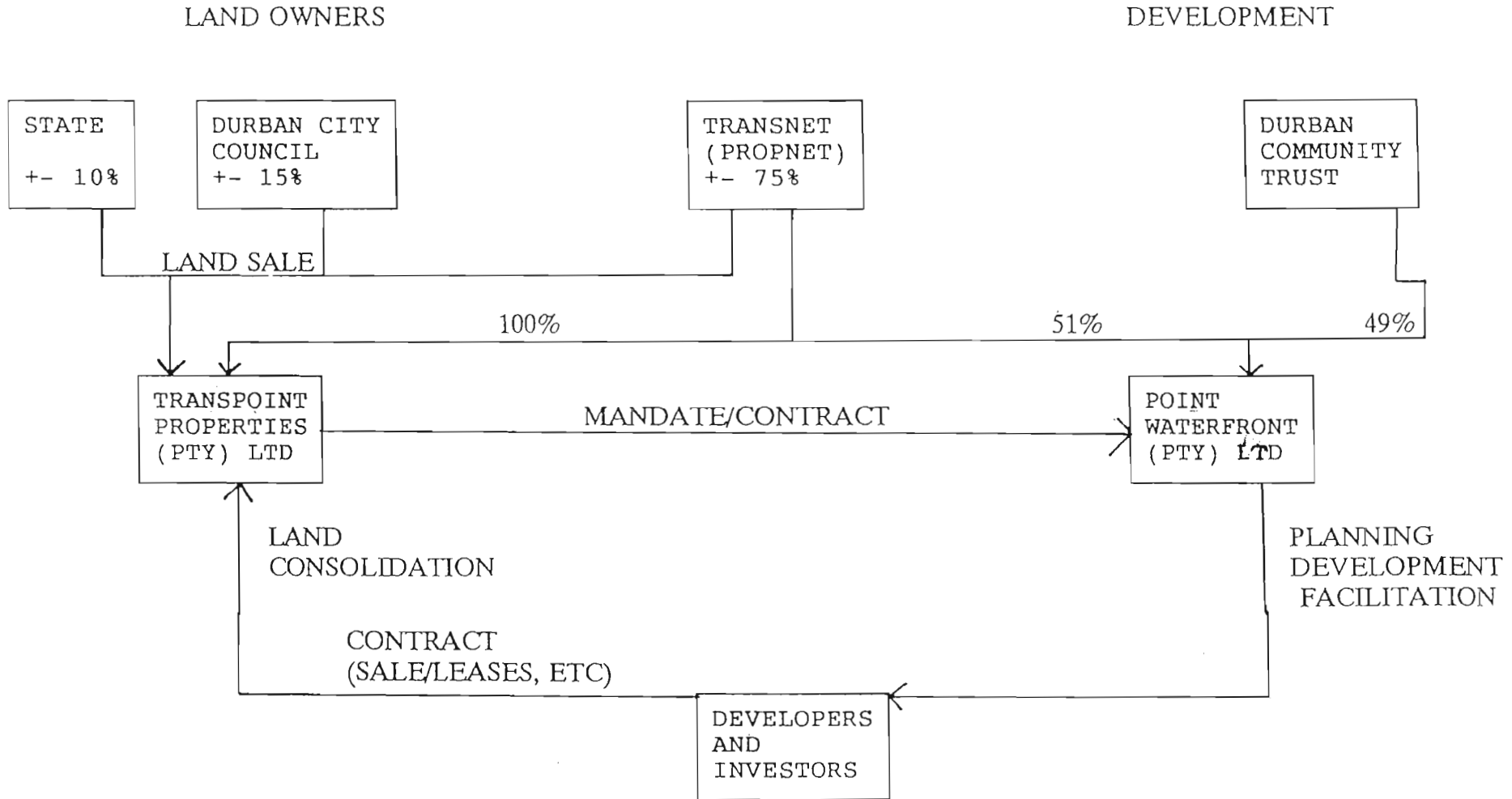
- i. introduces the history and trends which have influenced the Point area in the past, and that will definitely affect revitalisation attempts in the future. A strong view is therefore obtained about the direction the interest groups are taking in their proposals to revitalise the Point area.

- ii. highlights the conflicts and compromises which have been reached between the interest groups. It gives some guidance and clarification as to what to expect from the interest groups responses in Chapter 6. It also provides a measure to determine if interest groups are still in agreement.
- iii. deals with all the proposals up to the latest 1991/92 proposals. Thus, the chapter sets the foundations for the appraisal of the 1991/92 proposals in Chapter 7.

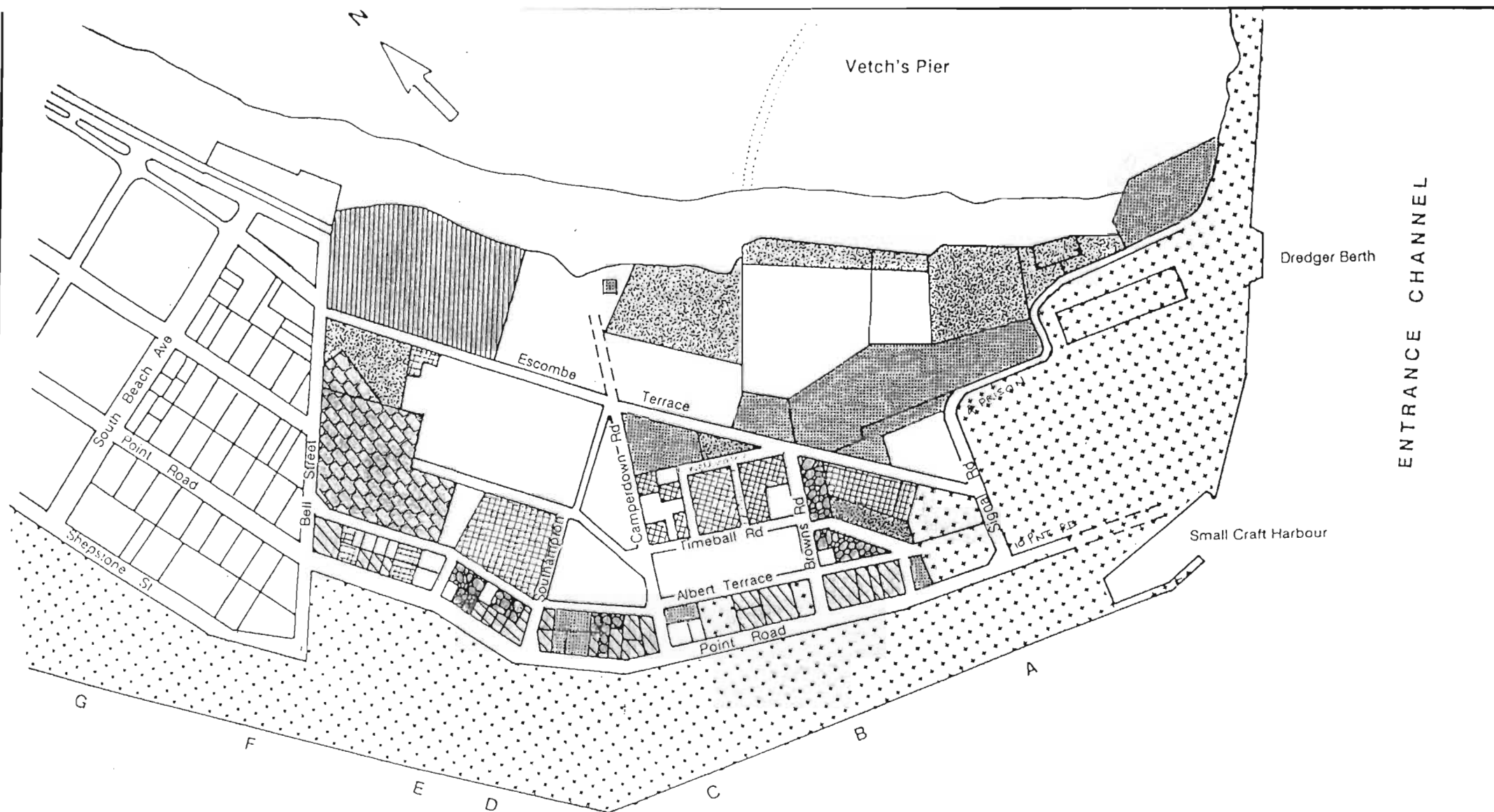
The points in this chapter will be clarified once the theoretical aspects have been studied in the theoretical framework which follows.

**Figure 2**


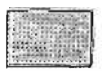
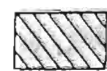





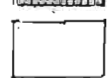
# The Point Waterfront Development IMPLEMENTATION STRUCTURE



SOURCE: - Point Waterfront Development, Media Kit, 1993



**THE POINT  
EXISTING LAND USE**

- |   |             |  |               |   |                 |
|---|-------------|--|---------------|---|-----------------|
|  | Portnet     |  | Institutional |  | Commercial      |
|  | Residential |  | School        |  | Car Park        |
|  | Industrial  |  | Recreational  |  | Vacant Property |

**MAP 6**

SOURCE - The Point Structure Plan, City Engineer's Department, 1987.



## CHAPTER 4.

### **4. THEORETICAL FRAMEWORK.**

#### **4.1 INTRODUCTION.**

It is necessary to set out this theoretical framework to understand the context in which the Point area has developed and is developing. It will also be important in understanding the circumstances in which the research was undertaken. This is because various economic, social, and political trends have been, and still are, operating in the Point area. Each of these trends has its roots in various theoretical approaches. There are three broad theories which influenced this dissertation. These are the Neo-Classical approach, the Neo-Marxist approach, and Rowe's theory of territorial relations.

#### **4.2 INFLUENCE ON MAIN STREAM THEORIES.**

Main stream planning theory has been influenced by two main approaches. First, there are the substantive elements of the environment which planning is to affect. This is known as theory in planning. Theory in planning addresses the objects of planning action. For example planning intervention in declining central city neighbourhoods is usually based on the theories about the nature of these central areas and the processes causing blight. There is thus a need to explore the forces shaping the land use proposals, goals, objectives and ideas of the interest groups.

The second aspect of importance is theory for planning, or procedural planning. This is the context in which planning takes place. It tries to explain why planning is like it is in particular contexts. The approach often takes a prescriptive form, spelling out what planning should in fact be, given its context. This approach has its roots in political economy and moral philosophy. It is interested in the organisation of production and consumption, and in the nature of planning. Most planning theories have used one of the above approaches, and thus have kept them as separate entities.

Roweis criticises the mainstream planning theories on the basis of two points. First, he says that substance is inseparable from procedure. This means that one cannot separate the concrete physical aspects in planning from the procedures and methods used in planning. Second, the belief that procedural planning theory by itself is planning proper undermines the potential validity and usefulness of planning theory. He therefore rejects any theory of planning which is divorced from the social context within which it occurs. The distinction between theory in and theory for planning is inseparable. Roweis suggests that these theories should be abandoned in favour of an approach that focuses more on the interactions between procedure and substance in urban planning practice. This approach should also show how these interactions affect the relationship between planning initiatives and planning results. The following theories will be important in setting the foundation for Roweis theory.

#### **4.3 THE NEO-CLASSICAL APPROACH.**

The neo-classical school focuses on the preferences, needs, and actions of the individual consumers. Neo-classical urban economics emerged mainly in reaction to, the classical (Ricardian) theories of land use advanced by theorists like Henrich von Thuenen (Concentric Ring Theory). Urban planning is regarded in the context of a market economy. It deals with market failures, externalities, and the provision of public goods. These market failures are regarded as being small malefactors which can easily be corrected by the actions of urban planners.

The neo-classical approach proposes free competitive markets, perfect market information, market rationality, mobility of the various factors of production, the rule of the law, and minimal government intervention. Planning in this context should encourage the market to work effectively. This is where public choice theorists play an important role. The basic principle governing public choice is positive economics. Here people act in their roles as consumers, employers or entrepreneurs to promote and maximise their own welfare, hence, the name "welfare economics."

Individuals set up for themselves sets of ordered consumption preferences according to their budget. This consumption is restricted by the individuals or groups finances. Obviously the individual or group will not want their consumption to have an overly negative effect on their budget. An individual in the urban system has a level of satisfaction that is determined by three different components. These components will determine how much of their budget is to be spent. The first is the quantity of residential space consumed by the individual. The second is the total distance travelled to various destinations, and the third is the aggregate of all other goods and services consumed. All of these are dependent on the budget of that individual or group. Hence, the budget determines rent and price of land, the transport costs, and the costs of all other goods and services. The consumer will therefore locate in a location that maximises his total satisfaction. This will be an equilibrium location. This in turn will determine the pattern of the urban settlement.

Neo-Classical urban economics in particular sites are differentiated only by the city centre and transportation costs being a linear function of distance. Because of the high revenues and low road transport costs that can be realised by communal land uses at the centre of the market, profits are assumed to be maximised here. Low income residents, because of their restricted budget constraints, are often unable to meet the high costs of transport or the costs of large portions of land. On the other hand, their demand for residential structure, (for houses and flats) is fairly inelastic (that is they feel they must have a certain amount of floor space). They therefore compete to locate in high density housing near to the city centre.

In the typical neo-classical approach to urban land use, social stratification is therefore seen as a hierarchial division of society into groups and classes each with their own budgets. These budgets restrict people to certain residential types and areas. Thus peoples budgets, and class influence the cities structure.

Urban residents may physically relocate within the city in order to maximise their welfare with respect to changing patterns of residential, and environmental quality. The residents may passively accept changes which are detrimental to their welfare, while

others may remain and engage in political activity. Alternatively households which have less restrictive budget constraints will take off a certain amount of transport costs for larger portions of land and structure on the urban periphery. By enforcing the Group Areas Act the apartheid city distorted this spatial structure indicated above. The apartheid city system was the reverse, with the poor on the periphery and the wealthy near the centre. In a post apartheid city this is now changing, and there is increasing pressure on inner city areas to be developed for low income residents.

Neo-classicists argue for a state of equilibrium, or at least a strong tendency towards equilibrium to exist between the forces of supply and demand in the urban land market. Thus, such an equilibrium implies the welfare of any person cannot be improved by relocation without making some other person worse off. The equilibrium state presupposes

- a. that the highest bidder for a unit of property should be entitled to its use and,
- b. that all bidders are reasonably aware of what is available in the market.

If markets are to operate efficiently individual producers or consumers must face the full costs and enjoy the full benefits associated with such production or consumption. Often these conditions are not met so the production or consumption activities often involve impacts on other groups and individuals. These impacts are called externalities. These can be negative or positive externalities which the consumer - producer pays or receives no compensation.

This idea could be applied to the Point, where revitalisation could make the area a lively, vibrant, and aesthetically pleasing environment. These could be considered to be positive externalities. However, negative externalities could be caused by increased tourists, traffic, and holiday makers visiting the area. These negative externalities could be traffic congestion, the removal of residents, noise pollution, exclusion of the local population from the land uses; like in the Antiguan example; crime, and so on.

The welfare economic approach focuses attention on the performance of the land market and identifies sources of market failure. In fact land use planning contradicts the neo-classical land use theory. It assumes that planning is needed, but then it cannot be a free market if it is planned.

However, if a market in urban land leads, as neo-classicists suggest, to an allocation and spatial organization of land uses that is paereto efficient, and if this efficiency results from a process that is entirely consensual, then there should be no place for the collective intervention in the land market. This would be based on the efficiency grounds that urban planning implies. Performance is measured by efficiency and equity with which the land market co-ordinates and facilitates the production of land use goods and services. Neo-classical models also to depoliticise land use proposals. This would be contrary to what the neo-marxists would advocate.

As we have seen the neo-classical theory says that the market in urban land leads to an allocation and spatial organisation of land uses that are allocated so that it is not possible to improve the welfare of any one land - user without imposing on the welfare of others. This is the Paereto effect. Paereto criteria specifies collective action as a social improvement if it makes some individuals better off without making others worse off. The idea is that individuals voluntarily enter contracts with other individuals to undertake certain tasks collectively instead of independently. Since individuals are rationally utility maximisers, no individual will agree to collective action unless he/she perceives it to be in his/her own interests.

The public choice theory is conservative in its implications for the planning process. Most planners adopt the public choice position with the idea that it is essentially a positive device for policy analysis and evaluation. Planners regard these values as an experts technical ability to complete land use plans which are in the general interests of everyone.

Collective intervention may make some better off while others are made worse off. Neo-classical planners argue that social welfare is something separate from individual welfare. This was justified in their land intervention in terms of what was thought best for the public. In fact they regarded themselves as the guardians of the public. To be seen to be serving the interests of the public meant that their intervention into the land markets was justified. This was regarded even if it made some people worse off.

To understand the neo-classical theory it is essential that a distinction must be made between public goods versus private goods. The type of good plays an integral role in determining its allocation as well as its spatial and organisational structure. Public goods are characterised by non-rivalry and non-excludibility. A feature of non-rivalry leads to inefficiencies in the pricing of goods irrespective of whether they provided privately or by the government. Neo-classical public goods are produced as part of a public decision making process. Non-excludibility is central to the neo-classical welfare economics argument for government intervention in the urban land market. This has been a major debate in the Point area as to whether the land should be privately owned or owned by the public.

Imperfect information often occurs where actors in the land market are not provided with information necessary to allow them to make economically rational decisions. Serious misallocations of resources may result. The renewal of older dilapidated neighbourhoods could be an example of the misallocation of resources. It is argued that while individuals or groups might be quite willing to invest money in the restoration of a home, or revitalise a certain area they will only do so if they know that other investors will do the same. As a consequence it is often suggested that planners should stimulate renewal by using public funds to renew small pockets of housing in run down neighbourhoods. (McCarthy & Smit, 1984:112) This suggests that the private sector involvement in the area is on the up.

Neo-classicism has similar features to the utilitarianistic theory. The utilitarianistic theory proposes that what is good for the majority must go even though some will experience negative externalities. The liberals reject utilitarianism. This is because the

poor get poorer and the rich get richer. Utilitarianism argues that the welfare of society as a whole can be quantified by adding the welfare of each of the individuals comprising it, thus the sum of the individual welfare then becomes the index of social welfare, and the desirability of any government intervention must be judged according to the impact it has on this index. (McCarthy & Smit,1984:113) Utilitarianism is different to public interest. The public interest notion can be reduced to the sum of the individual welfare.

#### **4.3.1 Criticisms of the Neo-Classical Approach.**

There are a number of criticisms of the neo-classical approach which must be highlighted. These are the main criticisms of the approach, and are by no means complete. However, for this research it will be sufficient.

The theory assumes that the tastes and preferences of individuals determine where they locate, and that this location is purely one of market forces. This is not always true for example individuals sometimes have no choice of locating in a particular area. The tastes and preferences are often not indicative of the land or possessions of that individual. A prime example in this case is the apartheid city, which gave many people no choice at all in locational preferences. People were located according to the apartheid legislation like the Group Areas Act. These individuals and groups are also expected to behave in a rational manner. This is a very simplistic approach because people do not always behave in a rational manner. This type of intervention went totally against market principles. The approach also neglects other forms of intervention in the land market.

The approach moves away from the social and property relations of production and exchange. This means the factors of production lose their identity as articulators of human relations and interests. It assumes that the procedure of producing, exchanging and utilizing land is a rational process, and that the problems are market imperfections that can be corrected. This is very simplistic, because the market is far from rational. The view that the market is in equilibrium is also too simplistic. If the market was rational then the Point would have been developed years ago.

The assumption that there is perfect information, and that the market is in equilibrium is also not very accurate. Again the apartheid city is a prime example of spatial location of land uses that went totally against market principles. Market equilibrium is too simplistic and does not have universal tendencies.

One of the main criticisms of the neo-classical approach is its apolitical view. It depoliticises urban development, land use, and land rent. The approach sees the State as a third party and does not regard the State as being derived from society. This does not do any credit to the approach. It also has incomplete conceptions of the role of social stratifications and social values in urban land use, and tends to explain everything in terms of market relations.

The neo-marxist approaches which follow are also reactions to the neo-classical approach.

#### **4.4 THE NEO-MARXIST APPROACH.**

The neo-marxists focus upon basic contradictions within the city as a system of production relations. These are contradictions between capital and labour, and between the forces of production and relations of production. Their theory is a response criticism to the neo-classical school. It is not only an approach that concerns itself with struggles centred on the sphere of reproduction. It is also concerned with developing a theory of problems of internal co-ordination of land use in general under conditions of capitalistic land use.

They believe that the quality of life is not a reflection of unmanageable planning, but instead of the contradictions between capital and labour which is characteristic of the capitalist mode of production. To change the built environment therefore is not just a technical process involving the scientific manipulation of the relationship between land uses by a technical expert. Instead it is really a political process of class struggle. Marxists say that to obtain an understanding of a particular form that urban planning in any society has taken requires that we make a historical analysis of the way in which planning has developed through time. One of the neo-marxist approaches is the



manipulated city approach.

#### **4.4.1 Manipulated City Approach.**

The manipulated city approach contrasts with the neo-classical approach. The approach rejects the view of the neo-classicists who view society as the outcome of countless decisions of individuals each seeking to secure their own satisfaction. Instead the manipulated city approach sees urban society as a mixture of special interests, different social formations, and neighbourhood communities. (Roweis & Scott,1981:132) The members of these groups act together. The relations between these groups are divided into exploiters and exploited. This is underpinned by the degree of social power that each group possess.

The main power holders according to Roweis & Scott (1981) are the banks and real estate, developers and construction industry. These power holders are also class monopolies who possess control over the whole land development process. It is to these power holders that the State gives the most political attention. This is because these groups are most able to contribute towards easing crisis and reducing the risks of aggravating these crisis. The result is a continuous redistribution of income away from the poor to the more powerful and wealthy. There are two divisions within the manipulated city approach, these are the locational conflict model and the managerialist approach.

#### **4.4.2 Locational Conflict Approach.**

This approach highlights the conflicts that occur between locations and their environment. The approach see's conflict as locational in the sense that it results from a conflict between the utility maximising goals of the individuals decision making units, and the allocative nature of the decision making units in the vicinity. This is made clearer when looking at Roweis (1983) territorial relations. The idea stems from the locational conflict theory and the neo-classical idea of positive and negative externalities. In this case the owner receives no compensation from these externalities.

In South Africa urban growth and especially residential spatial settlement have not been totally determined by the urban land market, but instead by interventions like the Group Areas Act. The crucial element here is that the population has been segregated on race and class lines which has resulted in numerous inequalities. According to McCarthy and Smit (1984), the manipulated city approach would interpret the Group Areas Act as the culmination of a series of locally initiated attempts by white residents and chamber of commerce to limit black competition with them in the urban land market. Obviously this situation has now changed.

Locational conflict studies reveal how locational relationships are manipulated by the more influential and powerful, ethnic, status, or class fractions of society to their own advantage. This is really embedded in social and political institutions. There is an imbalance of resources because different groups have different bargaining powers. This is mainly a result of their having different access to resources, especially capital. Urban residents and other land-based interests are seen as striving to maintain or enhance the use values and exchange values of these properties. The values depend on the changing social and physical conditions within the area.

There is some concern with how institutional structures lead to different social rewards for groups with privileged access to or influence within such areas. Institutions modify the intensity of externality effects and as such, institutions become a focus of conflict in cities. The manipulated city approach tends to assume that urban elites (in South Africa, higher status groups and or the whites in general) will consistently rearrange the structure of the city by redistributing real income to their own advantage.

Middle to upper-income groups interact more and have more connections with politicians who therefore serve their interests more. These groups have more bargaining power; in the form of the vote; with which to persuade local politicians to cooperate. Manipulated city theorists extend the neo-classical paradigm in so far as both superior bidding power in the land and market and superior influence upon public regulations of that market is seen to account for patterns of residential inequality. One must take into account the process of land use change in South African cities in particular.

There is a probability that manipulated city theorists would interpret the Group Areas Act as the culmination of the long series of locally initiated attempts by white resident associates and chamber of commerce to limit black competition with them in the urban land market. This involves a process of bargaining over the external costs and benefits of the residential locations in cities. We can expect considerable imbalance in the outcome because

- a. different groups have different resources with which to bargain.
- b. large groups in the population are generally weak and more incoherent than the small groups.
- c. Some groups are kept away from the negotiation altogether.

#### **4.4.3 Managerialism.**

Urban managerialism as Phal (1982) defines it involves the systematic control of urban resources and facilities in different localities. The approach ignores the constraints of capitalism. It is the managers who make all the decisions. This is because they have the power and the expertise to make these decisions. These managers therefore have a great deal of influence on the scope and range of government legislation. The managers are also able to influence the allocation of scarce resources and facilities to their own advantage.

#### **4.4.4 Concluding Comments.**

Both the locational conflict and managerialist streams of the manipulated city approach agree that the dominant status, class and ethnic groups in a society - the power elite - gain material advantage through the manipulation of locational relationships and low institutional structures. Both approaches argue that these mechanisms of elite control exist apart from the elite interests themselves. For example, in the locational conflict stream it is the spatial coincidence of white and/or upper class interests that cause those interests to be expressed in the form of local resident associations (as opposed to some hypothetical white upper class association). The planner is seen as serving the public needs or as a reformer/redistributor of social resources.

The main point that they make is that bureaucrats exert independent power in relation to other social interests and are very important agents in the land use process. The approach recognises that the bureaucracy and local bureaucracy does not always simply respond to outside pressures (public, private, or sectoral) and that local bureaucrats have a certain level of autonomy in land use related decision making.

The manipulated city perspective is not entirely in contradiction of the neo-classical conception of land use, but is a political extension of the same, based upon Weberian Sociological assumptions. Manipulated city theorists tend to stress competition between income, status and ethnic groups, with regard to the city as a consumption artefact.

The manipulated city approaches make some important contributions for this research. The main criticism is that the policy consequence of the theory is that it stops urban growth, stops large scale development, preserves what exists, controls rents, imposes tax penalties, all just to prevent massive profits and control. (Roweis,1981:133)

#### **4.5 ROWEIS TERRITORIAL POLITICS.**

Roweis theory is really a combination of the neo-classical and the neo-marxist approaches. In fact Roweis (1983) was influenced by these theories, and his territorial relations theory was in part a response to his criticism of them. The theory makes two main assumptions. First, if one affects a piece of land this will affect the other parts of it. Second, because no occupants on a piece of land are totally self-dependent on that piece of land, they will therefore depend on numerous other occupants on other pieces of land.

Roweis (1983) places some emphasis on interdependence between the occupants and the pieces of land. This interdependence he believes creates communal, or as he terms it a " social web. " (Roweis,1983:153) This social web consists of social, cultural, personal, economic and political processes.

Roweis draws these ideas from the systems theory which sees the city as a system of a series of interrelated parts. The result is that if one part changes then the rest will also experience some change. The theory stresses a stability of social wholes and interconnectedness of parts. The function of a particular social institution is seen as the contribution it makes to the total functioning of the social system.

The social web is maintained through the creation of mutual access (transportation and communication) and nodes of assembly (factories, offices, schools, houses). These physical land uses create networks. It is through these networks that Roweis (1983) says that human interdependence takes place. These networks are made up of material public goods. He uses material because they have objective territorial presence. (Roweis,1983:153) They are public because it is virtually impossible to make them available to any land occupant or group of occupants, without making them available to others.

Real interdependencies are created between the individual land occupants. These networks do not in fact determine how particular pieces of land are to be used. However, these networks do have some influence on the choice of use. Roweis (1983) points out that these actual land uses in a particular territory, have a direct influence on the type and extent of usefulness of the network of material public goods to various land occupants and groups of occupants. It is the material public goods that make the land usable, and the actual uses of land determine the usefulness of material public goods.

The usefulness to the occupants on the land is measured by how well the material goods facilitate mutual access, and how the users can gain benefits from the cooperation and interdependence from these material goods. From the above we know that usefulness is a function of the actual uses to which these land parcels are put. The occupants of these parcels of land want to acquire as many benefits as possible. It is for this reason that individuals and groups are interested in who uses which parcel of land and for what purposes.

Thus, what we are really talking about is the neo-classical use of positive and negative externalities. Each group of land occupants will want to make sure that the other land occupants on other parcels of land do not alter the former groups access pattern, human activities, and/or objects available to them, to the detriment of the former group (negative externalities). On the other hand no one really complains if they experience positive externalities that would have positive repercussions for occupants on a particular parcel of land.

From this discussion Roweis then defines territorial relations as :

*those human interactions which involve actual or potential impacts (positive or negative) on the access pattern of an occupant or group of occupants by the plans, decisions and or actors of other occupants or group of occupants in the relevant territory. (Roweis,1983:153)*

By understanding these impacts one can then understand the nature of this domain of social life that Roweis calls territorial relations. These territorial relations do not have intrinsic features which can be measured and analyzed. They cut across other relations and therefore differ in fundamental ways.

Roweis believes an action could have an impact on others if it results in...

- a. physical characteristics and or some form of territorial configuration of the network of channels of access or of some relevant elements thereof.
- b. type or interest of use of the network of channels of access or some relevant elements thereof.
- c. the types of inhabitants or users, activities, or objects available in various nodes of assembly within the relevant territory. (Roweis,1983:154)

In his writing Roweis (1983) argues that for territorial organisation to be reproducible the territorial relations and networks that emerge from the above three points must be controlled. The control mechanism that he suggests is through "standardised modes of behaviour." These standardised modes of behaviour consist of the rights and obligations of various categories of occupants, whose voluntary consent must be obtained before any action can take place.

This idea of Roweis is very similar to that of the pluralist approach. Where pluralism believes that all interest groups from all spheres should be able to participate actively in influencing the formulation of a public policy. Power is to be widely distributed in society amongst many individuals and interest groups, who will apply this power to issues they feel strongly about. These decisions are seen as an outcome of competition involving conflict and co-operation between various interest groups.

However, many occupants make use of existing networks and material public goods. Their interests and stakes in that network would therefore depend on the specific territorial organisation of the other occupants and activities.

In fact <sup>it</sup> ~~this~~ is very difficult if not impossible to standardise such relations. It would mean that if something changes on one parcel of land, and it has an effect on occupants on another parcel of land, consent would have to be obtained from all the other parties affected before the change could be implemented. Thus, there would have to be rights and obligations for each territorial right. This would mean that society would have a very restricted mobility. The role then is to provide professional interpretations of appropriate territorial relations.

Territorial organisation can be socially reproduced on the basis of standardised modes of behaviour. Pressures on these social institutions can lead to changes governing territorial relations. The best way to change these territorial relations is through the social framework of institutions, for example land use zoning, expropriation and so on. Roweis (1983:154) argues that the basic characteristics of land and territorial relations assign a central and permanent role to territorial politics in the social reproduction of

territorial organisation.

Roweis (1983) argues that...

*" land use allocations in contemporary cities are not purely determined by a market, but are the outcome of a peculiar partnership: a market allocation process that leads away from efficiency and rationality, and a political allocation that increasingly attempts to rectify these negative outcomes. " (Roweis,1983:154)*

From another perspective he identifies two social values.

- a. Social groups and political groups insist on pressuring a minimally acceptable margin of livability in private exchange of land.
- b. Pressure government to ease bottlenecks created by the difficulty of socially reproducing (livable) territorial organisations on the basis of market institutions. (Roweis,1983:154)

In fact it is the tension which gives territorial politics one of its basic features.

Reproductive difficulties may be changed by politics, by changing the existing social institution, in practice the term described above restricts this. Therefore there is a heavy reliance on ad-hoc decisions to ease these bottlenecks, and only minimally resorts to significant institutional change. These would have important implications for urban planning in the Point area. Territorial politics is not a residual phenomena, but rather a central and permanent feature of territorial life. (Roweis,1983:155)

Advocacy planning would be an integral part of territorial politics. Advocacy planning emerged as a response to force planners into developing perspectives which they generally would not have considered. In this way the planning process could be improved by considering a greater range of alternatives, values, and measurements adopted during evaluation. The approach sees planning as the political content between



numerous conflicting interest groups. The approach rejects the idea of planning as just a technical procedure facilitating the public will. The advocacy approach believes that society consists of many interest groups, with interests that are incompatible and therefore conflicting. The conflict is important in solving these incompatibilities.

#### **4.6 IMPLICATIONS OF TERRITORIAL POLITICS FOR THE POINT AREA.**

This research has been influenced at a conceptual level by the theory of territorial relations or territorial politics as theorised by Roweis (1983). This theoretical perspective combined with elements from the neo-classical and neo-marxist theories will thus serve as the guiding principle for the research.

No economy can develop in a spatially neutral way. The revitalisation of the Point area will definitely have some impacts on the surrounding metropolitan area. It is not only the Point area that will be influenced by the revitalisation of the area. It is the Point area that will be directly influenced through urban renewal, however the metropolitan area, the Durban Functional Region and even the national economy will be affected. To what extent this effect will be experienced is unknown. As Roweis says, a change of physical characteristics such as the land uses in the Point area, and a change in the access to the area, will cause complex territorial relations to emerge. These territorial relations are complex because of the size of the project and the very different functions of the proposed land uses and users. This means a wide spectrum of groups and individuals will be affected and involved in the project. As Roweis makes it clear these territorial relations are extremely hard to measure and this would be true of the Point area.

The tendency towards the concentration and centralisation of capital and the emergence of finance as a distinct social relation has increased the ability of firms like Portnet to carry out massive building programmes. These programmes may lead to conflicts between a number of parties over the conversion of the built environment or to the major design opportunities for plans. The renewal taking place in the Point area will depend not only on the direct owners and users, but also on a much broader spectrum of interest groups, private and public, from other territorial areas. Thus, there will be

an interdependence between the Point area, the city, and the surrounding metropolitan area and to a lesser extent the national economy. As such the Point cannot be considered in isolation from the surrounding areas. The Point is therefore an integral part of the social web of the greater area, politically, culturally, economically, and socially.

The transportation links and communication links within the Point and between the Point and the city should create mutual access to a wide variety of people. The land uses linked to these access routes will create networks. Thus, interdependencies between the Point area and the surrounding areas is controversial because of the different territorial relationships. Many organisations regard land owned by Portnet as public, and thus as Roweis says the land would be a material public good because everybody would have access, and be able to use it.

The network in and surrounding the Point will obviously have some influence on the land use proposals for the revitalisation of the Point. The land uses in the Point would thus have a direct influence on the type and usefulness of the network of material public goods to various land occupants and groups. This means that the kind of land uses proposed for the Point will determine the usefulness of the material public goods and visa versa.

Certain areas like the Point have comparative advantages like the Bluff, the beaches, the working harbour, the historic buildings, the climate and many others. However, to be able to utilise these advantages to their maximum potential one has to make the area accessible. The success of the Point will therefore depend on what degree of access people have to partake in activities, cooperation and use of the facilities. Not forgetting this, and returning to the neo-classical theory, is the idea that individuals and groups are interested in who uses what piece of land and for what purposes. This may have a direct impact on them through positive or negative externalities.

The minimisation of negative externalities, means that careful consideration must be given to land uses in the Point area. All parties must be consulted and the land uses with the least negative externalities must be selected. What must be encouraged in the Point area are positive externalities whereby everyone benefits.

Many groups have no development assumption. They do not know what land uses they want in the area. Although some of the interest groups have been meeting and putting forward land use proposals, these have been very broad and extremely tentative proposals. Even then not all the interest groups have been involved in this processes. One of the main reasons why the Point Development Committee did not want political groupings involved in deciding land uses was because they believed these political groupings would drag the decision making process out and delay the project. It is essential that there must be some form of public sector involvement, but not at the expense of the public. This means that a significantly greater proportion of private sector investment must take place, so that development can take place in other parts of the metropolitan area. This really contradicts the idea that the land uses belong to the public. One can again see conflicts arising in this area of financing and ownership of the land. In terms of the locational conflict theory one must assume comparative advantage. In other words the Point must be developed to its fullest potential, but must not be to the detriment of other areas and users.

Many conflicts will arise as to the best way and best land uses required to revitalise the Point area. One must therefore try to understand what impacts the land uses in the Point area will have. In other words what social, economic and political relations it changes, creates or perpetuates. The territorial relations that emerge in the Point area must be controlled. As Roweis suggests standardised modes of behaviour will control these territorial relations.

The rights and obligations of all actors and users, <sup>must be recognised?</sup> and consent must be obtained before the land use plans are implemented. This has been what has been taking place until now. Even then, not everybody has been consulted and this is virtually impossible to do. However, one must try as best as possible to obtain consent from all the interest groups

as to the best land uses that will benefit everyone. The Point will thus involve an economic as well as a political partnership. Planning the Point is really an exercise in Conflict management between various territorial groups.

## CHAPTER 5.

### 5. GUIDING PRINCIPLES FOR URBAN RENEWAL AND WATERFRONT DEVELOPMENT IN DURBAN.

#### 5.0 INTRODUCTION.

In examining the Point area, the works dealing with urban renewal, water front development, urban tourism, Dewar's Compact City ideas, and theoretical paradigms will be of particular influence in guiding this study. This chapter has attempted to provide guidelines from which the research will draw on to appraise the 1991 land use proposals. Urban renewal and waterfront development are so theoretically interlinked that it is difficult to deal with them as separate entities. For this reason they will be discussed as much as possible under the headings but there will be overlapping topics.

#### 5.1 INNER CITY AND URBAN RENEWAL.

##### 5.1.1 Introduction to Inner City Problems.

The rapid growth of cities world wide has been accompanied by the degradation and decline of inner cities. Urban areas are constantly changing with economic, political and social pressures. In fact no down-town can be regarded as being a homogeneous entity. The recognition of this is the key to the success of down-town revitalisation efforts. The deterioration of cities has been a gradual process which cannot be corrected on command. (Gallion, 1983) This has been the case in the Point area.

Much of the change that occurs in urban areas is a result of gradual spatial and sectoral adjustments to economic activity, and the movement of the population between or within existing urban areas. The uneven outward expansion of cities has resulted in capital investments being made in the development of suburban industrial, residential and recreational facilities on the urban periphery. Two dominant elements have contributed to the decline of inner city areas. First, the movement of people and industry away from the inner city, and second, the failure to use the land resources of the inner areas efficiently. Zoning restrictions have also inhibited the regeneration of the inner city.

Apartheid legislation such as the Group Areas Act as well as deconcentration and decentralisation policies have exacerbated this problem in South African cities.

Inner city decline results in some areas experiencing an intensification of land use while in others there is a reduction. This inner city decline often consists of various forms of urban blight caused by the various processes mentioned above.

### **5.1.2 Urban Blight.**

The main type of blight characteristic of the Point area is functional blight. This occurs in areas which are no longer able to fulfil their original function or are not adaptable to a changed function which is needed when an area changes over time. For example, the Point's function as a major docking area has decreased because ships are going to other parts of the harbour. Functional Blight may also have a deteriorating influence on the functioning of the urban structure as a whole or on major parts of it. Thus, although functional blight has contributed to the general decline of the whole Point area, the other forms of blight exist in their alternate forms, for example economic blight. These forms of blight have directly influenced the responses and type of urban renewal proposals for the Point area.

Urban changes are also brought about by political reform movements initiated by groups representing the values of the society, and by new consumption patterns that stress certain aesthetic values. (Thomas, 1991) Public utilities, transportation infrastructure and social facilities are to be provided, adapted, expanded, contracted or replaced in response to the changing demands within the area. These changes affect the physical structure and fabric of urban areas. The changes used to improve the situation are called "urban renewal."

### **5.1.3 Origins of Urban Renewal.**

Urban renewal has its roots in post World War II reconstruction of damaged cities like London, Paris, and Rotterdam. In America urban renewal has been concerned with the redevelopment or rehabilitation of ghettos in the down-town areas. In Britain urban renewal has been more along the lines of housing policy. The United Kingdom

approaches to urban renewal in recent years have been strongly influenced by the American models.

#### 5.1.4 Definition <sup>of</sup> Urban Renewal.

Urban renewal is a multifunctional and complex process which requires variants and subtlety in policy responses. It is a widely used term with many definitions which are loose and often blurred. It is used in a generic sense to encompass all aspects of intervention. For example renewal action may take several forms to address inner city problems. These actions may remove blight, save decaying areas, introduce public improvements, revitalise areas, and make better use of vacant land.

The essential characteristics of urban renewal is that it brings about change in the use, intensity of development, or occupancy of urban land and buildings. This results in changes in where, how, and under what conditions people live, work and recreate. One can immediately see that these points cover an extremely broad spectrum. As Balls (1992) says there are so many solutions, they often confuse and fragment the issue at hand. This is confirmed by Law (1990) who questions the processes leading to regeneration.

At the risk of being criticised for confusing the issue, urban renewal in this paper will be defined as comprising five <sup>?</sup> kinds of activity to address the problems of blight mentioned above. These are redevelopment, gentrification, rehabilitation, restoration, conservation and preservation. These must work together for total renewal to occur in the Point area. Authors like Balls (1992) question whether these processes mentioned above can all operate at the same time. The implication is that if one process is lacking then there is not the desired outcome. There is therefore a need for a holistic process approach. This holistic approach will be called urban revitalisation.

### **5.1.5 Redevelopment.**

Urban renewal regenerates deprived urban communities through the reclamation and redevelopment of land. Urban regeneration is a wider process, in which the State or local community is seeking to bring back investment, employment and consumption, to enhance the quality of life within the physical structure of existing urban areas. (Couch, 1990) As the cost of newly constructed housing continues to rise, and its distance from the city centre increases, the renewal of the inner and central city structures become more economically viable. To rehabilitate old properties and buildings in the city is often much cheaper than constructing a new house on the outskirts where distances are greater. However, this is not always true. For example conservation for historical purposes often needs elaborate and costly reproduction which negates against people moving into the inner city.

Redevelopment is the process whereby there is a clearance of buildings, re-use of land that is cleared, re-use of underutilised vacant land, and the building of new structures, which often involve a new layout and new land uses. These methods have involved neighbourhood revival schemes and gentrification. There are a variety of redevelopment aims - namely the elimination of blight and slums, the mitigation of poverty, the provision of decent, housing in a suitable environment for all, a revival of downtown areas of the central city, attraction of middle income families from the suburbs back to the inner city, attraction of additional clean industry back to the city, and the enhancement of the budget balance of the central city government. (Rottenburg, 1970) It is these aims which could be directed at the successful revitalisation of the Point area.

### **5.1.6 Gentrification.**

Gentrification is the process of converting working class areas into middle class neighbourhoods through rehabilitating the neighbourhoods housing stock. Part of this gentrification process is Yuppification. This is the movement of young upwardly mobile people into these gentrified areas. It must be noted that gentrification is a private sector response and not government intervention. Initially gentrification was predominantly concerned with residential areas, but now it includes redevelopment of commercial areas. This is called commercial gentrification. (Thomas, 1991) This commercial gentrification



has occurred mainly along waterfront areas and is also a prominent feature of urban tourism.

#### **5.1.7 Rehabilitation.**

Rehabilitation is where partly existing buildings and layouts are renewed into a workable state. Rehabilitation is not redevelopment in totality. This is because there is a certain degree of re-use of the buildings or substantial renewal of buildings.

#### **5.1.8 Restoration/Conservation/Preservation.**

Restoration and conservation renew buildings or the area but there is a change in the use. The aim of conservation is to retain or recover the cultural or historic significance of a place and must include provision for its security, its maintenance and its future. It includes maintenance and may according to circumstances include preservation, restoration, reconstruction and adaption. On the other hand preservation maintains the fabric and the use of the land or buildings. In conservation as much intervention as possible must be avoided. Traditional techniques should be employed, however modern techniques based on firm scientific base could also be used.

#### **5.1.9 Revitalisation.**

Revitalisation means to restore vitality or animation to an area. Animation means liveliness, to put new life into the area. This revitalisation is mainly concerned with economic revitalisation. Economic revitalisation would have a positive effect on all other aspects within the area, such as aesthetic, physical, and social factors. Revitalisation implies growth, progress, and the introduction of new activities into a stagnant or declining part of a city that is no longer attractive to investors. Typically, urban revitalisation involves an investment to remodel or rebuild a part of the urban environment. In this case it will contain all the issues included in the urban renewal definition. It also means to accommodate more profitable activities and expand opportunities for consumption particularly in housing and retail for middle to upper-income people. (Holcomb, 1981)

#### **5.1.10 Examples from North America.**

The past trend in the American Federal Urban Renewal Programme was predominantly redevelopment. This process in most cases involved a set procedure. First, a piece of land was obtained by the local public authority. This land would then be declared a blighted area and condemned. The sites were acquired and then demolished possibly with some conservation or preservation of protected buildings taking place. The displaced families were then relocated in other areas. The various plots of land were then sold off or leased for a profit to the private developers.

#### **5.1.11 Examples from Britain.**

In Britain there has been a revised national urban policy. This policy adopted the view that it is no longer adequate to treat the symptoms of urban decay, poor housing, environmental and social conditions. Instead greater emphasis should be placed on tackling the causes of the inner city problems. This means that urban renewal now incorporates planned intervention in economic regeneration and employment provision, as well as housing conditions involved in the implementation of these processes. The term 'Urban Renewal' is used in a generic sense to encompass those aspects of intervention. (Gibson, 1982) These interventions have been mentioned above. In Britain and America there has been a strong attempt to check suburban sprawl by addressing urban blight within the city. (Lottman, 1976)

Processes that have contributed to the renewal in Britain; especially during the Thatcher years; have been market led with little State intervention. The emphasis is on local agencies to renew areas. This is an approach which encourages a reliance on the private sector as the principle agent of urban change. Thus, privatisation is the dominant idea in Britain.

These processes have been responding to themes such as changing retail and market trends, strengthening links between the city centre and renewal areas, improving the circulation system for pedestrians and vehicles, upgrading the environment, developing tourism, changing commercial requirements, increasing opportunities, reinforcing the cities cultural and historical importance, and promoting a positive image for the area.

(Couch, 1990) All these themes would have direct implications on the area. Balls (1992) makes it clear that each city is unique, and what is successful in one city may not be in another.

#### **5.1.12 Urban renewal in South Africa.**

In South Africa urban renewal by the private sector is a fairly recent trend. Up till recently the State has had the most say in development and urban renewal.

The problem with past renewal projects in South Africa is that they were associated with the apartheid process. This was because to carry out the project permission was required from the Department of Community Development (DCD) which was part of the apartheid structure. They were empowered by the Community Development Act of 1966 to acquire and expropriate property and land and freeze development for urban renewal. (Smit, 1989:136) One of the objectives of this act was to affect the Group Areas Act renewals and improve the living conditions of poor whites. This meant there was a strong connection with urban renewal and apartheid. The DCD acquired and froze large proportions of land all over South Africa for example District Six, Cato Manor, and Block AK.

The renewal schemes were a good excuse or reason for removing blacks from these areas. It also helped enforce ethnic autonomy by enforcing segregation by renewing areas, such as the coloured area of Westbury - Newclare, Johannesburg. (Smit, 1989:138) Urban renewal in South Africa was thus seen as little more than slum clearance programmes with ethnic overtones. This apartheid past must be avoided at all costs in the Point area.

#### **5.1.13 Who benefits from Urban Renewal?**

Urban renewal when privatised usually moves towards housing designed for, and acceptable to upper-income groups who want to return to the city life and amenities it offers. This also includes the accommodation for commercial institutions to replace blight. High rise buildings are one of the main types of accommodation in this respect. This is because it is mainly a response to economic opportunities that arise. It also

satisfies the land economists and government officials who consider the land price more than the needs of the future residents. This may be the case in the Point area, where the 1986 proposals are looking at the possibility of tower blocks. It is this type of renewal process that fails to address the needs of the most impoverished, and in some instances the redevelopment may have deepened the poverty of those in question.

As parts of the city deteriorate (as in the Point area) the cost of maintaining these areas increases. In fact to restore the land costs more than the land or buildings itself. This hampers development and leads to further decline. There is a general belief that aggressive planning methods are needed to revitalise these areas. Often where blight has set in there is an opportunity for more intensive land uses to take over.

The promotion of greater densities is mainly a result of apartment zoning which ensures that there is a claim to higher land values and rents. The problem is that market values are driven up making the area less accessible to the moderate income groups. This defeats the object of opening the Point to all income groups and races. Ultimately, there can only be multiple storey dwelling units which are well out of the reach of the lower-income groups. Again this benefits the middle to upper-income groups, unless there is some form of subsidy as in overseas cities.

Gallion (1983) believes there are not many successful instances in America where there is a process of intensifying land use to restore to blighted areas a decent standard of residential or commercial development. This does not bode well for the renewal of the Point area. However, the Point area is different in two ways. First, it does not have a large residential component, and second it was already State land, now Portnet and City Council land.

Examples such the Pruitt Egoe public housing scheme in St Louis must be avoided. This was a classic example where an urban renewal programme did not consider the plight of families who for economic, ethnic, and social reasons, were not eligible or could not afford the new high rise apartments that replaced the blight. The psychological effects of the renewal scheme involving removals of people were ignored, as well as the

psychological and social effects caused by the new built environment.

It would seem as if businesses have benefited more than the person on the street from urban renewal schemes. It looks as if the investors come first and then the public get the trickle down of whatever benefits are thought fit for them. The trickle down effect does not work unless there is a specific targeting of public resources and benefits to the most disadvantaged population groups. (Balls, 1992)

In fact both a top down and a bottom up approach is essential for the success of any development. Implicit in this has been a swing away from the approach of the single purpose development body with full powers, to the collaboration model involving central government and the local authorities and the private enterprises. Renewal should be for the people and thus land uses should be aimed at the public.

#### **5.1.14 Lessons of Urban Renewal for the Point Area.**

What are the criteria for good urban renewal in the Point area?

- a. The people, and all interest groups must be involved in deciding the land uses and activities in the area. Thus, a bottom up and top down approach is needed.
- b. The Point must be well integrated with the rest of the city. The plans must compliment and strengthen transportational links with the other parts of the city.
- c. Attention must be given to the pedestrian and vehicular movement within the Point area.
- d. A wide variety of race and class groups must have access to the Point area.
- e. The Point area land uses and activities must therefore serve a wide spectrum of users from the local, regional, national and international populations.

- f.** For the Point revitalisation to be successful, it must make use of all the components of urban renewal mentioned above, like redevelopment, gentrification, rehabilitation, restoration, preservation, conservation, and gentrification. These will revitalise the Point area, eliminate blight, and create more intensive land uses. Thus, a MIXTURE OF LAND USES is essential.
- g.** A residential component should be an essential land use for the Point.
- h.** The plans should adopt a continuing process of developing an incremental programme to guide the urban growth and the renewal of the area. The revitalisation must be a gradual incremental process and not an overnight solution. This means comprehensive planning should be avoided.
- i.** A holistic approach must be adopted.
- j.** There must be private and public sector investment and ownership. This would allow employment diversification, opportunities, and community enterprise from a wide range of businesses.
- k.** The project must be market led with local agencies leading. There must be little State intervention and subsidies. This means property led initiatives must be linked with community development and economic led initiatives.
- l.** A positive, vibrant, and lively image must be created for the Point area.
- m.** The revitalisation attempts must take advantage of the Points unique characteristics, like the historical buildings and cultural heritage, and natural features like the Bluff. These unique characteristics must be used to their fullest potential. The Point should not be a mere replication of other international and local projects.

- n. The Point area must be able to respond to themes of changing markets, retailing trends, and commercial requirements. This means land uses, and activities must be sustainable.
- o. Consideration must be given to protecting and upgrading the environment.

## **5.2 URBAN TOURISM.**

Urban tourism has often been regarded throughout the world as one of the main catalysts for urban renewal in waterfront areas. It strengthens communities in areas of dereliction or decline by bringing back economic, cultural and social life in a long term sustainable form. It also creates an exciting, active and vibrant physical form in most waterfront areas.

The concept of urban tourism to revitalise blighted downtown areas has mainly come from the United States and Canada. Some examples from the United States and Canada are Toronto, Baltimore, and Vancouver. In these cases urban tourism was seen as a solution to the declining inner city. These cities sought to replace the old land uses with new industries and other land uses that would create employment and the re-use of vacant areas and empty buildings.

Many city councils now perceive tourism as an industry of great potential and importance for the revitalisation of inner city areas. This is of major importance for the revitalisation of the Point area. The main example that will be used here is the London Docklands which is using urban tourism as a form of economic regeneration strategy. This is also the case in Cape Town's Victoria and Alfred Waterfront Development, which has been strongly influenced by the United Kingdom and United States examples. Today urban tourism with the lifting of sanctions could expand rapidly in South Africa. However, for this expansion to take place a solution must be found to resolve the violence occurring in South Africa.

To promote urban tourism means the development of facilities, physical environments and infrastructure that will benefit the local and tourist community. It is important that an image is created to attract industry and commercial activities. This image will also attract the middle income groups back to the inner city. The general belief is that the money spent by the tourists at the recreational facilities will make these facilities economically viable. There would be a trickle down effect which would benefit the local community. This is not always the case as in the examples of Antigua and the London Docklands which will be discussed later.

Activities to attract people include museums, art galleries, concert halls, parks, sea life, spectator sports facilities, entertainments, conference centres, historic buildings and walks, and special events. These are some of the primary elements. Secondary elements are those elements that enhance these attractions or assist in the process of attracting tourists. These secondary elements include shopping, catering (market place), accommodation (hotels), transport and tourism. (Law,1992) The development of these facilities, the physical regeneration of areas and the arrival of visitors may also increase civic pride. (Law,1992:601)

### **5.2.1 Conference & Exhibition Centres.**

Conference and exhibition centres are attractive to cities because they attract business people and their partners throughout the year. These people usually spend a lot of money, which may benefit the local population. In the United States, cities have been developing conference centres for the last 30 years. Law ( 1992) believes that convention business will act as a catalyst for urban regeneration resulting in physical and environmental improvements, hotels, catering plants, shops, and entertainment facilities. The convention centre would be the central part of this system. In America these conference centres have been built on the periphery of decaying downtown areas to revitalise them.



### 5.2.2 Arts.

The arts movement in Britain and North America emerged in the 1980's. Some of the cities in Britain which adopted cultural policies are Birmingham and Glasgow. North America has invested in arts districts to revitalise areas, for example Boston, Dallas and Pittsburg. The art districts in these cities are usually located on the edge of decayed areas. However, little is known about the role arts play in attracting tourists. Special events are used to attract tourists into the area, to attract people outside the main season, to create media attention and raise the profile of the area, to add animation and life to existing attractions, to encourage repeat visits and to assist in the revitalisation process.

### 5.2.3 Sports.

Sport has a high status image with good media coverage. This media coverage could attract economic development, increase the number of visitors, and create a sense of community spirit and unity. According to Law (1992) high-quality facilities could be a permanent benefit to the community. The idea here is that there will be a trickle down effect, which would eventually benefit the poor. This is questionable, because it would again exclude the poor. Some examples of stadia in North America next to downtown areas are the Skydome in Toronto, the Astra Dome in Houston, and the Superdome in New Orleans. (Law, 1992) In Britain this trend is just starting to emerge.

### 5.2.4 Lessons of Urban Tourism for the Point Area.

The question pending is how effective is urban tourism as a recent trend to revitalise downtown blighted and underutilised areas, like the Point? Many cities appear to have been successful but this has only been measured by the increased number of visitors and the increased number of jobs that have been created. A number of lessons can be learnt from urban tourism which could be helpful in revitalising the Point area.

- a. The quality of the physical environment and the location of activities like sports stadiums, conference centres, recreational activities, and arts are very important. Thus, **accessibility** and the **location** of these land uses and activities in the Point will be a major factor contributing to the success of urban tourism in the area.

- b. The element of success is a rich variety of activities in a compact area which is walkable and easily accessible. This allows for an increased integration of activities creating an exciting, active, vibrant and lively area. This goal should be an element of the 1991 Point proposals.
- c. The environment must be attractive and must attempt to have some type of theme that enhances the area. In the Point the unique history of the area should be harnessed. The environment must be able to attract tourists, as well as middle income groups back to the inner city. This means the image of the area must be good.
- d. Urban Tourism is often perceived as providing low paid, low skilled and seasonal jobs, an example that will be mentioned in section 5.3 is the Victoria and Alfred waterfront in Cape Town. The Point area must therefore have land uses, activities, and tourist attractions that have reasonably paid wages and employ a wide range of people with various skills in **permanent new jobs**. According to Law (1992) that people are paid low wages is not completely true. Admittedly the jobs that are created in such areas are low skilled. However, this could be in the areas favour when it is located in or near the inner city with labour reserves of unskilled labour.
- e. Other case studies, believe industry is the answer to revitalising areas instead of tourism. This is because industry employs more people and generates more income. In the Point's case the only feasible industry would be small scale light industry. These small scale industries could capture the best of both markets. Tourists would be attracted to see the locals manufacturing indigenous goods, and the local people would be provided with jobs and income.
- f. Many city councils have refused to fund urban tourism projects. This is because projects contain mixed land uses and urban tourism is often cross-subsidised by offices and retailing in the area. The problem in these cases is that when there is a recession the projects may be abandoned. This means there must be very

strict **management** of the Point project. There must be strict controls on the type of land uses and activities, including types of businesses. The question is really one of long term **sustainability**, and a guarantee of security of tenure.

- g.** The influx of tourists to an area may also cause conflicts with the local population, for example Antigua. This is mainly due to the different requirements of the various groups. Often the poverty of the inner city areas surrounding the tourist area are unaffected. The land uses, facilities, attractions and environmental improvements for the **tourist** should also benefit the **local population** in the Durban Functional Region. Negative externalities like traffic congestion, wear and tear on facilities, and increased costs in urban management must be avoided.
- h.** There is a need to build on the strengths and improve the weaknesses, as well as enhance the main features of the local area. There is a danger that all cities will have the same similar features. The literature indicates that most of the land use proposals for different projects in different areas and countries are the same. The only difference for example is the environmental background like Table Mountain in Cape Town or the Bluff in Durban. Thus, the Point revitalisation must make full use of the Bluff, the beach and harbour frontages as well as the historic buildings.
- i.** In today's world urban tourism is becoming very competitive. Tourists who have better transport modes to get to remote places have a greater wish to see places which have **unique** features that are different from the normal trend. There is thus a need for a **strongly focused image** which would promote the area in question. This image would promote entertainment, excitement and spectacle. (Law, 1992) The Point area in this respect could focus on the Bluff, and harbour entrance and the traditions and cultural heritage of the Zulu, Indian, and White population as unique attractions.

- j. Some successful land uses for urban tourism are classified into primary uses and secondary uses. Primary uses are conference and exhibition centres, museums, art galleries, concert halls, parks, sea life, spectator sports and special events. Secondary uses include shopping, catering, hotels and accommodation, all which compliment the primary activities. These land uses could be important for the revitalisation of the Point area.

The concept of urban tourism for revitalising downtown areas is in its early stages, and many cities are still getting their tourism strategy together. For example Durban is only now, embarking on historic tours of revitalised areas like Greyville Village, The Workshop, The Old Railway Station to mention a few. This means that it is very hard if not impossible to make a final evaluation of its progress as a catalyst for urban revitalisation.

It will never be easy to make a full evaluation of urban tourism because it is inextricably bound up with growth strategies, image, making the city a good place to live in, as well as increasing the number of visitors. This requires good urban management. Every town and city in its own way is unique. Tourism development is only part of a greater set of economic and planning initiatives which should benefit the local community first and then the tourists.

### **5.3 WATERFRONT DEVELOPMENT.**

A recent trend in urban renewal schemes has been the urban waterfront. This is partly a response to creating urban tourism. Over the last 20 years there have been a wide variety of proposals. Most waterfronts before development have similar characteristics. These are underutilised open space, vacant property, and blighted and abandoned buildings. This has been particularly apparent in the United Kingdom. The Point is similar in that it is characterised by most if not all of these features.

Important facets of all the waterfront developments is that they all promote mixed land uses. A mixture of residential, recreational and office space as well as commercial ensures there is always a constant population in the area. This would enliven the whole

image of, as well as support all the activities in, the area.

In the 1970's North America used waterfronts as a means to reclaim their blighted downtown areas. Most of these waterfront developments were financial successes. In the successful waterfronts no one is excluded from using the facilities or partaking in activities. People from different income groups, classes, religions, and interest groups can utilise these areas. The waterfronts were sustainable and even brought substantial economic development to the cities.

The emphasis in Toronto has been on public participation on deciding what land uses are to be placed in particular areas. This is important because it is essential that participation occurs so all the interest groups can be accommodated with the land uses they require, or be involved in deciding the land uses and activities in the area. A number of examples of waterfront developments follow. These have been used to show the similarity of the projects, and the lessons that can be learnt from very different areas of the world.

### **5.3.1 Antigua.**

The Dominican republic in the Northeastern Caribbean, Antigua in the Eastern Caribbean, and Grenada and Curacao in the Southern Caribbean, all have harbour and waterfront developments. These are good examples for the Point because they are in a third world country. Two of these projects are on Antigua and are called Red Cliff Quay development and the Heritage Quay development. These two developments are close and compliment each other. The development of the deep water harbour and the expansion of the dock facilities away from the central waterfront decreased land values around Red - Cliff Quay. This created opportunities for profitable investment and the increased intensity of land use. These projects are therefore closely related with urban renewal aspects.

These case studies have many characteristics associated with urban renewal, such as upgrading for new uses of older buildings that have some historical character, warehouses renovated into restaurants, boutiques, casinos, professional office space, discos and

shopping areas for tourists and upper - income Antiguans. The negative aspect of this development is that it required the removal of the resident population and excluded them from the decision making process. The land uses were also designed so the lower income Antiguans, and fishermen were excluded from using the new facilities because they were too poor. This has created conflict between the people using the development and the people in the adjacent low-income areas.

### **5.3.2 Canary Wharf.**

In Canary Wharf, London, there is a mixture of land uses including many offices (not tourist orientated), shopping, and leisure facilities. It is estimated 60 000 employees will be in the area. (Robson, 1990:8) It is interesting that this project states they are meeting the needs of the affluent at the expense of the local population. This is contrary to much of the other literature which concentrates on planning for the community.

The developers (London Docklands Development Corporation) have been criticised by many of the community organisations and the borough councils in the area. This is because the project places emphasis on office development which means few new jobs will be created as the skills of the local population do not match the requirements for the offices. Canary Wharf which is clearly intended as a major contribution to the urban regeneration of the docklands is not very successful. Ultimately the local population will be dominated by newcomers with values, political attitudes, and incomes sharply different from those of the original inhabitants. The exclusive character of Canary Wharf is justified primarily for the multiplier effects on the economy in general. The usage of public facilities and physical location, is likely to be rather narrowly class based.

### **5.3.3 Salford Quay.**

Salford Quay is in the heart of the Manchester Docklands. This renewal project included office space, businesses, housing and leisure activities. Again there was a transformation of derelict docklands into a revitalised area. This is a successful case where many jobs have been created and houses built. It has also had a positive effect on the wider city itself, by acting as a catalyst for economic and environmental revitalisation. A range of land uses were set out to create a mixed development in which people could live, work

and partake in recreation. This took full advantage of the opportunities of water, roads, services, public access and landscape.

There was an environmental consciousness which addressed the polluted waterways making water recreation possible. There was a constant dockland theme throughout the area with footpaths and waterways being created. Other land uses were a cinema, promenades with seats and trees, a hotel, pub/restaurant, offices and housing. In another part of the area there are larger upper-income private houses. The closing of the docks meant that many jobs were lost. As a result new jobs had to be created in other fields. These jobs were mainly created in the construction industry and in the offices and leisure facilities. An open air arena, a performing arts centre, and a water-sport centre were planned. The whole system was to be complimented by a rapid rail transit system running through the area, as well as moorings for boats near the recreational activities.

#### **5.3.4 Toronto.**

Bourne (1993) indicates that the most significant upward shifts in income levels and social status in Toronto took place in the downtown area and along the central harbour and waterfront. These areas, formally vacant or in non - residential uses, witnessed extensive revitalisation and new condominium construction. In Norfolk the waterfront district is centred around a waterside festival market which is connected to a hotel. During the day the restaurants are frequented by office workers. Careful planning was required around strong nodes, while the weaker nodes were nurtured by minimising barriers and maximising links between them. This programme used the Lynchian concepts of nodes, edges, paths, landmarks, and districts.

#### **5.3.5 Dortmund.**

In Dortmund in the Ruhregebiet the urban renewal scheme has been dominated by environmental improvements incorporating fleamarkets, art markets, musical and theatrical performances. These areas are pedestrianised spaces with greenery and parks. This case highlights the importance of environmental aspects and pedestrianisation in the renewal process.

### **5.3.6 Victoria and Alfred Waterfront : Cape Town.**

A trend that is emerging in South Africa is the waterfront development. The prime success example in this country is the Victoria and Alfred Waterfront (V&A). This case study will be dealt with in more detail as it is a South African case study, and a very important comparison for the Point.

The V&A waterfront utilised a package of plans, hierarchy of plans approach. The project was financed by both private and public investors. A single company called the Victoria and Alfred Waterfront company is developing the area. The developers had a number of definite development objectives which created the basis for a broad framework of land use, movement, and services to the site. These objectives would give the project a clear policy direction. They were also required to create some form of confidence for its private investors. The land use plans were designed to be flexible enough to accommodate changing conditions over time.

International studies of successful waterfront developments in Liverpool Merseyside, and Vancouver Granville island showed a number of essential ingredients for a successful waterfront development. These case studies influenced the developers objectives for the V&A Waterfront. These included

- strong connections to the surrounding areas.
- a balanced mix of land uses.
- the preservation of compatible aspects of the working harbour.
- sensitive to the positive aspects of their context.
- the use of historic aspects.

The following objectives for the V&A were extracted from The Development Framework, Report III, September 1989:10.

- Create a rich and diverse environment.
- Promote tourism and recreation.
- Create residential development opportunities.



- Provide for recreational craft.
- Incorporate the activities of the working harbour.
- Create a viable business base.
- Restore historic links to the city.
- Conserve and enhance those elements with cultural significance.
- Ensure the urban fabric has an image in keeping with the historic and cultural context of the waterfront.
- Adopt a flexible development programme that can respond to changing market trends and other factors.
- Improve public access to the waterfront.
- Create a secure, safe environment.
- Create public facilities, toilets, cleansing.
- Landscaping.

These objectives would constantly be reviewed and updated when necessary. The overall idea is that a vibrant, lively, animated area would be created for tourists and the local population. This would be done by creating appropriate public places along the waterfront, promoting special locations, conditions and history, and creating a financially self sufficient area through the maximisation of values through good management and development. (The Development Framework, Report III, September 1989, p.1)

Some of the potential uses proposed in 1989 which are now realities are a maritime museum, restaurants, bars, food outlets, moorings, floating facilities, public facilities, exhibition areas, hotels and retailing. An area has been created which is lively by day and night in all seasons.

The city informs the area, and what is done in the development will affect the city. This means strong links have to be created between the city and the waterfront area. The process involves thinking, suggesting, rethinking, adjusting, and evolving a forum for development. Some aspects are not flexible like the water and street network. There has been a mixture of renewal processes including conservation, redevelopment and revitalisation.

Attention was given to the local and regional context of the project. The plans looked closely at:-

**Vehicular access.** To increase connectivity via the existing routes to the surrounding areas where applicable. To develop new access routes where appropriate. To provide convenient access to and within the site. To reroute harbour service traffic to minimise disturbance to adjacent land uses. To make certain parking areas which are multifunctional. To achieve self sufficiency in parking requirement. To promote use of various modes of public transport. To provide cycle routes. To integrate the public transport system with the pedestrian network.

**Pedestrian access.** To create a safe and convenient pedestrian system that will connect to walking trails. To align pedestrian routes along the waters edge, and areas of interest. To encourage additional pedestrian access to the site.

**Water transport.** To encourage a ferry system and other water transport. Encouragement to create links to other parts of the harbour.

**Public open space** consists of three types. Pure public where access is open to everyone. These land uses enhance adjacent activities. Limited public access, where the public has access along controlled routes, edges within defined development and land use areas. Private access excludes the public, exclusive use areas set aside for particular development parcels to ensure privacy and security of the occupants or users.

**Urban conservation.** To preserve and conserve the historic and cultural aspects within the area.

**Views and Vistas.** To endeavour to retain existing views overlooking the harbour. To preserve outward views

**Water Management policy.** It is important to improve and maintain the waters edge, including the sea shore and quaysides as well as the water quality. There must also be better access to the water for recreational a pleasure craft. This means that new water bodies should be created where possible. To manage these policies requires an good management team to promote and control water based activities and to monitor and control stormwater run off.

A major criticism of these proposals is that they did not have much community consultation or participation.

### **5.3.7 Lessons of Waterfronts for the Point Area.**

- a. In all the case studies there are physical and environmental improvements. The case studies in most instances create high quality, rich, diverse, and flexible environments for a range of businesses, offices, light industry, housing, and recreation. In other words a balanced mixture of land uses is required. This would help to create a successful waterfront development in the Point area.
- b. The strategies stress the need for economic and social improvements to improve the physical characteristics of the area, job prospects, social facilities and general quality of life for the people.
- c. It was found that in some of these examples conflicts emerged. These conflicts were particularly visible between property owners and the public. For successful waterfront projects to be created, they need the support of the entire community. There must be a consensus as to what land uses, and activities are required in the area for a successful waterfront development to occur. It is the detailed land use design that will ultimately create the waterfronts character.
- d. The waterfront is really a melting pot of issues. It is an area where a compromise between conflicting interests could be found. Even though a mixture of land uses and activities are often called for, there is a need for a balance of activities in the Point area. This balance would enable all facilities or users under consideration

to be realised to at least some degree, to come to life, and to avoid the death of a waterfront project because of disagreement. (Torre, 1989:10)

- e. The overall desire of people is to be near water. People want a cosy, unique place to sit, drink, partake in activities, dine, and walk. The whole development of a waterfront therefore needs a life of its own. The economic stability in such an area like the Point should be based on its complexity of multiple-use functions. There is the opportunity for recreational activities near the waters edge while watching a working port. This creates an exciting vibrant area which gives the user a unique experience.
- f. Torre (1989) identifies five elements that are required for a successful waterfront project. These are theme, image, authenticity, function, and public perception of forming a consensus.
  - i) **THEME:** The history of an area is extremely important in creating a theme. The theme can control the spatial analysis, land - use, materials, scale and many other aspects. The theme could be determined by a number of factors like, weather, zoning restrictions, height restrictions, historical factors, environmental factors and so on. For the Point harbour and sea activities, and the Edwardian buildings could set a maritime theme.
  - ii) **IMAGE:** This image would be developing a broad range of ways to respond to a wealth of desired activities orientated to the waterfront. The Point area would have to be unique. It would have to be seen as a good place to frequent, with a good feel. In other words a happening place. There would have to be that image that would lure a person back to the area.
  - iii) **AUTHENTICITY:** A water development activity, Industries must offer some form of interest and education to a visitor. People must be able to gain some sense of knowledge.

- iv) **FUNCTION:** The idea is that the development must function well on all levels to be successful. These levels would include.....
- Regional Access to the Point area as well as strong links to the CBD.
  - Circulation and adequate parking within the area.
  - Multiple-use capabilities. In other words a parking lot could be used as a flea market, an amphitheatre could be used for music, actors, just sitting and a multitude of other functions.
  - Activities would be at the visitors overall expense.
  - There must be comfort of pedestrian movement, and an improvement in public accessibility to the area.
  - A safe secure environment must be created.
  - Environmental aspects must be considered, landscaping with indigenous trees, protecting the Bluff, and marine life near Vetch's Pier.

#### **5.4 DEWAR'S MODEL COMPACT CITY IDEAS.**

In South Africa there has been a flood of Africans from the rural areas to the cities causing rapid growth and urbanisation. As well as the in-migration there has been a rapid natural increase in the urban population. These factors have caused demographers to estimate that by the turn of the century there will be 26 million people living in the cities. (Dewar,1991:10) Therefore, there is pressure to satisfy the basic needs of these people to ensure a good quality of life. This requires greenfields planning as well as the important need for revitalising inner city areas, such as the Point area.

Very few questions have been asked about how this growth should be accommodated and managed to meet the needs of the inhabitants. Questions are also being asked about what qualities should be incorporated into our cities to ensure that qualitatively rich, efficient and socially supportive environments emerge and are enhanced over time. Past apartheid policies have been inappropriate with respect to these demands.

The core of the city is characterized by specialisation, diversity and agglomeration effects. There is a need for opportunities in the core city and equity for all people. By creating greater accessibility for people through increasing the densities and better utilisation of land in the inner city areas opportunities can be created. As people are closer to work this reduces the time and cost of travel. Also more work opportunities within the inner city are available to those people with easy access to the inner city. In South Africa these points are lacking and they are magnified by the poverty of the people. Dewar (1991) emphasises that the spatial urban policy in a post apartheid city should breakdown these barriers by creating mainly ease of access and decreasing distances.

The increasing agglomeration effects would create better opportunities, activities and facilities which can be supported. The process needs a good public transport system. This is because people cannot afford cars. There must be the promotion of social contact and integration amongst the community. This would require innovation and diversification. These factors themselves are dependent on social integration and communication. Dewar places an emphasis on the importance of social ties and social networks which provide security, and directly affect the quality of life of urban dwellers. He calls for a balance of growth which is dynamic. The term Dewar uses is "between society and cosmos." (Dewar, 1991:18) There is a wholeness, a sense of place, a recognition of the natural, cultural and historic uniqueness of an area. There must also be a balance of society and nature.

Dewar believes that urban environments should promote the maximum positive freedom for individuals to act. It is in this way that diverse and complex environments evolve. It is the complexity of environments which reflect and contribute to the richness of the human experience. It is for this reason that it is extremely important to decide what land uses will be placed in certain areas. There must be equity but it does not necessarily have to be uniform. It must allow people easy access to opportunities.

The most successful generation of urban opportunities is created through intense integration and high levels of population support. This is promoted by imploding the city thus creating greater economic diversification. This calls for activities with small

distances between them, specialisation, overlapping conditions and activities. A good example would be small business. Combined with this is integration between parts and the elements of the city. The increasing agglomeration between individuals, groups, and communities can benefit from a greater range of opportunities. A strong community creates a sense of belonging, as being part of the urban area. As has been mentioned earlier cities do not reflect a single social identity, they have a multitude of complex forms of social organisations and institutions operating over many scales. This creates a rich environment, reflected in the organisation of urban space and social order.

Dewar explains that in positively performing urban areas it is possible for the poorer inhabitants to gain easy access to opportunities and facilities which are generated through the resources of the more wealthy. This is questionable when looking back at the trickle down effect.

Physical plans are needed to govern the structure and order of growth. The structure in this case is about the spatial geometry of settlements. Dewar says that if comprehensive plans predetermine most urban decisions and constrain freedom of action then they will fail dismally. Dynamic planning is the solution which recognises the dynamic forces (economic and social) in operating and working with these plans. Comprehensive plans are imposing an attempt to impose a way of life on urban dwellers. Plans like this are based on the beliefs and concepts (political, technical, economic) of the planners in question.

Rather, an incremental planning process should be implemented. This would allow for processes of development, involving different decision makers to emerge, while still giving unambiguous direction concerning relationships. This process involves many decision makers. The purpose of the plan is to give direction to urban growth while creating the maximum meaningful space for individuals to manoeuvre. These plans create and maintain relationships of value and highlight positive and stimulating environments. Comprehensive plans cannot do this.

The spatial structure has both an enabling and controlling function. This will create meaningful opportunity and choice. Elements of infrastructure may be used differently at different times or in different contexts according to the dominant needs of the urban population. These uses must be integrated into the spatial plan. The most efficient systems result when the multi-functional use of urban elements are consciously promoted and when elements are made so that they can meet the full range of demands that are made upon them. The system is enriched to the fullest degree possible and the element is optimised to its fullest potential.

#### **5.4.1 Lessons of Dewar's Model for the Point Area.**

- a.** The land uses should create an environment that is positive, diverse, complex and qualitatively rich for the Point area. They must create a wholeness, a sense of place, equity, and belonging. Important to this is that the natural, cultural and historic uniqueness of the area must be recognised, enhanced and protected. The revitalisation of the Point must contribute to the richness of the human experience.
- b.** The revitalisation of the Point area must be efficient and sustainable.
- c.** The Point project must be socially supported by all interest groups. There must be equity for all people.
- d.** There must be good access (public transport), better utilisation of land, and agglomeration effects to address the spatial imbalances existing in South African cities. Essential to this is good integration between the Point and the elements of the city and the DFR. The Point must be walkable.
- e.** Increasing densities are needed, by imploding the city, and preventing urban sprawl.



- f. There must be greater economic diversification. Land uses must be such that they create new jobs. There must be easy access to opportunities within the Point area.
- g. The Point must be well planned in an incremental way. Comprehensive plans are not recommended.

### **5.5 MANAGEMENT OF THE URBAN DEVELOPMENT PROCESS.**

Urban renewal processes like urban tourism, waterfronts, private initiative, or compacting the city by increasing densities, often suggests that a magic formula has been found for urban revitalisation. In other words few of the approaches can be accommodated in an appropriate and effective way. The truth within the idea is that we can often do better than we have in the past by small changes. However, it has too often been used to suggest easy solutions which concerned the facts of the situation. These solutions frequently have little to do with the need of the residents and people who will be using the area.

Each interest group and agency needs to interpret urban renewal activities in the light of its own goals and interests. Its participation will require information inputs genuine to that mission. However, the complex nature of the programme depends on the participation of an array of interest groups and agencies each of which makes clear their own land use goals and proposals. There is a danger of too many organisations being involved. Without an enormous amount of good will to co-operate there is little possibility of conflicts and different objectives being solved. It must be realised that the economic approach dominates development considerations and largely ignores and down grades the social, environmental and cultural aspects of cities. It is an approach which will fail to meet the needs of most citizens.

The overall idea from the literature indicates that planners should engage in deal making, mediating and negotiation rather than land use designation. The result is a planning mode that is realistic and flexible but primarily orientated to the needs of private capital. Emphasis is now on a physical outcome of a well balanced community

rather than just stimulating job growth and production. A mix of land uses is required. In most cities responsibility for economic development planning and implementation is shared between the public sector and the private sector. Public - Private organisations such as non-profit development corporations have emerged as the preferred structure in many cities. This is what may happen in the Point area.

There is a danger that planning for the 1990's will not be adequate for the emerging needs in the 21st century. In the 1990's the wise city will be looking at the successes and failures of the past and setting up a maintenance and continued renewal programme for the future.

#### **5.5.1 Lessons of Urban Development Process for the Point Area.**

- a. For the Point area planners should not be trying to plan a massive scheme on a once off basis, like in 1986. Rather projects based on incremental implementation are just as good. This incremental planning would involve a series of plans, guided by a conceptual framework, which could have to be revised over time.
- b. The planning in the Point area must cater for the local, national, and international people. The local interest groups must be involved in the process.
- c. There must not be so many organisations involved in the process that decisions are never made. This means, a limited number of groups must be involved in the process, or a more complex way must be found to accommodate the different needs of interest groups into the process.
- d. The Point revitalisation should not be orientated to just private capital interests, and should not depend on just economic aspects.
- e. A mixture of land uses is necessary for the revitalisation of the Point to be successful.

## **5.6 CURRENT MOVES TOWARDS INTEGRATED METROPOLITAN SCALE PLANNING IN DURBAN.**

The IDC was established in 1992 and consisted of 140 organisations. It was partly initiated as a response to Operation Jumpstart's initiative to stimulate economic growth and development in the Durban Functional Region. The IDC was therefore formed to address developmental challenges within the region.

The IDC goal was for development to occur on a more inclusive, representative and democratic basis. In other words the IDC wanted to increase the levels of participation in the developmental process of projects. The IDC realised that to include all the interest groups in the developmental process for the region would be impossible and unmanageable. Thus, the development Forum was established in November 1993, on a trust basis to include a wide spectrum of interest groups with wide ranging representation in the region. The divisions were made on a sectorial basis and consisted of political groups, civics and government players as the major stakeholders.

The 1993 IDC guidelines for investment in development projects in the Durban Metropolitan Area will be used to help evaluate the 1991/92 Point area proposals. This will also set the short term institutional context in which the Point will be revitalised. The IDC document is one of the few documents that proposes local economic development guidelines for the Durban area. This is one of the main reasons why the researcher used the IDC approach for the evaluation. However, there are a number of other reasons which follow.

The Point is a large development project that will affect many interest groups and land users. It is a prime piece of land in the inner-city that may have an effect on the whole of Durban. The land belongs to the public and therefore every one should have access to the area as well as the activities that will occur in the area. Major opportunities exist within the Point area to address some of the past inequalities in the Durban Functional Region.

Territorial conflicts occurring between political groupings and the major land holders as well as conditions in a new South Africa, necessitate very careful consideration as to how land within the Point area should be utilised. The guidelines proposed by the IDC, as a very recent 15 July 1993 document, would be ideal in guiding the Point Project, not only for financing but also for approval from all parties, and recognition world wide as a successful project. If the Point proposals totally ignore these guidelines then they are not attempting to address the problems in the DFR and are likely to fail miserably. This failure may be due to stiff opposition from political groupings and lack of support from other institutions. This opposition would severely hamper any revitalisation attempt in the Point.

The principles and guidelines which follow do not necessary apply only to the IDC. In fact they could apply to any political party, and development company, that wishes to make a positive contribution to developments the new South Africa. The general planning trend in a new South Africa is one of addressing the past imbalances in a similar line as the IDC guidelines do.

The IDC has been allotted the task of distributing the R100 million per annum DFR fund for development projects within the DFR. The IDC has also been asked to distribute other public funds. The problem faced by the IDC is how to distribute this money to projects that will benefit as many people as possible, especially the poor. In the light of a changing South Africa the IDC is attempting to set guidelines and principles that would determine whether projects would receive their financing or not, and thus set up some form of social order.

To obtain this funding projects would have to be orientated towards addressing the spatial inequalities that are characteristic of South African cities. As such, the principles and guidelines set out by the IDC would serve to guide future projects in an attempt to obtain funding and acceptance, as well as to guide the IDC in distributing these funds. The IDC acknowledges that these guidelines must not be regarded as a....

*"master plan dogmatically depicting a desired end-state."* (IDC,1993:1)

Developments would hopefully strive to achieve the set principles. The IDC principles could therefore set the trend and a vision for future developments as well as give some form of development logic in the metropolitan area.

The IDC document recognises the need for collective initiatives based on collective action. These collective actions will strive to address problems such as unemployment, political exclusion, disempowerment, absolute poverty, increases in economic growth, the unequal distribution of public resources and opportunity, education, services, housing, and finally to take account of the environment. These problems and inequalities have been largely caused by the past apartheid era.

The IDC's aim is to "Normalise Durban" through positive action and make it "one of the most vibrant and progressive metropolitan areas in the world." (IDC, 15 July, 1993) This positive action will include the integration of the city spatially, economically, politically, and socially. This will be done by addressing past historical inequalities, democratising and rationalisation of the decision making process, and the spatial reconstruction of cities. It is with this spatial reconstruction of the cities that the research is primarily concerned with.

The IDC realises that people cannot simply be relocated within the inner city. They admit that there is a danger in neglecting other processes which are shaping the city and that these may have important implications for development within the urban economy. They point out that a static approach must not be taken. People must be able to have substantial choices about the nature of the environments that they live in, and the promotion of such choice will be a key aspect of spatial and developmental policy.

#### **5.6.1 Guidelines and Principles of Relevance to the Point.**

The IDC document adopts a proactive development process. (IDC, 15 July 1993:8) They propose that projects addressing the following points will have preference in financing and permission over projects that do not. It must be noted that only the main principles with some relevance to the Point have been dealt with. To address these points is to address the inequalities of the apartheid era. These include the following guiding

principles.

- To unlock public and private resources like the Point area.
- To promote growth and redistribution of investment public and private simultaneously, but with emphasis to use private investment. Thus, if proportionately small public investment will induce proportionately large sums of private sector investment, then the proposal should be more favourably received than would otherwise be the case. The IDC believes that instead of the trickle down effect dominating, direct benefits to the poor should be experienced in projects. Public investment is often justified and promoted in such circumstances. (IDC, 15 July 1993:29)
- The prioritisation of economic growth on a sustainable ongoing level with little or no subsidies.
- To create better access to new employment opportunities, consumption opportunities and to public facilities that are within the inner city, which is the primary job providing area.
- To contribute to the compact integrated city notion which promotes densification, mixed land uses and consumption within metropolitan areas.
- The IDC also believes that tourism is an integral part of this process and must be increased (See Chapter 5.2)
- To promote maximum transparency in the developmental activity, and make it an inclusive process. This requires both top-down and bottom-up approaches.
- To bring together all the key actors and to include a wide range of interest groups who have a right to be heard, and a right to participate in decisions affecting their lives.

- To have a wide impact on a large number of people, and be accessible and affordable to the poor.
- To conserve our ecosystems so as to be environmentally sustainable.

(IDC, 15 July 1993:14)

### **5.6.1 Spatial Demarcation of Investment Areas.**

The IDC identifies three spatial investment areas where these projects should locate. These are in investment priority areas, largely maintenance investment areas and special opportunity areas. It is the special opportunity areas that are important with respect to the revitalisation of the Point. There are six types of special opportunity areas. (IDC, 15 July, 1993:26) These areas will be described in more detail below.

The first is strategically located vacant land use areas like the Point. The land uses within these areas should not be indiscriminately used, and only proposals which capitalise on the potential of the land should be considered.

The second are key transitional areas where existing land uses might be considered soft in the sense that the land uses in the area are not strongly defended by existing uses and users. This pertains to Rowe's theory of territorial relations in Chapter 4.5. These areas are generally in a process of becoming something else. They are often located between areas in which particular land uses are strongly established and protected areas. They offer a great potential because of this softness. The Point to some degree exhibits these characteristics. These soft processes are mainly the physical aspects associated with the land in the area. However, the hard core element is the process of negotiating these land uses.

The provision of public facilities, the creation of increased accessibility, densification, and higher thresholds are of significant importance for the Point area. These are dealt with in Dewar's model Chapter 5.4.

The third are comparative advantage exploitation Areas. The Point area exhibits a number of unique features like a subtropical climate, beaches, working harbour, the Bluff, historical and cultural heritage, commercial and industrial infrastructure, and opportunities for growth. These comparative advantages must be harnessed to their fullest potential. The point also offers inner City housing opportunities. The Point being in the inner city has the potential for residential land use close to work opportunities. The central business district (CBD) and surrounding activity nodes are promoted because they are accessible and constitute good locations for the provision of facilities which can be widely used. Investment proposals in such areas should be favoured.

#### **5.6.2 Relevance of IDC Guidelines for the Point.**

The analysis of the IDC guidelines above indicates some essential components that could make important contributions to the process of revitalising the Point area. These guidelines show a concern in addressing economic and spatial inequalities in the DFR. The relevance of the ideas for the Point is that the Point must be incorporated into the whole of the region. The whole revitalisation process must also be carried out in a more inclusive, transparent and democratic way, so as to benefit the region.

All the parts which make up Durban; including the Point area; need to operate in harmony for the greatest potential to be derived. A range of development institutions are necessary. This means a variety of organisations both public and private must be involved in the development process. For this to take place an incremental and mixed scanning spatial approach is required, rather than a comprehensive plan. The IDC guidelines and principles would play an important role in this process.

There is no guarantee that the principles and guidelines dealt with above will solve all the problems in the Durban Metropolitan Area. Even if all these principles were used there is no surety that they will result in the vision for the Durban Metropolitan Area. The principles can only help to provide some guidance as to how and where development should be directed.



## **5.7 CONCLUDING FRAMEWORK.**

This section draws together the main principles which emerge from the chapter into a brief overall framework. It is this framework which will be used to appraise the 1991/92 proposals in Chapter 7.

### **5.7.1 Participation in the Process.**

An attempt must be made to involve as many interest groups as possible with the revitalisation of the Point area. Strong support, consensus, and collective action is imperative for the successful revitalisation of the Point. This will require a combined top-down and bottom-up approach. Everyone including visitors and residents must ultimately benefit from the revitalisation process.

### **5.7.2 Implementation of the Plans.**

A package of plans approach is required. This will consist of an incremental process to revitalise the Point. An overall holistic vision is needed to guide the project.

### **5.7.3 Economic Aspects.**

Greater economic diversification on a sustainable basis is needed in the Point area. This will entail both private and public sector investment and ownership. There must not be just private capital interests. Thus, a wide range of businesses and activities should be found in the area.

### **5.7.4 Employment Creation.**

The land uses, activities and businesses in the Point must contribute to the creation of new employment opportunities.

### **5.7.5 Processes to Revitalise the Point Area.**

The revitalisation of the Point must include urban renewal aspects like redevelopment, gentrification, rehabilitation, restoration, preservation, conservation, and gentrification. Together these will revitalise the Point area, eliminate blight, and create more intensive land uses.

### **5.7.6 Comparative Advantages.**

The land uses must make full use of the comparative advantages within the Point area to make it an unique attraction. This means resources must not be redirected from other areas. There must be as few negative externalities as possible. A positive image must be created not only for the Point area but for the whole inner city area.

### **5.7.7 Mixed Land Uses.**

The land uses and activities in the Point area must therefore cater to local, regional, national and international visitors. A balanced mixture of land uses is essential. These land uses must be intensive. A positive vibrant, lively, animated area must be created. A rich, diverse, complex, and flexible variety of activities must be found in the area to create a wholeness and a sense of place. These land uses and activities must be integrated in a compact walkable area. This would be contributing to the densification and implosion of the city. Multi-functional land uses are also required. All the land uses within the area should be based around a certain theme, image and authenticity.

Some suggested land uses which are crucial for the successful revitalisation of the Point are a mixed residential area, a recreational area, a working harbour environment, a marina, a hotel, conference centre, and sports stadium. Activities could include arts, museums, and outdoor activities. Heavy industry and office space are two land uses that must be avoided in the Point area.

### **5.7.8 Accessibility and Linkages.**

The Point area must be well integrated into the Durban CBD. This means it must have good transportational linkages to not only the CBD but also to the metropolitan area. It must have good internal vehicular and pedestrian linkages, to particular land uses and activities. There must also be adequate provision for parking facilities. The location of primary land uses, and activities, and supporting secondary activities and infrastructure is extremely important for the successful revitalisation of the Point area. The entire population must be able to have easy access to the area.

**5.7.9 Safety and Security.**

There must be good management in the Point area. A safe and secure environment must be created.

**5.7.10 Environment.**

The natural and built environment must be protected to make it an environmentally, historically and culturally rich area.

It is extremely important to have obtained the above framework from the lessons learnt in the international and local case studies. However, this is not adequate enough in itself to appraise the 1991/92 City Engineers proposals. Thus, it is essential to obtain the ideas and land use proposals of the various interest groups to ascertain the issues that are operating in the Point area. Chapter 7. will deal with this aspect of the research.

## CHAPTER 6.

### **6. STAKEHOLDER VIEWS ABOUT THE REVITALISATION OF THE POINT.**

#### **6.1 RESPONSE TO THE CONSULTATION PROCESS.**

A wide range of interest groups were interviewed. The categorisation of these interest groups and the names of the respondents appear in APPENDIX 1. The methodology to obtain the data is shown in Chapter 2. A variety of responses were obtained from the interviews. In Hypothesis 1, it was expected that because of the interest groups different backgrounds there would be conflicting ideas. The contrary was found. In fact there were many agreements and to a lesser degree some conflicting ideas. This finding corresponded well with hypothesis 2, which expected to find common elements and similarities.

The respondents ideas were highly relevant and useful, and compared well to the international lessons learnt in Chapter 5. What is important to note is that although interest groups had many good ideas, they were merely ideas and nothing concrete in terms of plans or documentation. For example some groups like COSATU, had not even considered land uses. Many of the respondents mentioned the same ideas about certain issues. For this reason it was decided there would be too much overlap to report back on a respondent by respondent basis. Instead this chapter discusses the major issues that emerged from the interviews.

#### **6.2 THE MAIN RESPONSES FROM THE CATEGORIES OF INTEREST GROUPS.**

##### **6.2.1 Direct Interest Groups.**

The land owners want to develop the area in such a way that everyone benefits. They did not want uncontrolled random development by any individual private group. They propose mixed land uses and activities, to make full use of the comparative advantages in the Point area. They also wanted the process of revitalisation to be as transparent and democratic as possible. They proposed that market forces must drive the project.

### **6.2.2 Indirect Interest Groups.**

The indirect interest groups believed the revitalisation of the Point area must address past apartheid inequalities. The ideas of many of these interest groups show an attempt to address these inequalities. Some of the inequalities include accessibility, participation in the development process, ownership, land uses and activities that cater to everyone's needs. These interest groups believed that private sector funding and ownership driven by market forces should be a priority for the successful revitalisation of the Point. They believed conditions and incentives must be created within the Point to attract businesses. These conditions would entail security of tenure and creating demand. Competition through market forces would be an integral part of this process to realise some return from the land. This process they believe will benefit the poor through the trickle down effect. They believe the revitalisation of the Point must be sustainable.

### **6.2.3 Political Interest Groups.**

A consensus for the revitalisation of the Point area has been reached by the major political stakeholders (see section 3.10) The main views of the respondents are fairly similar. They believe the whole process must be transparent and democratic. All the political respondents in principle agreed to the formation of the Point Community Trust, the land holding Company, and the Development company. (see section 3.10) The majority political groups believed the Point offers a unique chance to plan the development with a whole new vision, avoiding all past apartheid errors and inequalities.

## **6.3 SUPPORT FOR THE INITIATIVE.**

Thus, from the above responses from the various categories it can be seen that there is considerable overall support for the revitalisation initiative. The majority of respondents like Propnet/Transnet, NP, IFP, ANC, CIVICS, City Councillors, property developers and some planners believed that the political transition of the government, the local interim council, and the involvement and agreement of the major political groupings, the leadership accord, and the dropping of sanctions all make it the right time to revitalise the Point area. The above respondents all said that the success of the whole project hinges on the major interest groups working together and involving the community.

Another critical factor for the success of the revitalisation is a need to find a solution to the violence in the country and the region.

#### **6.4 IMPLEMENTATION OF PLANS.**

Propnet/Transnet and the Durban City Council (DCC) say that an incremental approach hierarchy of plans is needed for the revitalisation of the Point. They believe although an incremental approach should be adopted, there is still a need for a broad vision to include everyone in the project. If the Point is planned well then it will have no problem in capturing new markets, new investment, new developers and new users. The approach must therefore have a holistic vision. The alternative viewpoint of property developers, and some planners is that the development must be a once off project. They believe the danger of fragmented development is that particular projects if scattered may not be able to support each other.

#### **6.5 PARTICIPATION IN THE REVITALISATION PROCESS.**

All the respondents except for the more conservative councillors, and property developers said the local population would have to be served first. In the short to long term steps should be taken to create opportunities for access of and empowerment of previously disadvantaged groups to participate fully in all aspects of the revitalisation of the Point.

#### **6.6 POSITIVE AND NEGATIVE EXTERNALITIES.**

There were mixed feelings from the ANC, and SANLAM, about whether the Point land uses would have a negative or a positive effect on the surrounding areas. Some of the planners and architects thought it would have an initial negative effect, because the novelty of a new area would attract people, and resources away from other areas like the beachfront. They took the example of the V&A Waterfront in Cape Town where Sea Point suffered from a movement of activities and visitors to the V&A Waterfront area. These respondents believed the Golden Mile, and the Victoria Embankment, as well as other entertainment areas in the city could experience negative effects with the revitalisation of the Point area.

The negative factor for the resident owners and lessees adjacent to the Point area is that they could possibly be forced to move out and be replaced by upper income groups who can afford the high rates. This would be an example of the invasion-succession idea. If the Point remains as it is the adjacent areas will also fall into further decline.

However, property developers, Durban Unlimited, SATOUR, planners, IFP, NP, SANCO, and Transnet argued that in fact the revitalisation of the Point waterfront will have a positive effect and strengthen the greater Durban area. They believe the revitalisation of the Point area would result in an extension of the beachfront thus relieving peak season overcrowding and traffic problems in the main beach areas. A well balanced beachfront would be created. If the Point revitalisation is successful, the adjacent high rise flat areas to the immediate north of Bell Street will benefit positively from an increase in the value of these properties.

Councillors, MANCO, d'Urban Forum, Propnet/Transnet, some planners, the NP, IFP, and ANC believed the traffic passing through the CBD en route to the Point is bound to have some positive effect on the city. The revitalisation of the Point in fact compliments the city, because many visitors will visit other attractions that lie on these routes to the Point. Some of these attractions could be the Museum, the Play House, the City Hall, the shopping centres like the Workshop, hotels like the Royal, as well as all the other historic buildings parks and shopping areas.

#### **6.7 MARKET LED INITIATIVE TO REVITALISE THE POINT.**

According to Propnet/Transnet, the ANC, IFP, NP, SANCO, and property developers the Point must be market controlled by forces of demand, supply and competition. The revitalisation must therefore be market driven. A contradiction emerges because when interviewing the ANC and the CBF, they say this idea is problematic. However, the ANC agree's with the Point Protocol market led initiative. These groups say there is a distortion of markets. This is because many businesses are monopolies in these industries. They question how the process can be market driven when there are such distortions. They point out that the South African city is not a normal city, and development should be addressing the social inequalities of the past.

## **6.8 FINANCING OF THE PROJECT.**

The general agreement between all the political stakeholders, and the rest of the respondents is that the Point revitalisation should be financed by both public and private sources, as well as international investment. Interest groups like the ANC, COSATU, SANCO, IFP, NP, Propnet/Transnet and many of the other respondents objected to the land being handed over to a single private sector developer.

A concern was shown by various respondents like Durban Unlimited, the Chamber of Business, CBF, the DCC, and some planners about too much international funding. They believed that although international funding is essential it must not be such that all the proceeds are taken out of the country. They said that overseas businesses and investors must not dominate to the extent that local small businesses are negatively affected.

Some councillors, developers and MANCO thought the Point had lost out on investment opportunities to other waterfront developments like Port Elizabeth, Knysna, Richards Bay, and Cape Town. The question is do companies have billions of Rands for these developments? Propnet/Transnet, councillors and developers say there is the money for these developments. The overall response was that although it is perceived the Point has lost out on some investors, there are many that are just holding back until there is a resolution to the violence in the country.

## **6.9 OWNERSHIP AND TENURE IN THE POINT.**

The general belief of all the main political groups, Propnet/Transnet, SANCO, some councillors, and planners is that the Point is a public resource that should accrue to the public. As such the political groups, Propnet/Transnet, councillors and the civics all felt that a zero land value attached to the land would deter speculation. The view of these respondents was that the development cannot be left either to the private or public sector. It must rather be left to a mixture of private and public, development, a mixture of tenure, and a mixture of land uses.



Respondents like Propnet/Transnet, City Councillors and property developers proposed long term leases of 50 to 100 year leaseholds. This would provide the user or developer some security of tenure. In the areas that are more sensitive, like the recreational area the leaseholds could be shorter about 20 - 50 years. This is because the entertainment and recreation industry is a very risky industry with rapidly changing times, and fads.

#### **6.10 CREATION OF EMPLOYMENT.**

The Chamber of Business, Durban Unlimited, SATOUR, NP, ANC, CIVICS, IFP, Propnet/Transnet all believed that if the right land uses are used to revitalise the area there will be a range of new employment opportunities. In the short term there will be a boom in the construction, and building suppliers industry.

Businesses and development in the Point should be sustainable and should not be cross subsidised. In the long run there must be substantial job creation in the maintenance, manufacturing industry, entertainment and running of the land uses and activities within the development. Propnet/Transnet believes that roughly between 6000 to 8000 new jobs could be created. 3000 - 4000 of these jobs would initially be in the construction industry. This is not to mention the indirect jobs that would be created. By using labour based construction methods additional jobs could also be created.

SATOUR, Durban Unlimited, Transnet and the Chamber of Business believe the tourist industry will create 1 job for every 10 - 15 tourists. This they believe would create a wealth of employment opportunities in the Point area. The belief of some of the councillors, and property developers was that the greater the employment the more money can be redistributed to other areas by means of the trickle down effect. There was a strong belief that the trickle down effect would benefit the poor. However, some groups like the ANC and CBF believe that trickle down economics do not work. Some planners felt that menial jobs would be created which would not really benefit many people at all. They did not see additional long term jobs being created in the area.

All the respondents acknowledged that there must be access for different actors and large and small business to the Point area. The effective revitalisation of the Point must create employment and contribute to the economic growth of the DFR area. There must be a commitment to the development which will empower people economically. Black entrepreneurs must be given the opportunity to benefit from the development.

The overall response was that the revitalisation of the Point if done in the right manner would have a positive effect on the economy, by creating jobs (direct and indirect), and bringing capital into the economy. The kind of land uses, and activities in the long run will determine the number of jobs that will be created.

#### **6.11 TOURISM AS A CATALYST FOR THE POINT REVITALISATION.**

Durban's reasons for not being a tourist mecca, is that it is not recognised as a major tourist venue. Already Durban has the image of "Dirty Durbs." Durban Unlimited said that Durban only captures 3% of the tourists visiting South Africa. SATOUR and Durban Unlimited believe that the Point waterfront development would not have a great influence on international tourists. As far as they were concerned Durban is fourth on the list of tourist stopping points. First is Cape Town, second is Johannesburg, third is the Kruger National Park and then would come Durban.

According to SATOUR and Durban Unlimited the present tourist nodes in Durban are inadequate to attract major tourism. Thus, there is a need for some high quality land uses and activities to attract tourists. A major campaign by the SATOUR, and the local tourist board Durban Unlimited, and the DCC has been launched to lure international tourists to Durban. This was part of the Operation Jumpstart initiative. The CBF questioned the promotion of the tourist industry when there are hotels that have closed recently.

SATOUR, Durban Unlimited, basically the revitalisation of the Point would marginally increase the length of visitors stay in Durban en-route to other destinations. This would bring in more foreign income and create employment opportunities. However, local interests would have to come first. This means land uses will not cater to only "A" grade

tourists but mixed land uses and activities that will benefit all visitors.

All the respondents including SATOUR, and Durban Unlimited agreed that there is no way that tourism will really stimulate the economy until the violence factor is sorted out. There has to be a peace structure in place before international tourism can take off. However, these organisations were very optimistic about the future.

#### **6.12 CREATING A UNIQUE POINT AREA.**

The majority of respondents NP, IFP, ANC, SANCO, Chamber of Business, Propnet/Transnet, property developers, planners, architects, and councillors agreed that the Point area must avoid the replication of other waterfront developments. They all agreed that the Point can learn lessons from other developments so as to avoid the mistakes and capitalise on the positive aspects. The general belief is that the Point will be orientated around a historical, recreational and entertainment area. The City Engineers Urban Design Department, and some planners believe there will be some replication of other waterfronts. They say it is inevitable because all waterfronts have really the same land use characteristics. However, it is the historic, cultural, and natural environments, that are different. It is these features which must be harnessed to the advantage of the Point area to make it unique.

The respondents councillors, SANCO, SATOUR and Durban Unlimited all realized that the area is not just the harbour, but it is the gateway to the DFR and also the gateway to the whole of Southern Africa. The link to the beach and to the working harbour, the Bluff, subtropical weather, the cultural diversity and the historic buildings were some of the main features respondents saw as being unique.

#### **6.13 THEME FOR THE AREA.**

Many of the groups, NP, ANC, IFP, SANCO, planners, urban designers, Durban Unlimited, Propnet/Transnet mentioned that there must be a theme throughout the area. This could be a colonial theme, supplemented with indian and african themes. A mixture of the above is required to form an "Afro-Colonial" theme. Being a waterfront area, and involved with sea, harbour, and boating activities there should be activities that

are related to boating, sea, and harbour facilities. This would require a maritime theme blended into the "Afro-Colonial."

This means that who ever gets the tenders to develop parts of the area, has to comply with the conditions of keeping to the "Afro-Colonial" maritime theme throughout the whole development. If this theme is not maintained then there would be different types of style of buildings and the area could loose its unique image.

#### **6.14 MIXED LAND USES AND ACTIVITIES.**

All the respondents agreed that for the Point revitalisation to be successful there is a need for mixed land uses which are sustainable in the long run. Massive revitalisation is needed and therefore the land must be developed for what it is good for, in such a way as to contribute to the maximum potential of the Point. The creation of informal business, light industrial craft industries, commercial, some offices, resort, recreational, entertainment, and residential areas will create a lively, vibrant area. As the ANC says an "AFRICATUDE" has to be created. By upgrading and revitalising the Point area with a mix of land uses, activities and multifunctional land uses a major negative part out of the inner city would be removed. A sense of place must be created. People must be able to frequent both indoor and outdoor facilities to keep a constant stream of people in the area at all times. The following land uses and activities would contribute to the successful revitalisation of the Point area

##### **6.14.1 Residential.**

All the respondents including the NP, IFP, SANCO, and ANC thought a strong residential component is essential for a successful waterfront development. It should be a strong element contributing to the revitalisation of the Point area. The majority of respondents like Propnet, architects, CBF, and COSATU believed that the area should cater to a variety of residential types for all income groups.

The idea of establishing low income housing in the area was rejected by the majority of interest groups, Propnet/Transnet, planners and political groups. This type of land use zoning was considered as a potential threat to the sustainability of any further

development occurring in the area. This is simply because the land is too valuable for low income housing.

A suggestion by councillors, planners, developers, and some political respondents is to keep the people that are already living in the area in a historic village type environment. Other suggestions by councillors, d'urban Forum, Jumpstart members and Propnet/Transnet included moving the people to alternative residence and.....

- rehabilitating the houses to provide bed and breakfast accommodation.
- converting the houses into holiday compartments.
- converting the houses to yuppy residential area with sectional title.
- converting some of the houses into speciality shops.

#### **6.14.2 Commercial Land Uses.**

The upgrading of business adjacent to Point Road was considered by the Chamber of Business, all the political groups, Propnet/Transnet, planners and architects as essential. Already many of these buildings are historically protected and also privately owned. Planners agreed that the commercial strip is a good idea, but questioned where the parking would be located.

Property developers, MANCO, Chamber of Business, CBF, ANC, NP, IFP, and SANCO did not believe that shopping centres and department stalls would be good for the area. This is because access is very restricted, the theme in the Point would be destroyed, and there are already enough department stalls in the adjacent areas. As well as these factors this would not be putting the land to its best use.

All the respondents believed there is no room for heavy industrial land uses. They said one does not want high employment industries, as these would lead to increased levels of congestion, parking problems, and pollution. As well as these factors, heavy industry would be an eyesore, and would not be the most appropriate land use for the area.

Instead respondents like Propnet/Transnet, MANCO, CBF, planners, City Councillors and the Durban Chamber of Business said an essential ingredient of the waterfront would be small light industries consisting of craft markets and small traders, with some speciality shops. Some land and possibly a few of the sheds could be used for this industry. The general consensus of the respondents especially the NP, Durban Chamber of Business, some councillors, planners, and urban designer, was that these small traders should be carefully monitored, and allowed to trade on a controlled, regulated basis. It must be properly managed and it must be clean. The CBF was the only group that objected to this regulation of the small businesses.

Small industries operating in the Point must be **authentic**. This is to provide a uniqueness as well as provide the local population with the opportunity to provide themselves with a living. This idea will harness the various cultures and traditions indian, african, and european within the Durban area. The Zulu culture with their traditional skills could predominate. For example sangomas with their herbs and women with their bead work. The indian culture would also be dominant with their various foods and spices.

#### **6.14.3 Office Space.**

Many respondents including the property developers, planners, and urban designer, believed large areas of office space would be inappropriate for the area. However, there could be small nodes of office space for the management and administration of the Point area. The general belief was that if massive office space was created the whole area would completely die at night or during holidays.

#### **6.14.4 Casino.**

Developers and some planners proposed a casino for the area. They thought it would benefit the local people and a broad spectrum of income groups. The success of this project would all depend on the government and the laws at the time. It would be an ideal way to redirect a great deal of the proceeds from the area into the revitalisation of the area, as well as contribute to developments in other areas.

#### **6.14.5 Hotels.**

The majority of respondents believed a hotel would be essential for the Point area. It would keep a constant tourist population in the area, support a move of the ocean terminus, and create more hotel room for the convention centre and the possible 2004 Summer Olympics. Developers, ANC and SANCO believed a range of hotels catering to all income groups could be established in the area.

#### **6.14.6 Proposed Cable Way.**

There were mixed feelings about a cable way being built from the Point to the viewing site on top of the Bluff. Some Planners, developers, and architects thought the cable way a unique idea, but it might have negative aesthetics for the area, especially with respect to height restrictions. This is because the tower with a revolving restaurant on top has to stand at least 180m above the ground to provide a 100m clearance for possible future oil rigs and ships.

Some respondents believed that the costs associated with the cable way would not make it viable. This proposal also met up with resistance from Bluff residents who believed the increased visitors would have negative environmental consequences on the Bluff and Treasure beach. An alternative suggestion to the cable way was proposed by developers, planners, NP, MANCO, and Propnet. This entailed a ferry crossing the harbour mouth, and then a cable trip up the side of the Bluff to the viewing site. This would be far more adventurous, because it offers a water trip, a ride in a cable car and a prime viewing site in a reserve area.

#### **6.14.7 Marina.**

One of the main land uses that was mentioned by all the respondents was a water feature like a marina, or a small boat harbour of some sort. The 1991 workshop members almost all included a marina water feature, or inner water way in their workshop proposals. (APPENDIX 3.) The two major developers CB Enterprises, and BS Bergmann and Partners submitted separate proposals for a marina and a small boat harbour in the Point area. These companies compiled detailed proposals and have therefore been dealt with as separate entities for the area in APPENDIX 4.

#### **6.14.8 Beach.**

The beach is the safest swimming beach in Durban, it is also a prime spot for windsurfing, paddle skiing and boating. North Pier and Vetch's Pier create a calm water area which could be designated for swimming, and water sports. One planner suggested that part of the area between Vetch's Pier and North Pier could be made into a large tidal pool. This area could also be used to teach people various water sports and how to swim.

#### **6.14.9 Boat Clubs.**

Most respondents political groups, Propnet/Transnet, planners and developers believed the boat clubs must remain, because of the sheltered launching area, created by North Pier and Vetch's Pier. The location of the buildings may be slightly changed, consolidated and upgraded. The Point Sci Boat Club, and the National Sea Rescue Institute (NSRI) could be good attractions for the area, as well as compliment the maritime theme.

#### **6.14.10 Working Harbour.**

Respondents like Transnet, planners, SATOUR, Durban Unlimited, councillors, MANCO, and the Durban Chamber of Business thought the harbour should remain a working harbour environment. During the weekends and holidays there is relatively little work being done at the berths, thus opportunities could be offered during these times for the working harbour to be used. A & B berths could be converted to some other public use. Transnet said that already the area is underutilised. Some planners believed the working harbour would be a problem area. They saw the railway as forming a barrier to people trying to get access to the harbour edge.

#### **6.14.11 Ocean Terminus.**

There were a few suggestions by respondents of Propnet/Transnet, planners, NP, SATOUR, Property Developers and councillors, that the ocean terminus should be relocated to the Point berths. This would cater to overseas ships visiting the area. They would be in harbour for at least a couple of days and tourists would land directly at the Point, the historical gateway to Southern Africa. The docked ships would also give the



area a vibrant atmosphere and could be a major attraction to the locals. Tourists from the ships would also have easy access to the beachfront and the Golden Mile. A possible tramway could link the Point to the Victoria Embankment allowing visitors easy access to the CBD and other attractions. The respondents noted that more international ships would have to be attracted on a frequent basis for this idea to be successful.

#### **6.14.12 Activities.**

Activities like carnivals, float processions, fishmarket, fleamarkets, sports events (surfing, fun runs), art exhibitions, and various shows could take place in the area. These activities would contribute to the vibrancy of the area. It was suggested by planners and Propnet/Transnet that the maritime museum could be relocated to the Point area. This area would have boating activities and the Bluff ferry. It was also suggested by a developer that an aquarium, something like a sea world development would do much better in this area.

#### **6.14.13 Environment.**

All the respondents said the Bluff should be proclaimed a nature reserve which includes Treasure Beach, the last unspoilt beach in the area. There were suggestions by developers, NP, and Propnet/Transnet that this Bluff nature reserve could be stocked with animals. Respondents also believed Vetch's Pier marine reserve should be protected.

#### **6.14.14 Education.**

Most of the respondents developers, planners, property developers, and Chamber of Business agreed that the educational area Addington Senior Primary School cannot survive. The main criticism from property developers and planners was the lack of a threshold population to support the school. As it is the school is already underutilised. Added to this was the planners views of the incompatibility of a school next to hotels, high rise buildings and a major recreational area where safety could be an issue. It was noted that the school could also lead to traffic problems. The property developers believed it is a waste of prime real estate, and to retain its same function would not be using the land to its maximum potential.

### **6.15 ACCESSIBILITY & LINKAGES TO THE POINT.**

Propnet/Transnet, Durban Unlimited, MANCO, the major political groups, Chamber of Business, planners, and developers believed the Point area must function as a whole of the greater web of Durban. The Point must be treated as if everything in the Point will have a direct impact on the rest of Durban. Accessibility to and within the Point is therefore of great importance. A development like the Point has to compliment the rest of the region and the city. Propnet/Transnet, all the political groups, planners, architects, and councillors believed that strong linkages must be created with the rest of the CBD and the DFR including KwaZulu. The DCC, MANCO, and Propnet believe the proposed convention centre, as well as the possible 2004 Olympic area would help to create and promote strong links with the Point. This triangle of projects would help create strong links to commercial (CBD), sports (Kingspark), recreational (Point). (MAP 10.)

The DCC, planners, and developers were fearful that the increased volume of vehicles would cause congestion at the Smith Street intersection and at the entrance to the Point area. These groups proposed that greater accessibility must be achieved by carefully planning the land uses with the rest of the area. To alleviate the possible problem of traffic congestion the DCC have gone ahead with a R93 million road network which will become the arteries to the Point area. The DCC said the Local Authority can take the lead in the development and create a sense of confidence for developers in the project.

There are two alternative means of transport that have been proposed by developers, and planners to link the CBD with the Point and reduce traffic congestion. First, there is a train line that runs along the edge of the working harbour which could be converted to transport people from the Victoria Embankment to the Point and back. Second, there could be a ferry that transports people to and fro from the Victoria Embankment. The ferry could also take people across to the Bluff. According to an Operation Jumpstart member these options could alleviate traffic congestion by a possible 30%. As well as alleviating traffic congestion these facilities could provide people with a unique attraction and a very interesting scenic route along the harbour. This type of rail could even open up the rest of the working harbour as a tour option for tourists.

A number of respondents Propnet/Transnet, planners, an urban designer, councillors, and property developers believed that because a large area of the Point may be pedestrianised, and the long distances there must be good pedestrian and vehicular access. Respondents like the ANC, SANCO, some planners and the CBF also believed that for disadvantaged people to gain access to the Point area, there must be affordable public transport to the area.

#### **6.16 MANAGEMENT, SECURITY FOR THE POINT.**

The land uses must be well serviced. Infrastructure would be installed and maintained by the DCC depending on the rates and returns to it. They must provide some public facilities, like toilets, benches, and lighting. Councillors, developers, urban designers and planners all believed there should be well managed to prevent vagrants in the area, parking problems, and overcrowding. Security and safety in the area was of prime concern to respondents like Propnet/Transnet, some politicians, planners, councillors, the tourist boards. They made it clear that working harbour areas are dangerous. Thus, safety must be a prime concern in the working harbour area. There must therefore be effective and appropriate 24 hour amenities to protect and help visitors.

#### **6.17 PILOT PROJECTS TO INITIATE THE REVITALISATION.**

The pilot projects were initiated by Propnet/Transnet primarily to get the Point revitalisation underway. These projects will hopefully give developers and investors, confidence that the Point revitalisation is moving forward. The pilot projects will demonstrate the commitment of all the parties involved with the revitalisation process. These pilot projects are also the beginning of applying some of the ideas that have been proposed. Propnet believes they provide important services that will attract people to the area and give the area the recognition that it deserves.

These pilot projects were selected on a number of criteria. These are :

- The high probability of success, that could contribute positively in revitalising the Point area.

- Compatible with the other land uses in the area, and economic viability and sustainability in the long term.
- Provide for a mix of job creation and skills training opportunities, and provide opportunities for small entrepreneurs, contractors, investors and professionals.

There are three pilot projects. These include the King George Gun battery which will be used as a restaurant, bar entertainment area. The second is a small business hive and market area. The third is the ARK Christian Ministries Church Centre, which will be used for rehabilitating street children and alcoholics. Other possible pilot projects include the maize shed which could be converted for boating facilities, and Workshop 17 which could be used for speciality shopping.

#### **6.18 SUSPICION AND SCEPTICISM.**

The interviews revealed that there is still much underlying dissatisfaction and reservations with the revitalisation of the Point. These underlying conflicts were between business and political groups, and between Propnet/Transnet and private developers. Scepticism was shown by CB Enterprises & Concor developers. These developers did not feel that their needs had been met at all. This was because their proposals had been rejected in favour of Propnet/Tansnets proposals. Both developmental companies felt that the criticisms against their proposals were weak, and unfounded. These developers want to revitalise the Point area with more up market orientated land uses and activities. Although their proposals incorporate many of the same land uses and issues they differ on ownership, financing, the development process, and who should ultimately benefit from the area. They believed Propnet/Transnet want to derive as many benefits and profits from the Point as possible, while still being in control.

Scepticism was shown by some planners, COSATU, and the CBF who worried about the applicability and the priority of the Point development at this stage in time. They asked the question of whether we should not be looking at the more needy projects such as Cato Manor and Block AK. There is a dire need for housing developments and other necessary development projects like the proposed new library. To directly support

projects like these would be a greater contribution to addressing past apartheid inequalities. They believe this is far more preferable to the trickle down effects that could be generated from the Point revitalisation. The general belief is that the Point should not cater to only the needs of the elite. It must be accessible to everyone.

The ANC believed that a great deal of consultation is still needed. COSATU and the CBF did not believe their needs had been met either, again because they were excluded from participating in the decision making process. The ANC believed the whole process is moving too rapidly without total consensus of all the groups participation. This is questionable when one looks back at how much consultation has already occurred to arrive at the 1992 consensus.

#### **6.19 SUMMARY FRAMEWORK FROM RESPONDENTS.**

The following issues were extracted from the interest groups responses. These will serve as a framework to be compared with the 1991/92 proposals.

- a. The revitalisation of the Point area must include all the major stakeholders and interest groups.
- b. The revitalisation process must be transparent and the community must be involved in all the stages.
- c. An incremental, package of plans approach is required, to allow for
  - i. monitoring, revisions and updating of the plans, on an ongoing basis.
  - ii. good planning principles,
  - iii. and minimisation of risk taking if the project fails.

- d. There must be confidence in the project. This must be achieved through the creation of security of tenure, a positive image of the area, installation of infrastructure, investment, and a commitment of the major role players to the revitalisation process. The pilot projects would help to initiate this confidence and encourage support for the project.
- e. The project must be market driven through forces of supply and demand.
- f. Economically there must be private and public ownership and investment. This investment should be local and international. However, there should be an emphasis on some local private funding.
- g. The revitalisation of the Point must be sustainable in the long term.
- h. Land uses must be such that they create employment opportunities in the short to long term. These jobs in the long term must be sustainable. They must be new direct jobs and not just benefit people through indirect trickle down effects.
- i. Negative externalities must be avoided and positive ones must be created. This means the redistribution of resources, activities and people from other areas must be avoided, while the revitalisation of the Point area must compliment the surrounding areas.
- j. This means land must be revitalised to its optimal value, and utilise the comparative advantages in the area.
- k. The historic, cultural, and natural features of the Point must be enhanced to promote and create a unique, integrated and vibrant Point area. Features of particular importance are...

- i. Conservation of the historic buildings,
  - ii. promotion of the cultural and historic heritage of the area,
  - iii. and conservation of natural features like the beach, Bluff, views and vistas, and marine reserve.
  
- l. Mixed land uses and a variety of activities are essential for the successful revitalisation of the Point area. Some land uses must also be multifunctional, for example parking areas. The broad land uses should include...
  - i. A recreational come resort and entertainment area, located along the beach and North Pier.
  - ii. A substantial mixed residential area.
  - iii. Some commercial activities.
  - iv. Working harbour area.
  - v. A marina of some type.
  
- m. Land uses like offices should be kept to a minimum, and large shopping centres must be avoided.
  
- n. A holistic vision is needed to treat the Point as part of the greater metropolitan area.
  
- o. The Point area must have good linkages to the CBD, and the rest of the DFR, including the convention centre, and the possible venue of the 2004 Olympic Games. There must be good accessibility to the area as well as enough parking within the area. There must be strong vehicular and pedestrian internal links between land uses and activities, and between the harbour and beach.
  
- p. There must be a consistent theme throughout the area. The theme must have an Afro - Colonial maritime orientation. Any new structures must blend in with this theme to create an aesthetically pleasing environment.

- q.** The land uses must be orientated to the local population as well as the national and international visitors. Everyone must have equal access to land uses and activities.
- r.** The area must be well managed and coordinated with good information, safety and security.



## **CHAPTER 7.**

### **7 APPRAISAL OF THE CITY ENGINEERS 1991/92 PROPOSALS.**

#### **7.1 INTRODUCTION.**

The appraisal of the 1991/92 proposals for the Point area is essential. (MAPS 7,8,9) This is because any further plans for the area as alluded to by Portnet and the Durban City Council will be based upon these proposals. The appraisal therefore draws from the frameworks in previous chapters on the criteria for successful international and local urban renewal, the IDC guidelines and principles, and the views of the various respondents from the personal interviews. The appraisal concludes by making some recommendations to the new Point Development Company.

#### **7.2 PLANNING AND DEVELOPMENT PROCESS.**

##### **7.2.1 Appraisal of the Workshop Process.**

The objective of the 1991 proposals was to obtain private views and to create a framework for understanding what was occurring in the Point area. The workshop idea was positive because it tried to inform people of the procedure as well as familiarize the delegates with the latest development initiatives. This type of involvement and briefing had been lacking in the 1986/87 proposals. The 1991 proposals were therefore positive in the sense of allowing some individuals to participate at an early stage in the development process. The workshop was also successful in initiating interest, involvement and participation, and some good ideas. Thus, the 1991 workshops goal of involving a greater number of people in the decision making process in a more democratic manner was achieved.

### **7.2.2 Composition of Workshop Members.**

However, in identifying these positive aspects there was one main criticism of the workshop process. This criticism was about the composition of the delegates attending the workshop. The workshop was more orientated towards big business groups, the commercial sector and potential developers. Therefore, in terms of including all interested parties it did not succeed. Although the main land holders and direct interest groups had an opportunity to contribute to the decision making process, there were many groups that were not included at all. Examples of such groups include the CBF, COSATU, South African Communist Party (SACP), and the Conservative Party (CP). The delegates that did attend the 1991 workshop were also included on an individual basis and not as representatives of their organisations on a formal basis. Thus, the process was not entirely an inclusive one and therefore does not meet with the IDC principles, the international case studies, and the ideas of the respondents.

Although the workshop was attended by a variety of professions there were very few members with planning skills. In fact the public is not equipped to deal with detailed planning issues. It is with good intentions that people were included in the decision making process, but in the end there is a need for professional planners to operate for the public sector. At the time, the plans did not include individuals and groups from non professional institutions, so in a way the process at this stage was a fairly top-down planning exercise. This does not meet with the IDC principles, the international case studies, and the ideas of the respondents who all call for a combined top-down, bottom-up approach.

Although the 1991 workshop attempted a more bottom-up approach it was not all that successful. A much broader spectrum of interest groups should have been involved in the workshop. Admittedly it is almost impossible to involve every single interest group, but then a much more representative sample should have been used. It was only in the later 1992 consultations that there was an inclusion of more interest groups on a much broader, representative scale. The 1992 proposals succeeded in involving a wide range of interest groups, and the main stakeholders.

### **7.2.3 Zoning. (MAPS 7,8)**

The outline development plan was deliberately kept as general as possible. (MAPS 7,8) The very broad zoning of land uses has various implications. It is negative because the proposed land uses are very prescriptive and specific. Many of the planners interviewed agreed that MAPS 7,8 are extremely vague, broad, and at the same time too prescriptive. What must not happen is say this is a hotel site and nothing else must go in that particular location. However, these plans are exactly guilty of doing this. In some areas a variety of land uses are present and yet it is zoned for just commercial, or just residential.

The strict zoning of the whole area almost destroys the mixed use characteristics. Within each of these zones there is no room for other land uses. This is a prescriptive almost rational comprehensive planning method which the urban renewal case studies, the IDC and respondents advise against.

The broad zoning in (MAPS 7,8) necessitates complex decisions which makes it very difficult to secure some consensus on what land uses could be found in those particular areas. However, this aspect could even be advantageous in that this type of planning fits in well with the incremental approach. It is good for any revisions, modifications and updating of plans that may be needed in the future. If some flexibility is introduced into the zoning plans there will be a greater opportunity to create a rich built environment as the project unfolds.

### **7.2.4 The Plans. (MAPS 7,8,9)**

The 1991 plans did not directly address solving spatial inequalities like access to employment and empowerment. Instead they were rather addressing a blighted prime inner city area. It is difficult if not impossible to measure what effect the land uses will have on the economic, political and social effects of the region. It is all very well to talk about meeting the basic needs of people, empowerment, affirmative action, market forces, equal access, fair distribution of wealth, and opportunity, but these processes can only guide the project roughly in some direction. In fact the 1991 proposals did not account for any of these aspects at all and therefore did not meet with some of the

principles set by the IDC, and some of the respondents ideas on these aspects. This was mainly because at the time the major political groupings were not involved in the decision making, nor was the IDC's principles and guidelines formed at this stage.

In addition to these factors the new planning trends and changed political circumstances since 1991 necessitated that aspects like empowerment and affirmative action must be included in the future proposals and plans. What is important to note is that the main factor is not really a question of better access to jobs in the Point, but rather one of accessibility of people to public facilities, recreation, and entertainment.

The 1992 proposals addressed topics like empowerment and affirmative action, but in fact no one could definitely say we need something concrete in a particular area that would contribute to solving these spatial inequalities. Even then, the definite concrete proposals of the private developers were rejected. Respondents were offey with the procedure, the process and politics involved in the decision making stages, but very few respondents had any real or definite idea of what land uses should be used to make the Point a vibrant, melting pot area. This was not because they did not have the expertise, it was because they were more concerned about the process and the political issues rather than the actual land uses. Respondents seemed to be skirting around the real issues. The same was evident in the 1991 plans and the 1992 consultations, where the final land uses are still very tentative suggestions. Even MAP 9 is tentative, save for the pilot projects. Thus, there is a need for definite land use proposals to get the revitalisation of the Point underway. The pilot projects covered in Chapter 6.17 (MAP 9) are the first steps to initiate the revitalisation attempts.

### **7.3 OVERALL DEVELOPMENT CONCEPT VISION.**

#### **7.3.1 Incremental Process.**

An incremental package of plans approach has been promoted in the latest 1992 proposals. In fact the whole planning process has been a constant monitoring, and revision of proposals on an ongoing basis. The Point Development Company will have to take another careful look at these plans. Thus, although there are a number of areas which need more attention, good planning principles have been applied.

### **7.3.2 Holistic.**

A holistic approach was adopted by the plans. The Point was not seen as an isolated island functioning on its own. This met with the ideas of the respondents and the urban renewal case studies.

### **7.3.3 Transparency.**

It has already been mentioned that the process of involving people was not very transparent until the 1992 consultations. The public until recently have also had to depend on news paper reports for any information on the revitalisation process. The opening of the Point information centre in November 1993 is a step in making the process more transparent for the public.

### **7.3.4 Participation in Activities.**

The land uses and activities should cater to the needs of everyone. The proposals recognise this in saying that all sectors of the community must have good accessibility and be encouraged to use the proposed recreational facilities within the area. This meets with the IDC principles, the urban renewal case studies and the respondents ideas, of acknowledging the rights of others to be able to use the facilities. The 1992 proposals emphasise that the local people must benefit first, followed by national and international visitors.

### **7.3.5 Sustainability.**

The development strategy recognises that the project must be financially self sufficient. Although the proposals do not mention sustainability directly, this is really implicit in the term self sufficient. This fulfils the principle set by the IDC, the urban renewal case studies and the respondents ideas about projects being sustainable and not being dependent on subsidies.

### **7.3.6 Avoidance of Replications.**

The proposals recognise that the revitalisation of the Point area must not be a mere replication of other developments. The project therefore makes use of the unique characteristics within the area, so as to avoid replicating other developments. This satisfies the international case studies, and the respondents ideas of not replicating other projects.

Although the proposals recognised that resources should not be redirected from other areas to the Point, the plans are slightly guilty of doing this. The only case is the possible maritime museum being moved to the area. (MAP 9) Other tentatively proposed land uses for the Point; which could also be regarded as redirecting resources away from other areas, include the aquarium and the ocean terminus. One can only speculate on the overall affect the Point will have on redirecting people away from other areas.

The proposals are therefore beneficial because they have attempted to revitalise the area with as few negative externalities as possible. For example the plans have considered factors like traffic congestion, the environment, historical conservation of old buildings and protecting views and vistas. This is a positive aspect for the future planning of the area.

### **7.3.7 Create a Unique Character.**

The proposals recognised the unique opportunities that exist in the Point area. These included the beach and harbour, scale, natural areas, the Bluff, views and vistas, historic buildings and events. For the Point to be unique these have to be considered as a holistic entity. The 1991/92 proposals realised the Point's comparative advantages must be utilised to their maximum potential, and therefore these features must be protected. There is no denying that the Point is unique in its own way. However, the 1991 plans are not unique in that there is centrally no single feature that leaps out to contribute to the public feel like the Eiffel tower or some enormous marina, that tourists from all corners of the world would want to visit. The 1991/92, proposals therefore do not make this area in any way a unique attraction that will lure locals and tourists into the area.

The respondents proposed an "Africatude" type vibrancy that may be created. The question that must be asked is, do locals want to see the same old zulu bead workers, small traders. There is a danger that too much emphasis could be, and has been, placed on trying to cater to land uses for all interest groups especially the disadvantaged. This has had the possible result of limiting the development options drastically.

### **7.3.8 Urban Renewal Processes to Revitalise the Point.**

The 1991/92 plans and proposals recognised; although not explicitly; that all facets of urban renewal should be used to revitalise the area. This is implicitly seen in the preservation, and conservation of historic buildings, the rehabilitation of warehouses and the redevelopment of open spaces. Together these processes will revitalise the area. This satisfies the urban renewal idea of all the renewal processes working together to successfully revitalise the Point area.

### **7.3.9 Ownership.**

A major criticism of the 1991 proposals is its orientation around private property. The sites were to be sold off in parcels and developed privately to finance the infrastructure. This is totally against principles of the land being owned by the public as mentioned by the respondents in Chapter 6. Especially when the main interest groups ANC, IFP, NP, SANCO, and Propnet/Transet in the 1992 proposals stated the land has zero value and that land speculation must be avoided.

The 1991 proposals do not mention anything about a mixture of private and public funding, nor do they mention mixed tenures. These were only discussed in the 1992 proposals where a consensus was reached that there should be a mixture of tenures. This corresponds well with the urban renewal case studies and the respondents ideas. As the respondents suggested, there should rather be short term and long term leases for the business areas, as well as a mixture of tenures especially in the residential area.

### **7.3.10 Management and Safety.**

The development strategy realised the need to develop a specific authority to develop and manage the area. As well as this, the framework proposed that there should be a Council and Transnet partnership to provide the development framework and infrastructure in the project. This meets with the IDC principle of making the project accountable to some party. It also meets with the international case studies and respondents ideas of a well managed area, during and after construction.

The 1992 proposals emphasise very briefly security and safety, but nothing concrete was indicated in the plans about how this could be achieved. This means that future plans must contain more elements showing how safety and security will be incorporated into the planning of the area. For example lighting, clear views of areas, avoidance of dark alleys, a police station, and definitely some form of safety along the working harbour area.

### **7.4 ECONOMIC DEVELOPMENT.**

The 1991/92 proposals realized that economic growth through market forces must stimulate development within the region. The land uses must first be orientated to revitalising the Point area and stimulating economic growth. However, the proposals do not say how this will be achieved except for saying that increased tourism (foreign income) and increased jobs will have a positive effect on the region.

The importance attached to employment creation satisfies the ideas of the urban renewal studies, the IDC, and the respondents. Although a major proportion of employment will initially be in the construction sector, sustainable jobs must be created in the long term. To this effect the 1991/92 proposals called for a wide range of businesses to be found in the area. These will provide a wide range of business opportunity and employment creation.

There was a commercial study to test the viability of the concept plan. However, this was not made available for the research. It is safe to conclude; from interviewing respondents; that a thorough assessment was undertaken on the 1991/92 proposals which



complimented the plans. The land uses that were proposed for the area were found to be the most suitable for the area.

#### **7.4.1 Tourism.**

The 1991/92 proposals recognised the potential for tourism. This fulfils the ideas of the urban renewal case studies, the respondents ideas and the IDC's ideas, on promoting tourism. Land uses within the area must be geared at first towards the locals, then the national population and then international tourists. This does not mean write off tourism, but instead get the project going with locals frequenting it, and then bring in the tourists once it is well established. The pilot projects are part of this kickstart initiative.

### **7.5 INTEGRATION WITH THE CITY AND DFR.**

#### **7.5.1 Regional Linkages.**

In terms of regional linkages there is no real structure to the plan, as to how it relates to other parts of Durban, or of how it works. (MAPS 7,8,9) The outline development proposals did not adequately consider the regional linkages to the Point area. In fact they only showed a very limited map of the rail links and some road links into the city. A more detailed study of these linkages is needed. More emphasis should be placed on regional links to areas like Kwazulu which should be considered in more detail. Links to the proposed convention centre and Kingspark area must be considered as they are fairly recent proposals. This triangle of nodes could create strong linkages and compliment the city and each one of the respective nodes. (MAP 10.)

#### **7.5.2 Internal Linkages.**

The plans account for strong linkages between the Point area and the CBD, Beachfront and Victoria Embankment. (MAP 7,8,9) Although the development guidelines recognise accessibility to and within the site through better road access and public speciality transport, these forms of transport are still questionable as they are out of reach of the disadvantaged groups. This means that future plans will have to seriously consider other forms of public transport to the area.



# LINKAGES: CITY AND NODES

KEY.

- ▲ OLYMPICS ?
- CONVENTION CENTRE
- THE POINT

# DURBAN

MAP 10,

The public speciality transport included the rail and the ferry options, linking the Point to the Victoria Embankment. This proposal satisfied the respondents ideas of alternative modes of transport to relieve traffic congestion. A pedestrian and cycle boulevard also created a good link to the beachfront. A problem with these plans is that they enforce and strengthen the north-south corridors, and neglect one of the most important features of east-west internal linkages. For example the pedestrian linkages from the beach to the working harbour area have been neglected. (MAPS 7,8,9) The proposed road structure in fact seems to create further barriers for pedestrians travelling in this east-west direction. Thus, more emphasis should be placed on creating stronger linkages between these land features especially pedestrian access.

A positive feature within the development guidelines was the recognition of the need for the generous provision of vehicular parking facilities near important public land use areas. (MAP 9) The parking lots are multi functional land uses because at certain times flea markets or other events can be held in these lots. The 1991 proposals also accommodated for pedestrian and cycle movement by creating pedestrian and cycle tracks around the periphery of the area.

#### **7.6 MIXED LAND USES. (MAPS 7,8,9)**

The 1991/92 proposals recognised the land uses for the Point area will depend on whose interests are being served. From section 7.3.4 it became quite evident that the revitalisation must incorporate land uses that will be aimed at specifically the local population, but also cater to the national and international tourist population. The mixed land uses that are proposed in the 1991/92 proposals therefore comply well with these ideas. The respondents framework, the urban renewal case studies framework and the IDC principles fully support this mixed land use proposal.

Not forgetting the criticisms on the zoning in section 7.2.3, an overall rich variety of land uses and activities were proposed. These land uses and activities comply well with the general policy statement of attempting to create an exciting, vibrant, lively people place and a melting pot of cultures. This balanced set of land uses and activities enables the possibility of a wide range of people to utilise them. The plans are positive in that heavy

industry, and office space have not been considered for the revitalisation process.

### **7.6.1 Residential.**

The plans cater for a range of residential options at its core extending to Bell Street. (MAPS 7,8,9) This is very good because from the urban renewal case studies, the IDC principles and the respondents ideas it was evident that a residential component is essential for such a development. What is important to note is that it is not just one type of residential zoning but a variety. These residential areas have been carefully zoned, with height restrictions to compliment the historic houses and the views and vistas.

### **7.6.2 Working Harbour.**

The plans proposed that the harbour should remain a working environment. This meets with the ideas of the respondents as well as the urban renewal case studies, of creating a vibrant harbour and beachfront area. It also provides interesting sights and activities. The main criticism of the plans in this respect is that although the working harbour area is part of the Point revitalisation project, planning within this area has been totally neglected. To the west of Point Road there is absolutely no planning at all. This can be seen in MAPS 7,8,9, and the workshop plans in APPENDIX 3. This does not meet with international waterfront developments ideas where people want to be able to sit down at a restaurant and watch the working harbour events. Future plans must seriously consider having some activities and land uses within this area to attract people and give this area some life. This does not mean the working harbour must go or its functions must stop. They must continue to give the area a unique maritime vibrancy.

### **7.6.3 Marina.**

The 1991 proposals did not include a definite proposal for a major marina. MAP 9 is the only example where there is an extension of the Pilots basin to create a small marina. The Vetch's Pier area is also shown as a possible site for a future marina. From the urban renewal case studies, and the respondents ideas it is evident that a waterfeature or a marina of some description is essential for the successful revitalisation of the Point area.

#### **7.6.4 Commercial Zone. (MAPS 7,8,9)**

The proposals realised the importance of a commercial zone, which would lie along Point Road. Apart from this there is only one other proposed commercial node in the centre of the area near Southampton Street. (MAP 9.) The only other commercial area is the proposed speciality shops, craft market and small businesses in some of the warehouses. This commercial realisation is important because the urban renewal case studies say that these commercial activities would attract a constant population, add to the vibrancy of the area and support the recreational activities.

#### **7.6.5 Small Market Area.**

The small market indicated on (MAP 9.) fulfils the respondents idea of having a small craft market aimed at small craft businesses. It also contributes to the authenticity of the area, where people can learn something interesting by watching people make things. This corresponds well with the urban renewal case studies.

#### **7.6.6 Office Zone.**

The 1991 plans kept office space in the area to a minimum, and limited it to the Point corridor. (MAP 9.) This is good because according to the international case studies and the respondents ideas, office space is not good for waterfront developments, because at night or during holidays such areas die. The plans realise that office space would not be putting the land to its maximum potential.

#### **7.6.7 Entertainment/Recreational Zone. (MAPS 7,8,9)**

The plans proposed a large entertainment zone to take advantage of the waterfrontage at the harbour mouth. This involves clever planning because this is the most unique part of the whole Point area. The large recreational and resort complex area compares well to international case studies of waterfronts, and the respondents ideas of recreational and entertainment areas playing an important role in making these revitalised areas successful.

The plans proposed to widen the beachfront park area. The proposals also recognised the potential of Vetch's Pier as a bathing and boating area. These ideas compliment what the respondents, and urban renewal case studies ideas about promoting outdoor activities and recreation.

The hotel that was proposed for the Vetch's Pier area is a important as it would be a central landmark and attraction. As the international case studies show, and from the respondents ideas in Chapter 6 this land use would be an essential part of the revitalisation. The resort complexes in MAP 9 avoid the problem of blocking residents access to the beach; like in the 1986 proposals; by creating access routes to the beach. The plans also proposed that a conference centre could be located in the same area. This idea now falls away because of the proposed convention centre in the CBD. (MAP 10)

The boat clubs (MAPS 7,8,9) were also retained in these plans. This complemented the respondents idea of retaining the boat clubs. These ideas are good because the boat clubs would contribute to the maritime theme, as well as provide interesting activities for visitors. The NSRI would be important in this respect for having sea rescue demonstrations and other activities.

### **7.6.8 Natural Environment.**

The 1991/92 proposals about the conservation of the Bluff shows an element of environmental concern in the plans. The plans did not mention anything about the marine reserve or other factors. The plans also recognise the beach erosion line as the building limit. This also shows an environmental sensitivity. However, there is still a need to continue this environmental sensitivity into the future plans, and enhance the area by planting indigenous trees, conserving the beach, enhancing and protecting views and vistas and creating open spaces.

### **7.6.9 Education. (MAPS 7,8,9)**

The plans retained the school in the area. This does not comply with the respondents belief that the land could be better utilised by having a more intensive land use or activity.

## **7.7 CONCLUDING FINDINGS.**

Relating back to Hypothesises 3. in Chapter 1, it is evident from the research that the 1991/92 land use proposals will contribute substantially to the successful revitalisation of the Point area.

Overall the 1991/92 proposals fulfilled their objectives at the time to provide a concept plan and include participants on a greater level. The plans recognised that they were merely rough guidelines to be revised at a later stage. This fits in well with the incremental package of plans approach which calls for the revisiting and updating of plans on a regular basis. The same basic principles and land uses have provided a very strong overall foundation for future detailed plans of the area. This applies especially to the physical aspects like the conservation of the historic buildings, the Bluff, the residential area, and the beach and recreational area.

The 1992 consultation process was very useful in obtaining a more detailed and representative viewpoint from a wide range of interest groups including the main stakeholders. It was also from these consultations that a compromise was finally reached on the developmental organisation of the Point area. The formation of the new development body means that the project can now go ahead. In this respect the future plans could begin to address some of the zoning areas by specifically locating certain land uses and activities within these areas.

However, there are a number of limitations to the 1991/92 proposals which need refinement and should be addressed by the new Development Company.

### **7.8 RECOMMENDATIONS FOR THE NEW POINT DEVELOPMENT COMPANY.**

The new land development company appointed by Transpoint Properties (Pty) Ltd needs to do some reworking of the 1991/92 proposals. The appraisal has so far highlighted a number of areas where it is necessary to question or emphasise certain aspects. It is these main points which should be reconsidered in the future plan of the area.

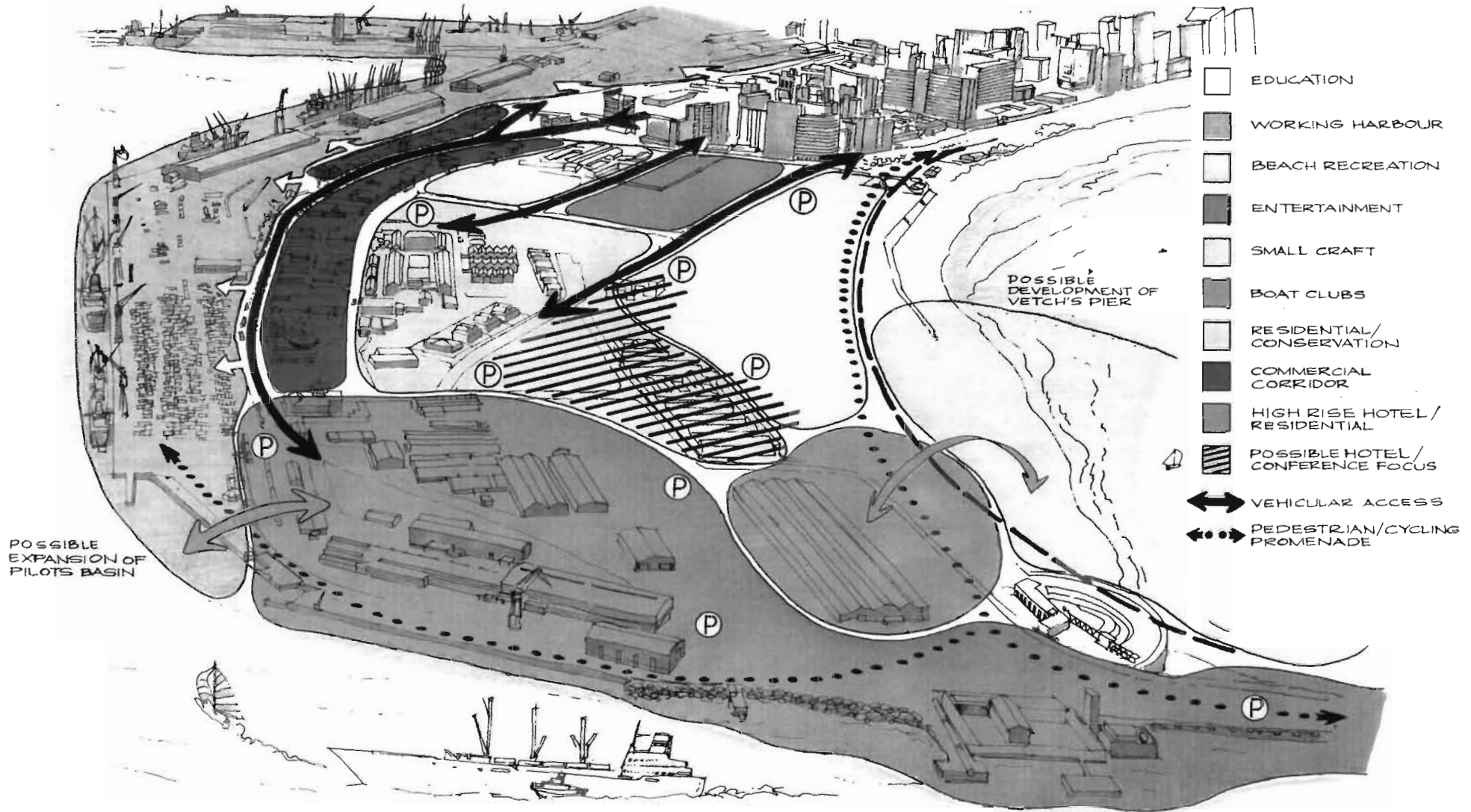
- a. The weak linkages within the Point especially in an east-west direction must be enhanced. Also more attention must be paid to regional linkages to the Point area.
- b. The recent Olympic proposals and the convention centre proposals (MAP 10) mean that the ideas of including these land uses in the 1991 proposals have to be dropped.
- c. The working harbour area should be more fully incorporated into the revitalisation of the rest of the Point area.
- d. There is a need for something that is totally unique like the cableway or the Vetch's Pier marina as proposed by BS Bergman Developers.
- e. More attention must be given to environmental issues.
- f. The school must be more efficiently used.
- g. Although the 1991/92 proposals explicitly stated that they provide a concept and no more, they did not deal with urban design aspects. The present plans are two dimensional and based on a very technical side. The new development company will have to include a more detailed design, showing safety, theme, a strong image, landscaping, and services. Thus, there is a need for a far more three dimensional perspective on the proposed structure and design of the area.



- h.** More attention should be given to how aspects like empowerment, transparency, affordability of activities, affirmative action can be implemented.

The development company must now appoint planning consultants, architects, urban designers and engineers to draw up a more detailed plan showing specific land uses for the area. The appointment of planning consultants to assess the most recent proposals and revise and re-look at some of the points mentioned above will hopefully contribute to the successful revitalisation of the Point area.

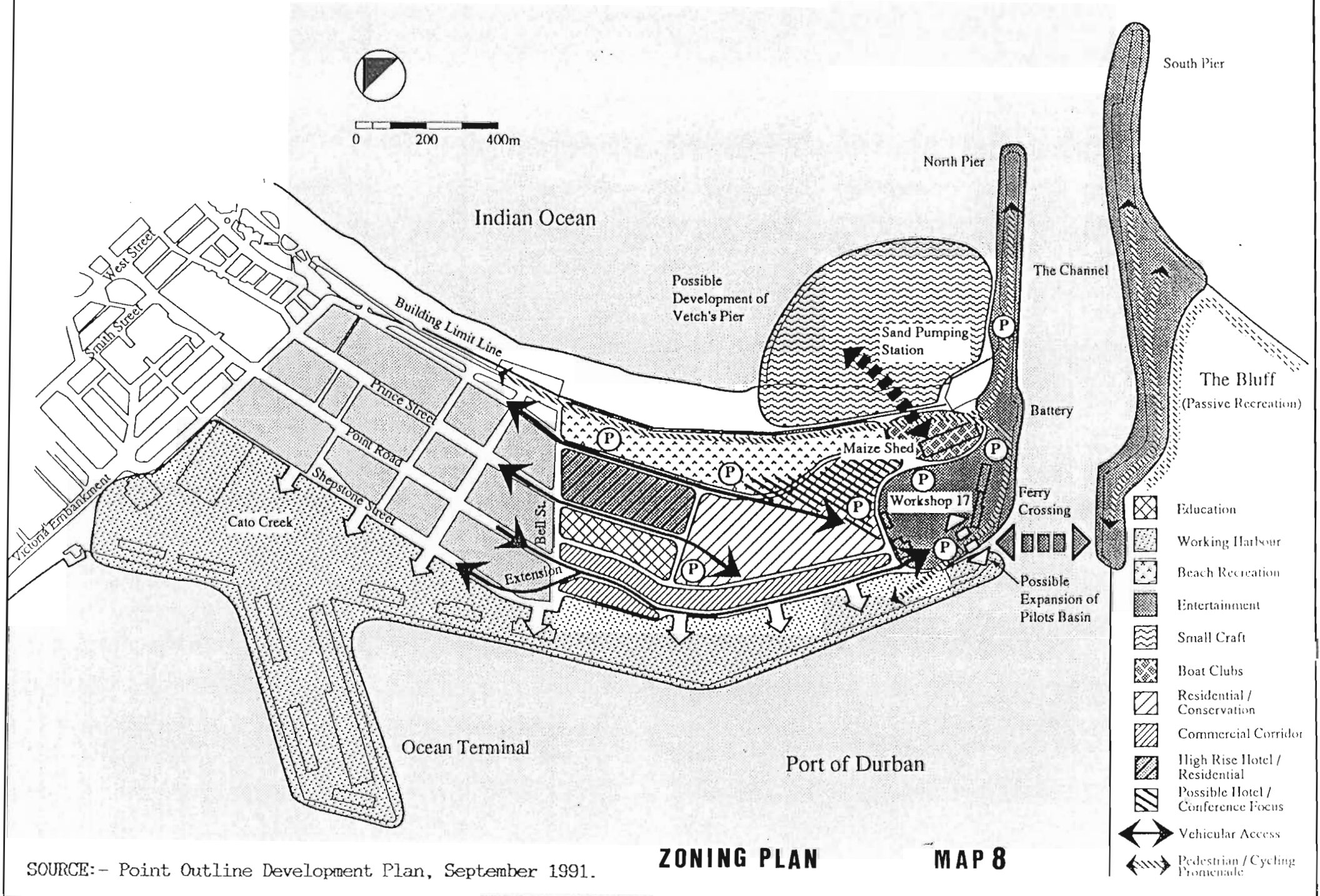
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POINT PERSPECTIVE

SOURCE:- Point Outline Development Plan, September 1991.

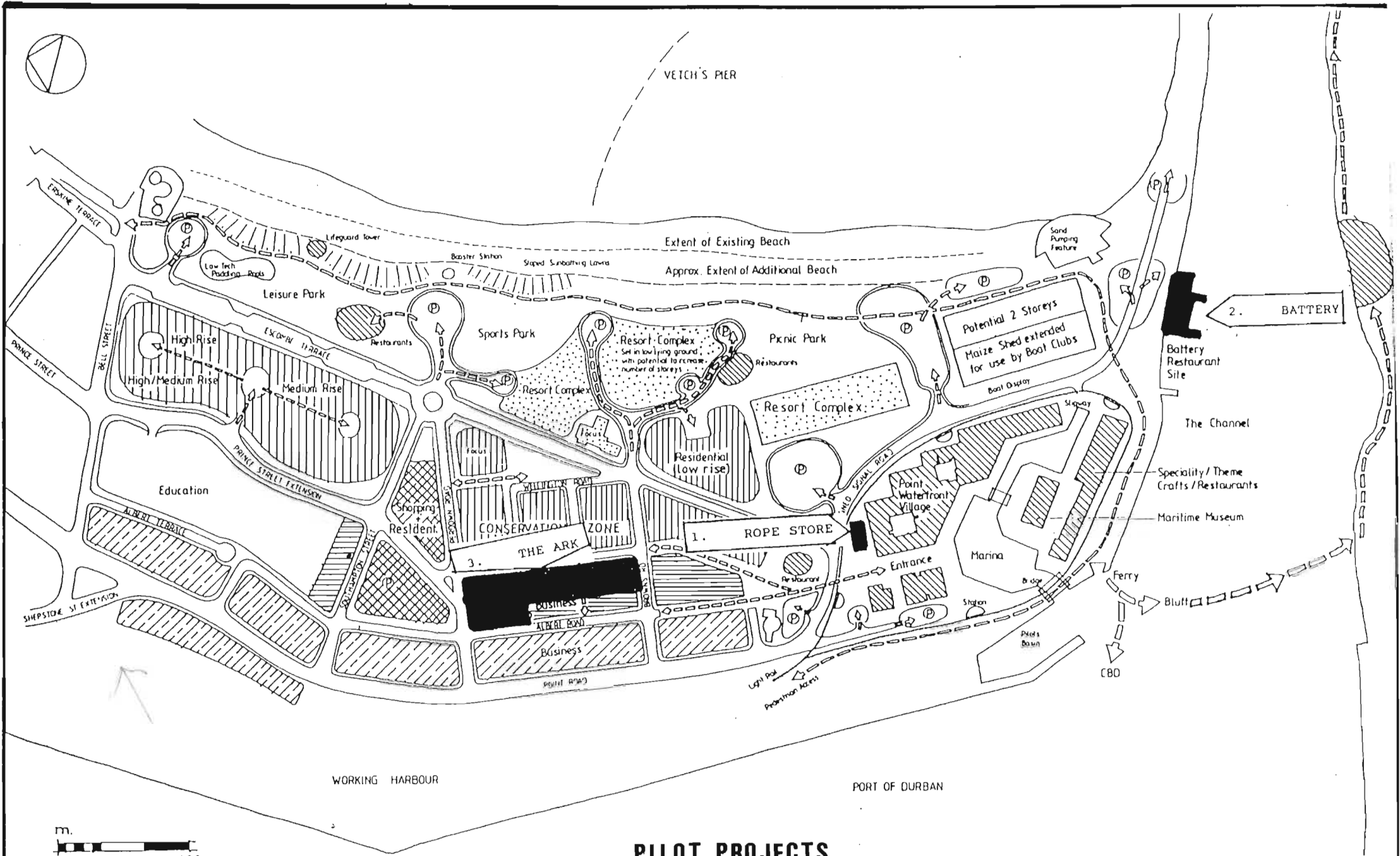
MAP 7



SOURCE:- Point Outline Development Plan, September 1991.

**ZONING PLAN**

**MAP 8**



SOURCE:- City Engineers, Urban Design, 2 December 1991

# PILOT PROJECTS & LAND USES

# MAP 9

## APPENDIX 1.

### CATEGORISATION OF INTEREST GROUPS AND PEOPLE INTERVIEWED.

A wide range of interest groups, institutions, and users are involved with the Point area. These interest groups have different land use proposals and ideas. Although the majority of interest groups have not put forward any definite plans, they do have their own ideas for land uses that would revitalise the Point area. Interest groups were selected from as wide a spectrum as possible. It was impossible to identify every interest group and interview every single person involved with the Point area.

The various interest groups have been divided into two main categories.

- A. There are those interest groups that are intrinsic to the Point and have direct interests with the revitalisation. These interest groups can be divided into two subcategories.
  - i. There are those groups with direct interests in the Point because they own the land, like Transnet, Portnet, and the Durban City Council. They have a dual responsibility of planning the revitalisation of the Point area. Portnet owns the land, and the city council is planning for the public and private interests.
  - ii. There are those groups who use or are leasing the land in the Point area.
- B. There are those groups that are extrinsic to the Point area which have indirect interests with the revitalisation process. There are three subcategories of indirect interests groups that may be affected in the future.
  - i. There are the professionals which include planners, architects, urban designers, property developers.
  - ii. There those business groups that may be involved in the revitalisation, like private developers, and tourist boards.

- iii. Third, are the political groupings who would be concerned with representing their political constituencies.

It was difficult to categorise the groupings as some respondents fall into more than one category. The list below indicates the different interest groups that will appear in the study.

#### **A. DIRECT INTEREST GROUPS.**

##### **i. Owners of the Land.**

###### **- The Durban City Council.**

Winter, M. (Past Mayor, now city councillor)

Mansfield, E.P.(Vice Chairman MANCO, Councillor)

Morris, A. (Councillor for the Point, Civic Action League)

###### **- Portnet/Propnet/Transnet.**

Bohmer, R. (Transnet - Property Manager, Development)

Loubser, F. (Regional Head Propnet)

##### **ii. Users of the Land.**

- The Boat Clubs.

- Fishermen.

- Bathers, surfers, windsurfers.

- Residents association, Tenants in the area.

- Shop Owners.

This section of the population was not interviewed for a number of reasons.

- a. The time available did not allow for this sample to be incorporated into the research.
- b. There was a difficulty of actually identifying users like fishermen, bathers, and cyclists.

- c. The population in question have no real professional knowledge about planning the Point. When speaking informally to fishermen, windsurfers, and bathers, it was evident that people were mainly concerned with their own micro - issues like fishing. They believed that the area would benefit positively from the development. These positive aspects included more facilities, accessibility, and security. But otherwise they were not too concerned with the development.

## **B. INDIRECT INTEREST GROUPS.**

### **i. Planners and Urban Designers.**

Gammage, A. (City Engineers, Urban Design)

Markewitz, T. (Urban Designer)

Webb, N. (City Engineers, Urban Design)

Maughan Brown, M. (Town Planner, Maughan Brown, Senque & Smit)

Vines, S. (Town Planner, Paul Mikula and Ass)

### **- Architects.**

Harber, R. (D'urban Forum, Institute of Architects)

Reddy, R. (Architect, Representative of Consultative Business Forum)

### **ii. Property Developers.**

Duncan, E. (Developer, Engineer, BS Bergman & Ptns,  
Deputy Chairman of consulting engineers and project managers.)

Johnson, B. (Developer, CB Enterprises)

Norval, G. (Senior lecturer UND, Department Property Development &  
Construction Economics. (Quantity Surveyor)

Reed, D. (Sanlam Properties)

White, M. (Senior lecturer UND, Department Property Development &  
Construction Economics. (Quantity Surveyor)

- **Tourist Companies.**

Ganesh, A. (SA Tourist Board)

Hirst, T. (Director, Durban Unlimited)

- **Other.**

Cowen, F. (Durban Regional Chamber of Business)

Starkey R. (Chairman of Point Steering Committee, Operation Jumpstart City  
lotter)

Vedalankar, V. (Development Coordinator, IDC)

iii. **Political Representatives.**

Political groups have put forward policy reactions and ideas, but no plans.

Sutcliffe, M. (African National Congress)

Bhengu, J. (Inkatha Freedom Party)

Waugh, J. (MP Point area, National Party)

Labuschagne, F.(National Party, Natal)

Gordhan, P. (South African National Civic Association) Obtained written  
material.

Coleman, G. (COSATU)

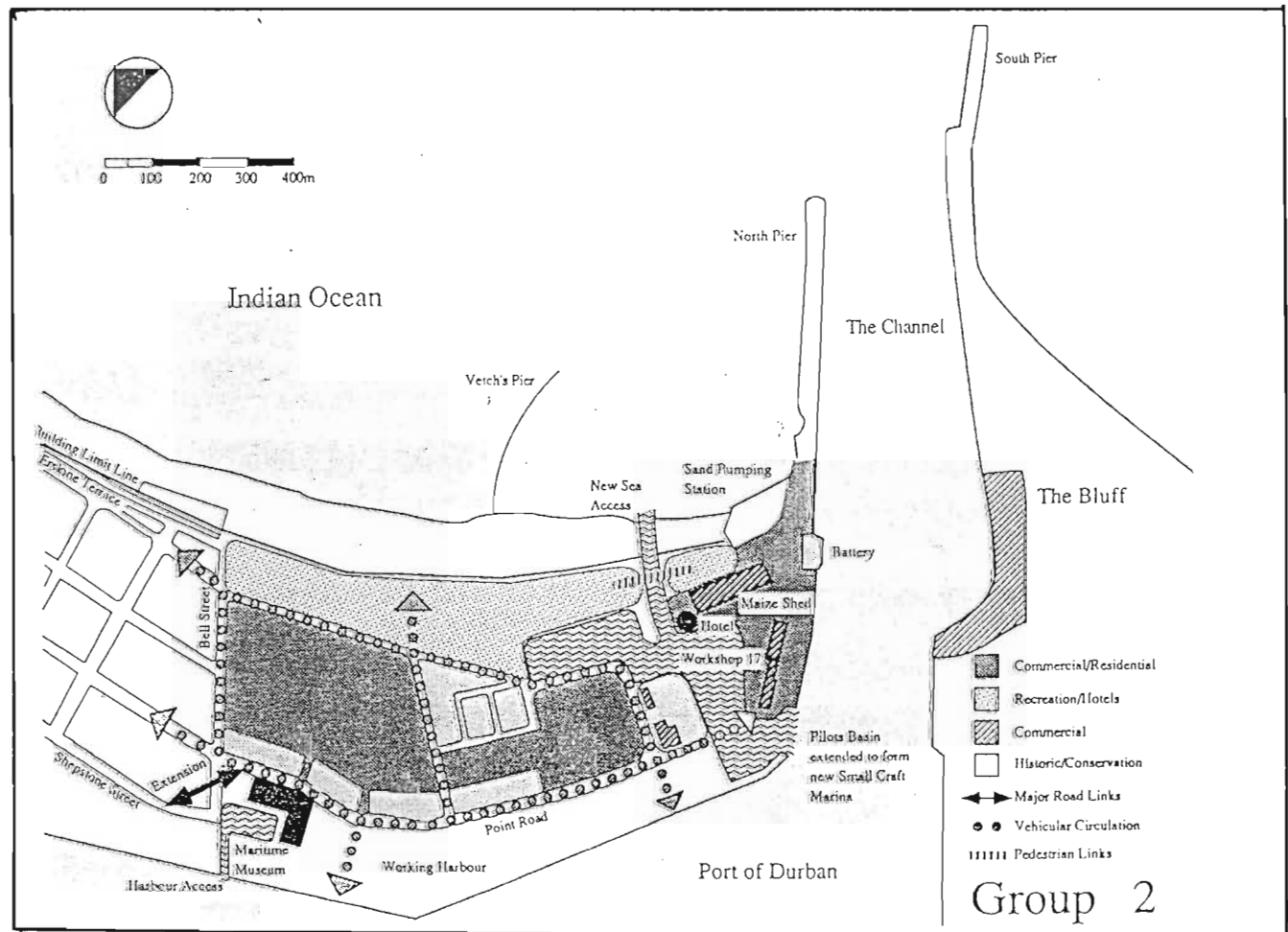
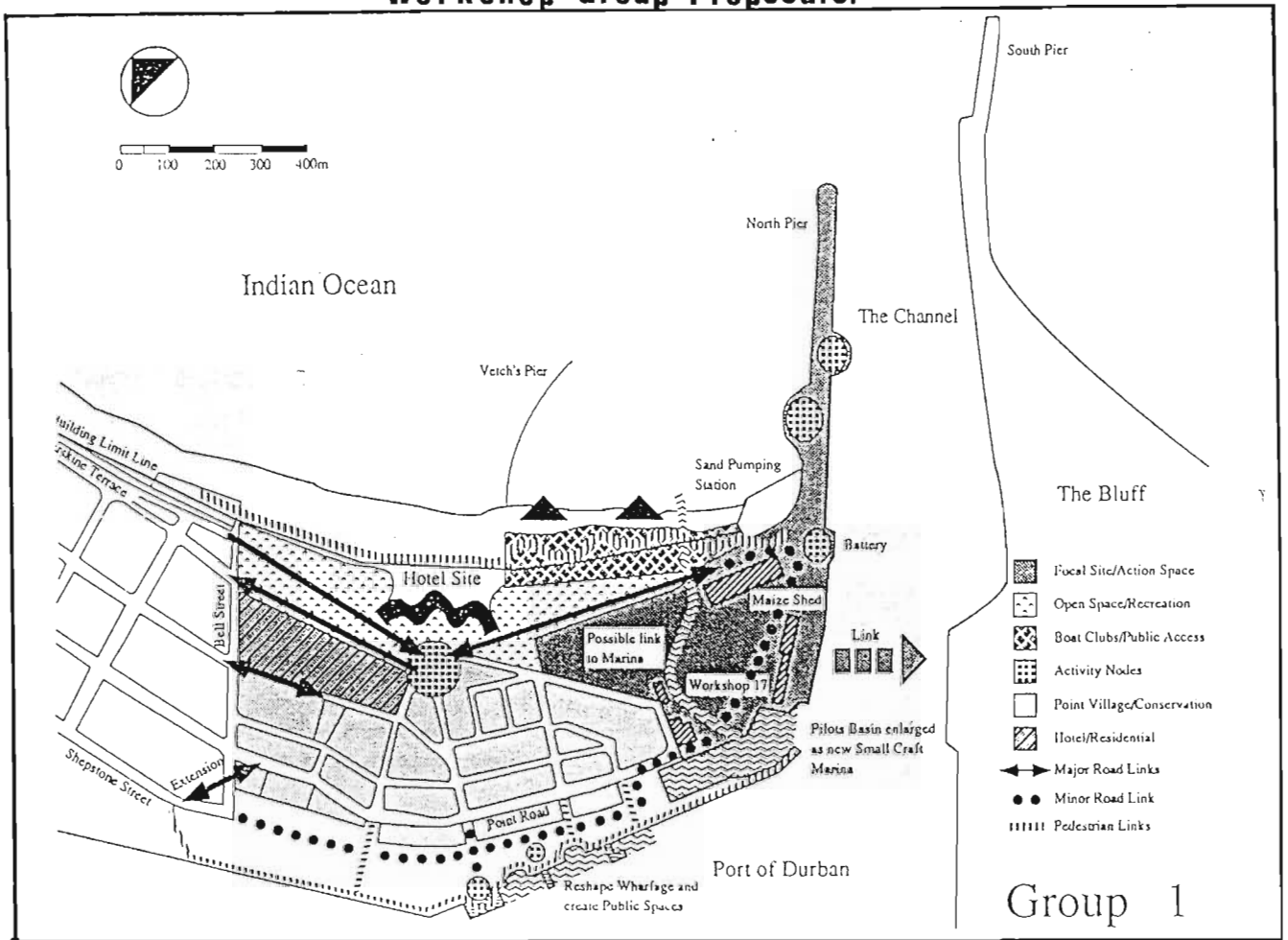


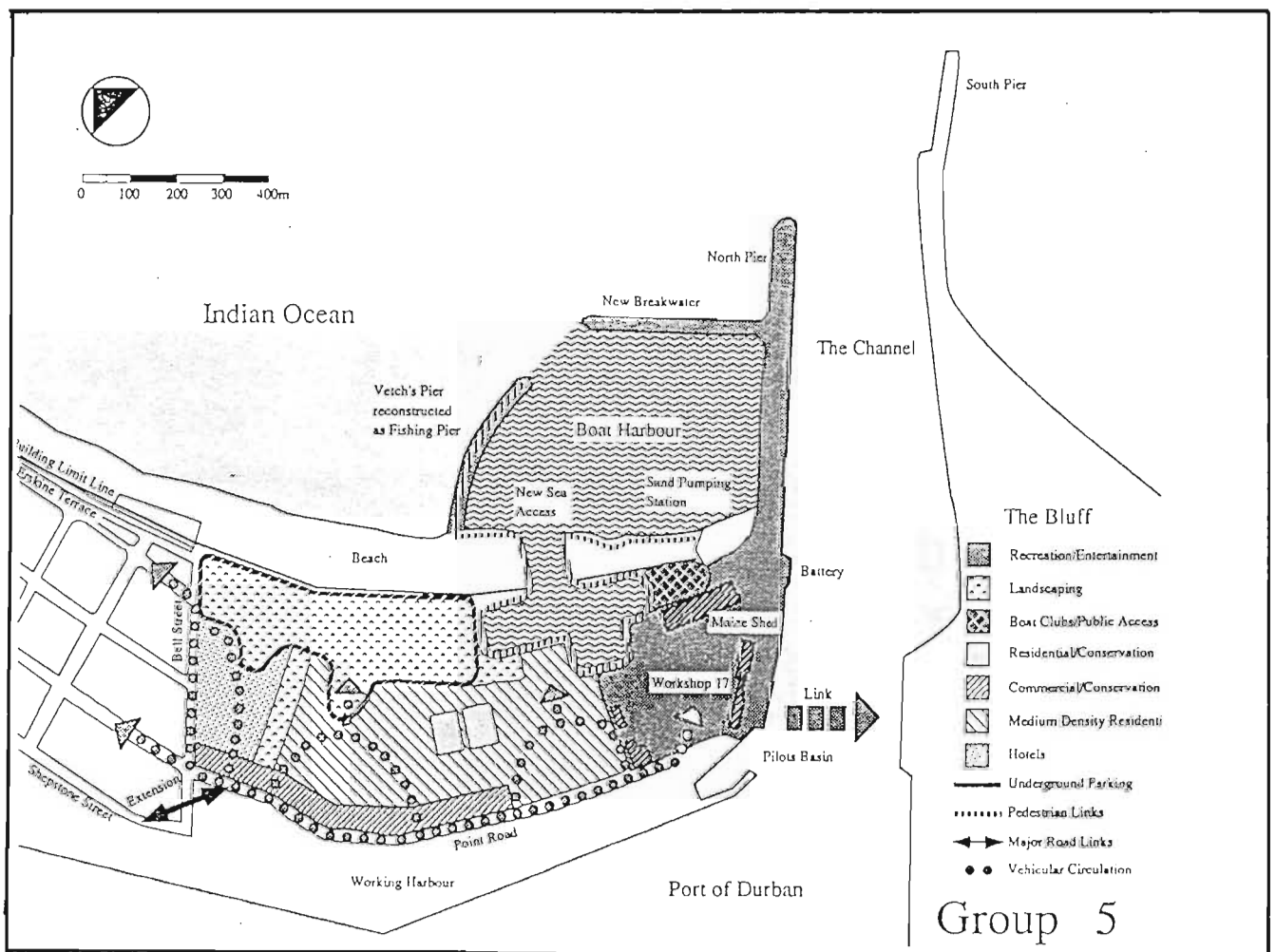
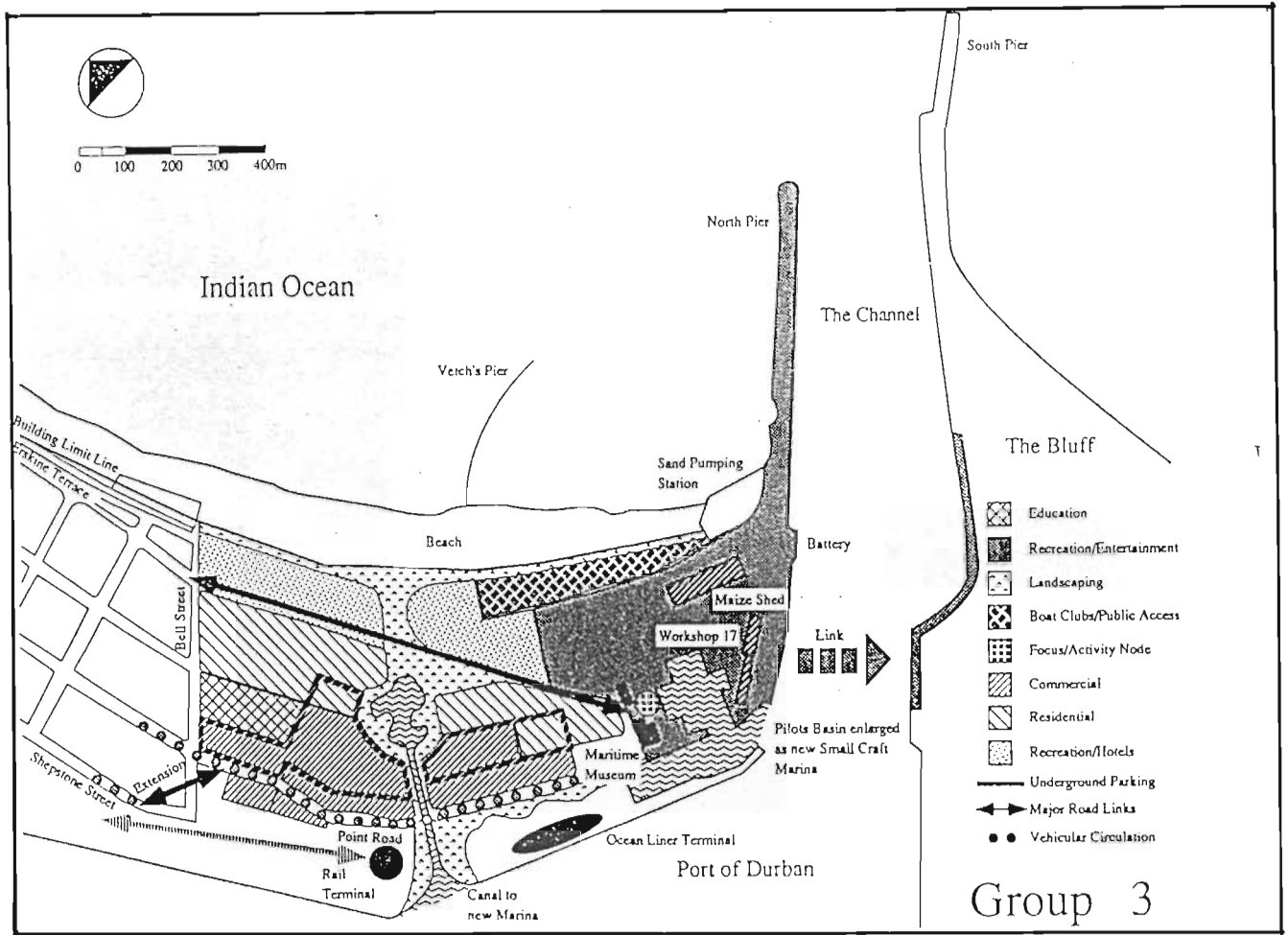
## APPENDIX 2.

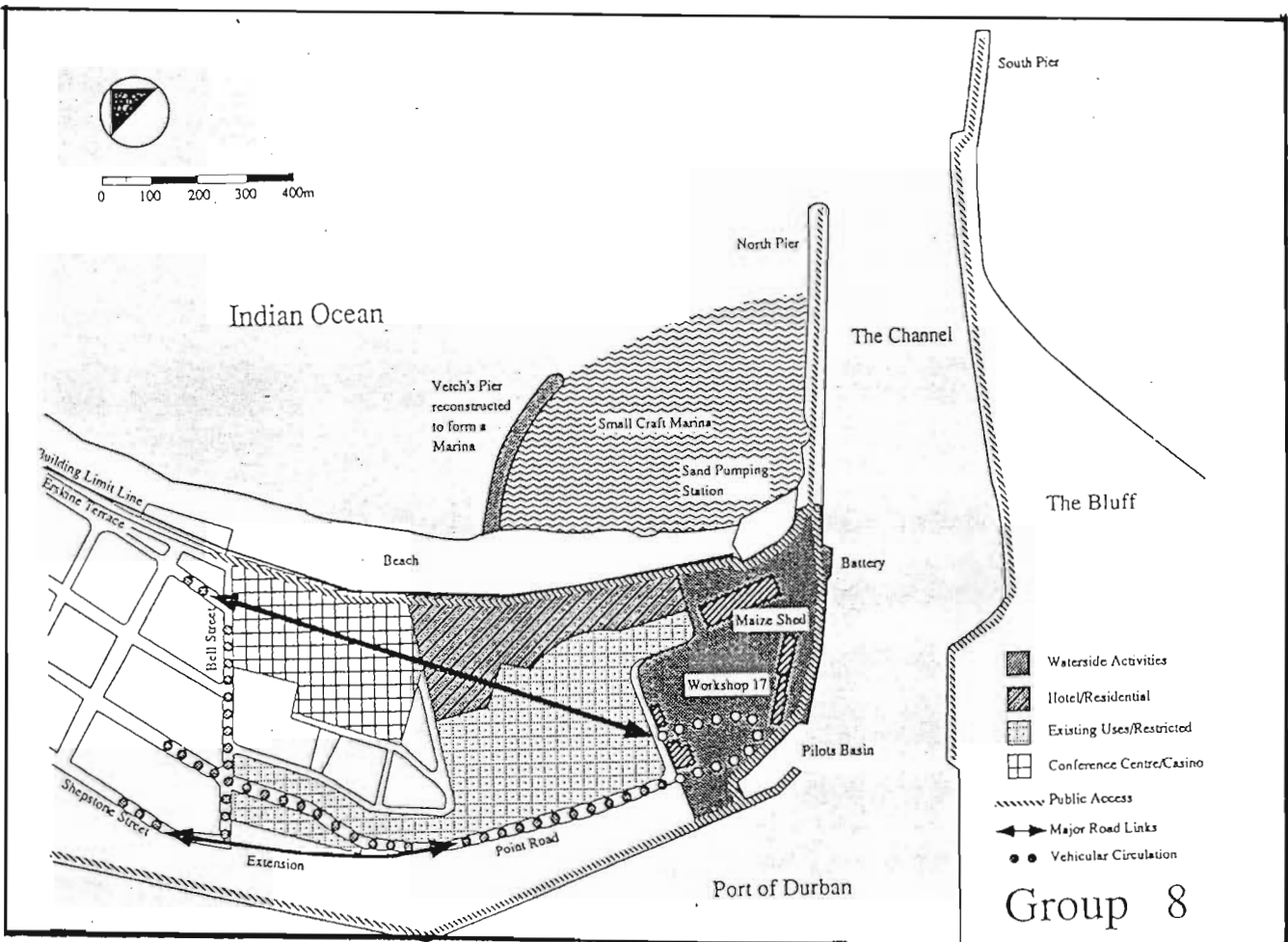
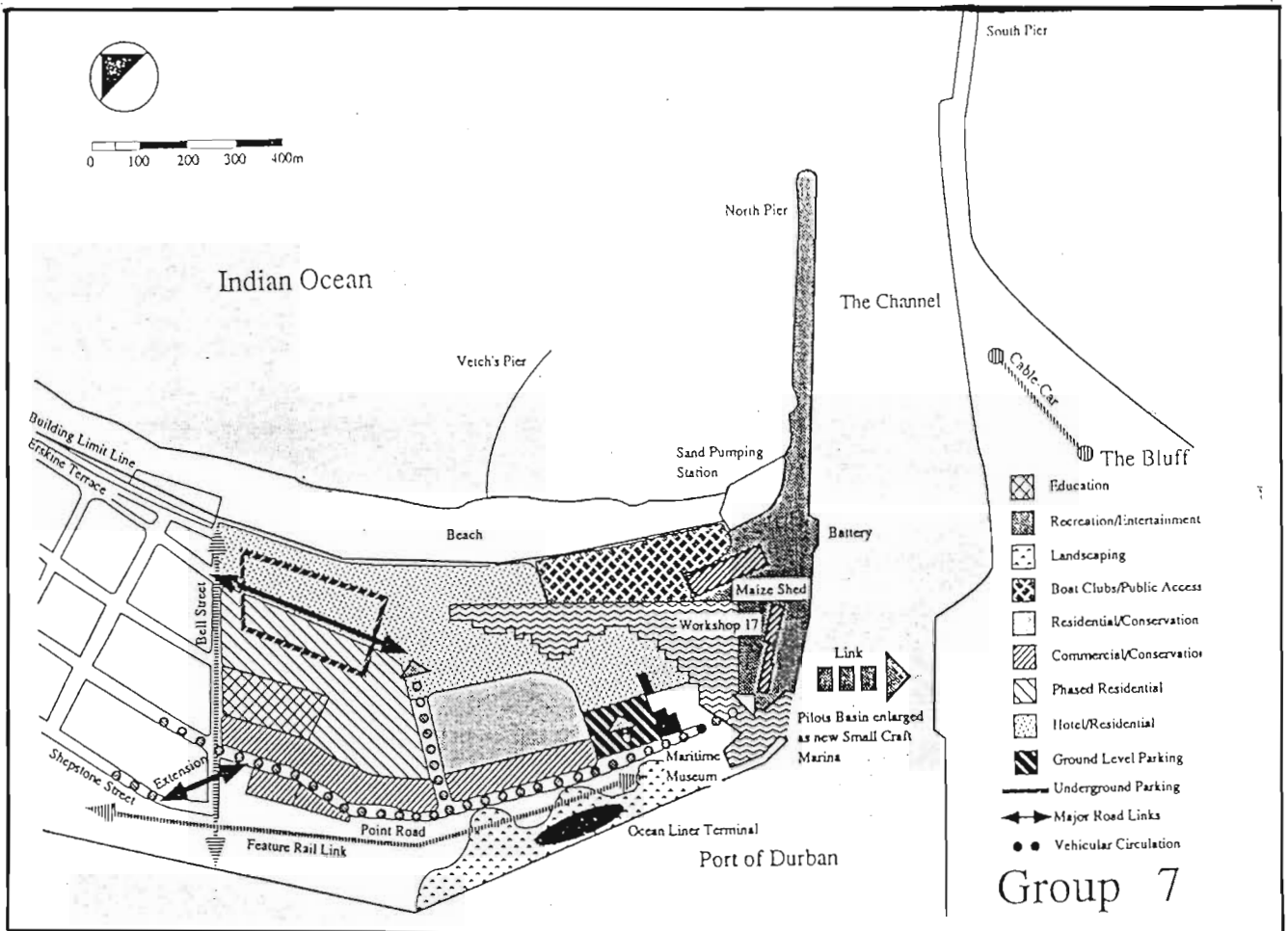
### GUIDELINES FOR THE RESEARCHER TO APPLY THE PERSONAL INTERVIEWS.

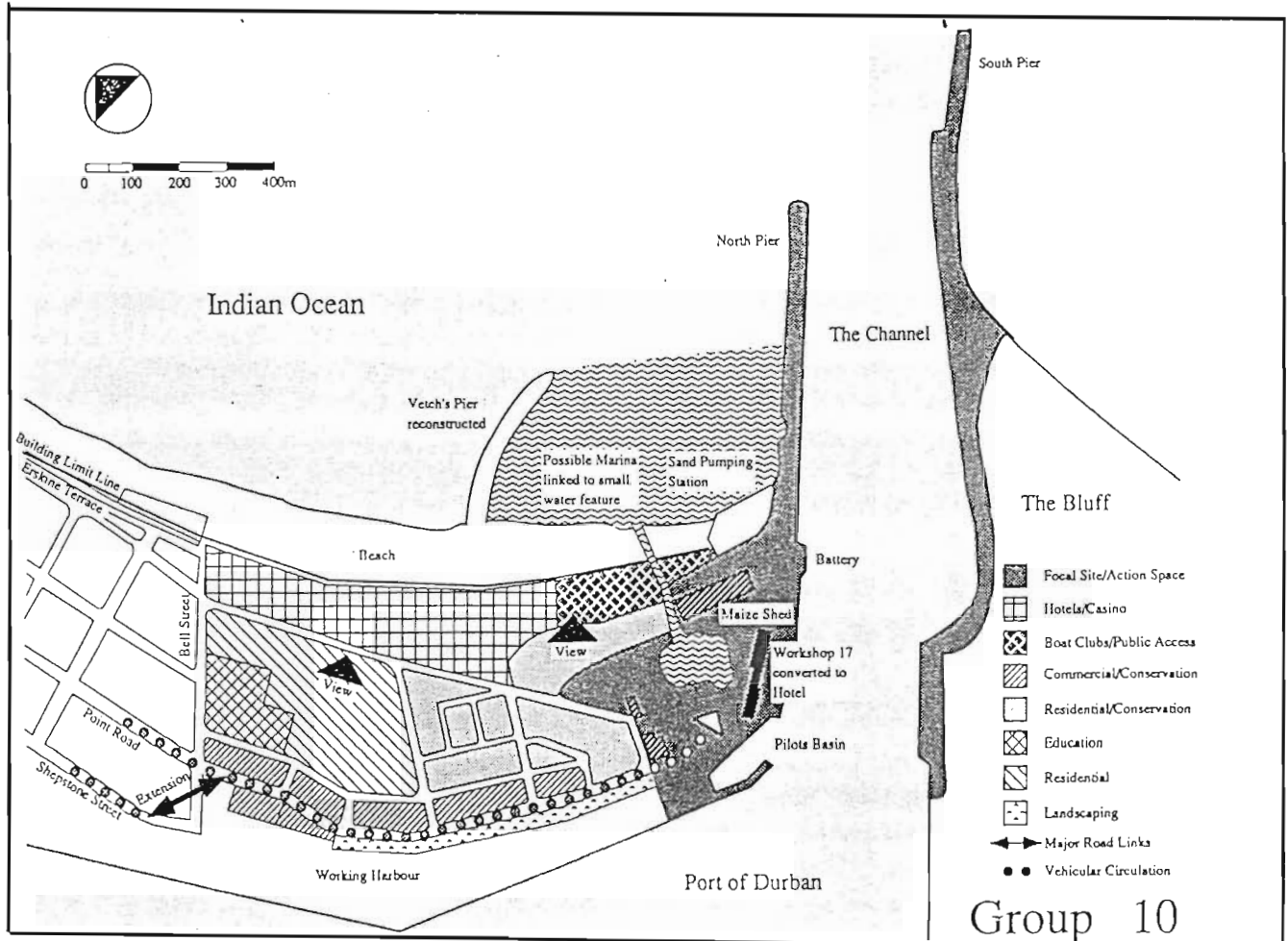
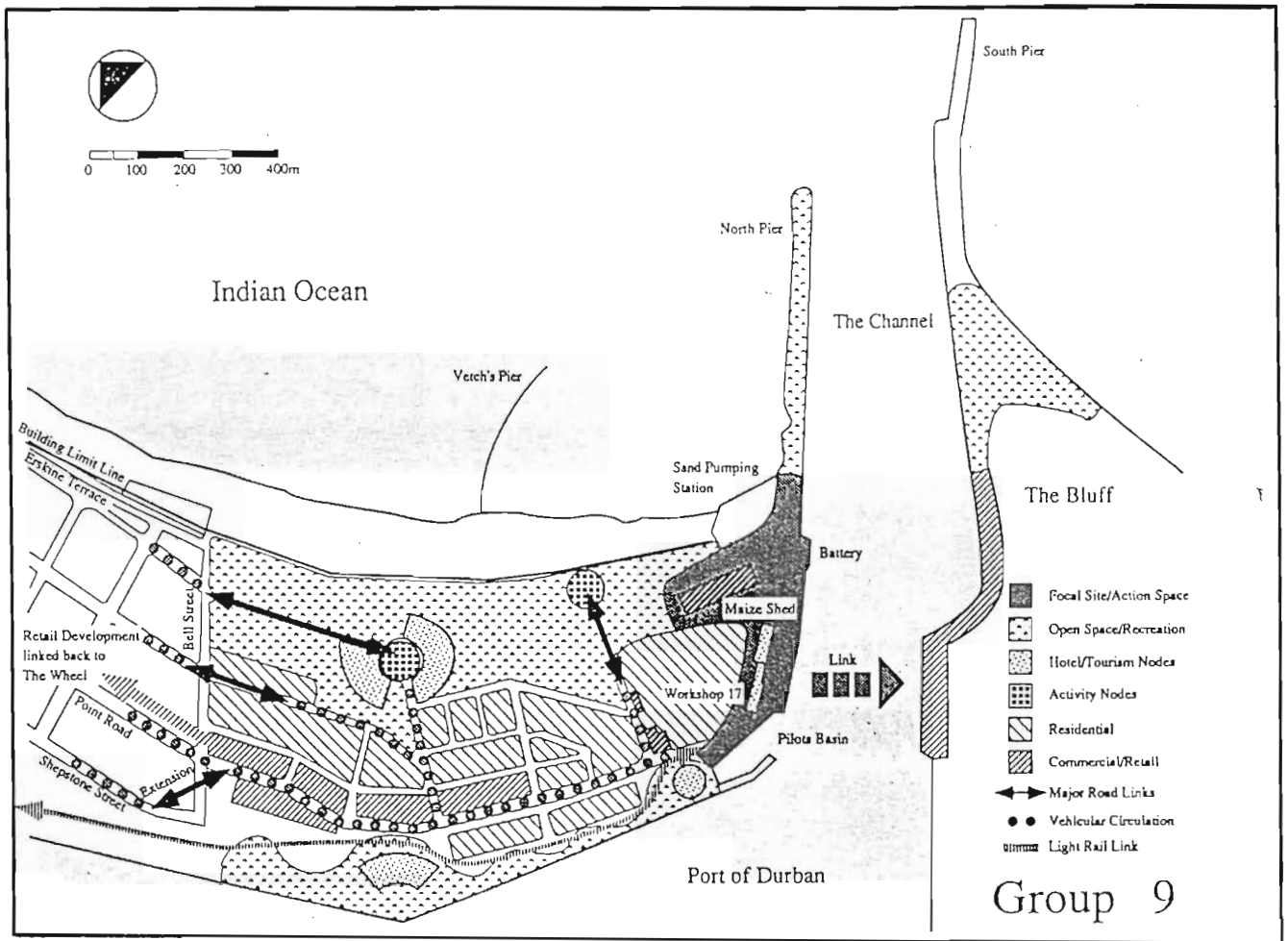
- \* Involvement/Conflicts/Agreements.
- \* General ideas about Point Project.
- \* Trends influencing development.
- \* Possible activities.
- \* Land-Uses. - Residential.  
- Recreational/Entertainment.  
- Marina.  
- Working Harbour.  
- Other Land-uses.
- \* Employment creation.
- \* Sustainability.
- \* Tourism.
- \* Transport/Accessibility/Linkages. - Local.  
- Regional.
- \* Criticisms of 1991 plans.
- \* Replication/Redirection of resources away from other areas.
- \* Positive or negative effect on surrounding areas.
- \* Uniqueness and Comparative Advantages.
- \* Ownership/Private/Public.
- \* Financing/Private/Public.
- \* Market led Initiatives.
- \* Aspects like affirmative action, equality, empowerment
- \* Who will benefit from the revitalisation of the Area?
- \* Environmental Aspects.

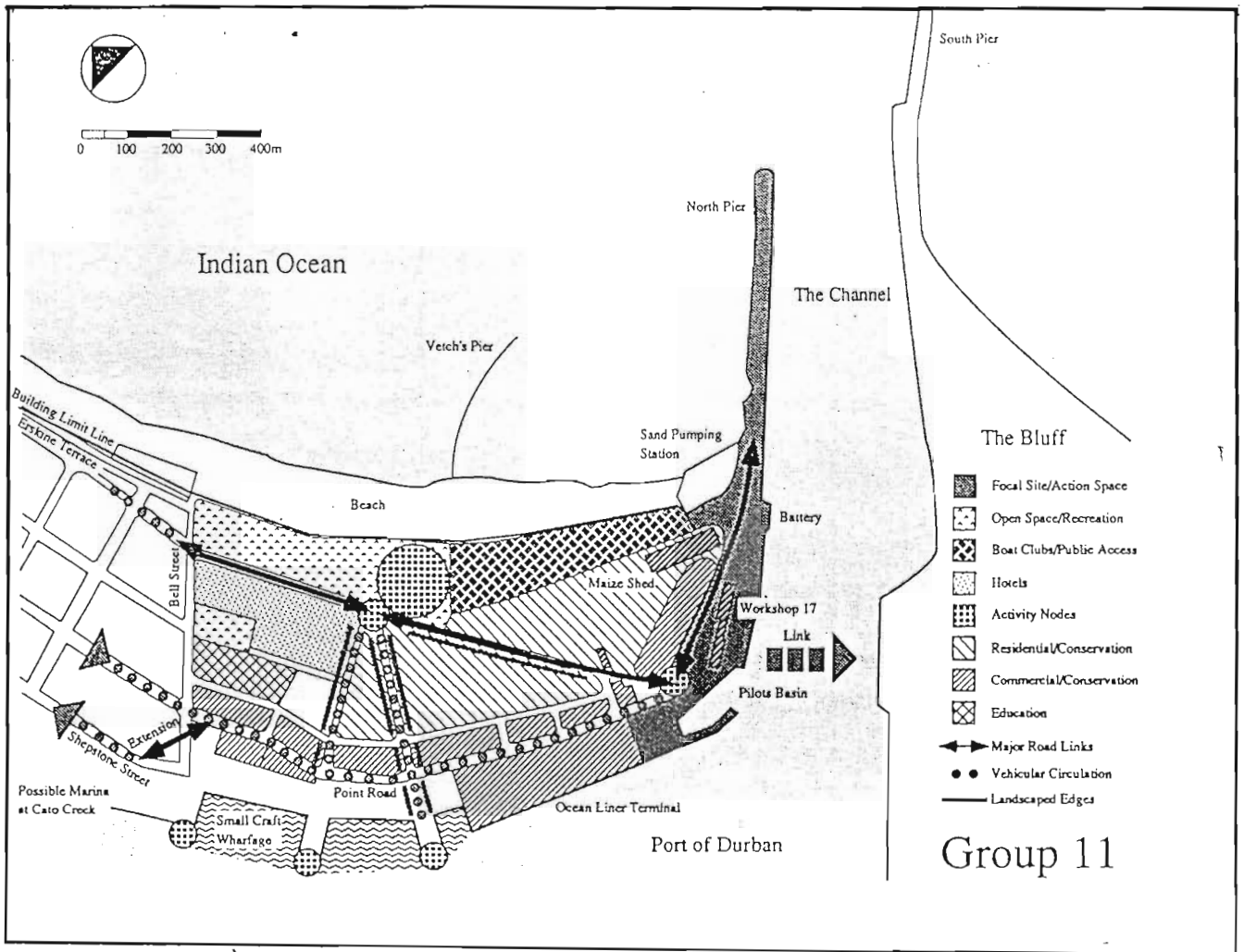
# APPENDIX 3. Workshop Group Proposals.











Source:- Point Waterfront Workshop 1 August 1991.

## APPENDIX 4.

### **VETCH'S MARINA PROPOSAL. (CB ENTERPRISES) (MAP 11.)**

The small Vetch's boat harbour proposal is a concept plan that was submitted by Brian Johnson, CB Enterprises & Concor Developers as a response to an advertisement from Transnet and the DCC in 1991. The proposals compliment the Town Planning document as published in 1987 by the City Engineers. The proposed development was backed by a R3.6 billion international funding source. This meant that ratepayers would not have to pay a cent.

The development was based around a major small boat harbour within the landmass of the Point Area. The project would create up to 15 000 or more jobs. Multifunctional land uses would be promoted. CB Enterprises would develop the whole area and then hand it over to the DCC. The land would be leased out on a 99 year leasehold basis, and at the end of this period the leases would either be renewed or given back to the DCC. Money would also be obtained from selling some of the harbour frontages to private investors. The developers believe the project would uplift the surrounding areas and have a positive effect on the DFR. Integral to the success of this development is that it becomes a major tourist attraction.

The world class harbour would target, and cater mainly to the needs of affluent South Africans, black, white, indian and coloured. The developers argued that in all developments around the world low income people come to see how the rich live. They come to see unusual developments with unusual and unique activities, large boats and so on. These affluent areas are what they are because of the people visiting them. The developers want to create a people and nature friendly environment.

The concept plans relate strongly to the history of the area. The scheme saw all historic buildings as valuable conservation areas. The proposals realised the great potential to utilise these buildings for various uses. The proposals were based on a holistic development done in phases. The plans proposed that initially the Addington parking area would be dredged, spreading out to the other areas. The harbour would also extend 500 meters along the beach front. These areas would then be flooded to create an ultra

modern small craft harbour for 450 boats. It would be based on very similar lines to Port Grimoud in France. The historic buildings and houses would form islands of conservation as the Point Village. The historical Edwardian houses would be used as luxury residences, fronting the small boat harbour. Some of the other old buildings in the area would be upgraded and preserved. There would be an outlet to the harbour and the sea, relieving congestion at the harbour entrance. The developers said the berthing of boats near these residential areas would increase the land value by four times.

Easy access to the area, to the city and DFR would be created. The whole area to the south of Bell Street would be pedestrianised. The large area and long distances to walk would necessitate some form of tramway or micro-rail that would give access to residence and recreation in the North Pier Area. The Point could be linked up by spurline rail to Victoria Embankment and then on to Albert Park. This offered the opportunity of linking the Point Area to the main Station and thus the whole of the DFR. Good linkages to the CBD as well as other facilities like the Kingspark area would be promoted.

Essential to the development is a 5000 thousand bay underground car park at the entrance to the area. This would be a three storey building and would save a large area of land. From this point visitors would travel by micro rail or walk to other areas. Studies by the developers showed that this parking would have a 120% occupancy ratio. It would provide safe car parking not only for people frequenting the Point, but would offer parking to the beachfront, and the residents in the adjacent buildings to the North of Bell Street.

The major focal point within the area would be The Castle otherwise known as the King George V Gun Battery. This focal point would attract the initial influx of visitors. Revitalisation of the area would then spread outwards, and focus would fall on the marina activities.



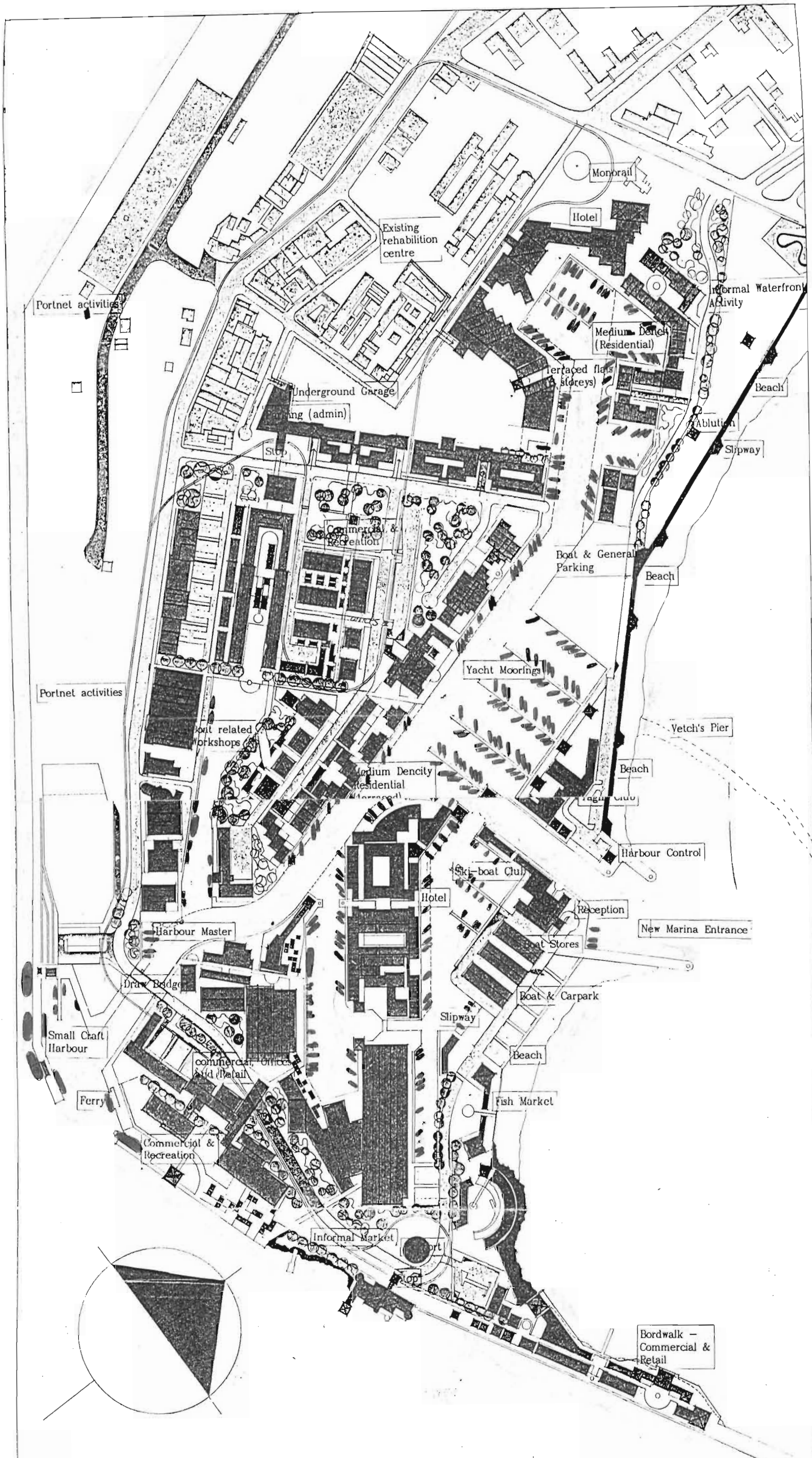
Commercial facilities would include a central tunnel along North Pier. Along this tunnel would be a multitude of restaurants, commercial and low density speciality retail outlets. The proposals said the area would not be zoned for high cost office or commercial activities. Each restaurant would specialise in one type of dish. These restaurants would cater to everyone's tastes. This use would contribute to an exciting vibrant area.

The Maize shed could be converted into a restaurant with a lake inside. People would be taken to their tables on boats, and served their food from boats. It would be incredibly unique. Near the Maize shed boats could reverse dock and be served from the dock edge. They would add ambience, and atmosphere to the restaurants.

The old prison could be converted into a hotel. It would be an unusual novelty, to stay behind bars. The adjacent walls could be knocked down, to open up the building to the beach. This project would cater to all income groups.

Other proposals of the plan include:

- A fishermans market next to the North Pier Area.
- A railway coach restaurant.
- Boatels floating in the harbour.
- A Sydney Harbour type bridge over the harbour, which would be a toll road thus reducing traffic on the Victoria Embankment.
- An all weather gazebo band stand for musicians and actors.
- A day night care centre for young children. This would allow parents to socialise while secure in the knowledge that their children are safe.
- Education in the area would not put the land to its maximum use and therefore was considered not necessary in the area.
- The boats clubs would be consolidated into a yacht club and a Ski - boat club with a high class restaurant.
- An informal market.
- Some office space.



CONCEPT PLAN:

MAP 11

DURBAN POINT MARINA

Source

CDM CONSULTANTS:  
ENGINEERS ARCHITECTS  
LIEBERBERG & STADLER  
PARTNERSHIP LTD. 1997

There were a number of major criticisms of this project from respondents such as Transnet, Political Groupings, and some councillors. These were

- a. the high cost involved with the project.
- b. only having one international funding agency.
- c. its orientation to mainly the affluent.
- d. only one developmental agency controlling the development
- e. converting prime real estate to water use.

#### **BS BERGMAN MARINA PROPOSAL. (MAP 12.)**

Mr Duncan of BS Bergman and Partners, proposed a small boat harbour on the sea side of the Point Area. He said the Southern African eastern seaboard has no real boating facilities or small boat marinas with direct access to the sea. This is because the coastline is a high energy coast line, as there is a long reach and no offshore reefs to break the intensity of the waves. A marina would be unique as there is nothing like it on the South East coast of Africa. The Vetch's Pier and North Pier offer the ideal place to build such a small boat harbour.

Duncan said a marina is an essential feature of a waterfront development. The facilities in Durban are already poor and there is a need for small boat berths and more boating facilities. It would provide hundreds of berths for small boats, a club house, a ramp for the ski boats, restaurants and a hotel. A new pier would be created and the inner basin would be dredged to a depth of 3m. The existing piers would be extended. Dredging from the southern side of North Pier would provide sand for the creation two new beaches on the north side of North Pier, and on the north side of the new Vetch's Pier.

The project would boost the boating fraternity. He believed that if the present beach is left to decline it would be a horrible waste. The platform that would be created along the beach would be 660m long and extend 100m out. Yachting would be based in the marina, and a yacht club would be found in the same vicinity. The sci boat club and NSRI would have a launching ramp near to North Pier. This would separate motor boats and sailing boats. There would be security fence preventing access to the yacht berths. Duncan proposed a number of positive spinoffs from the project.

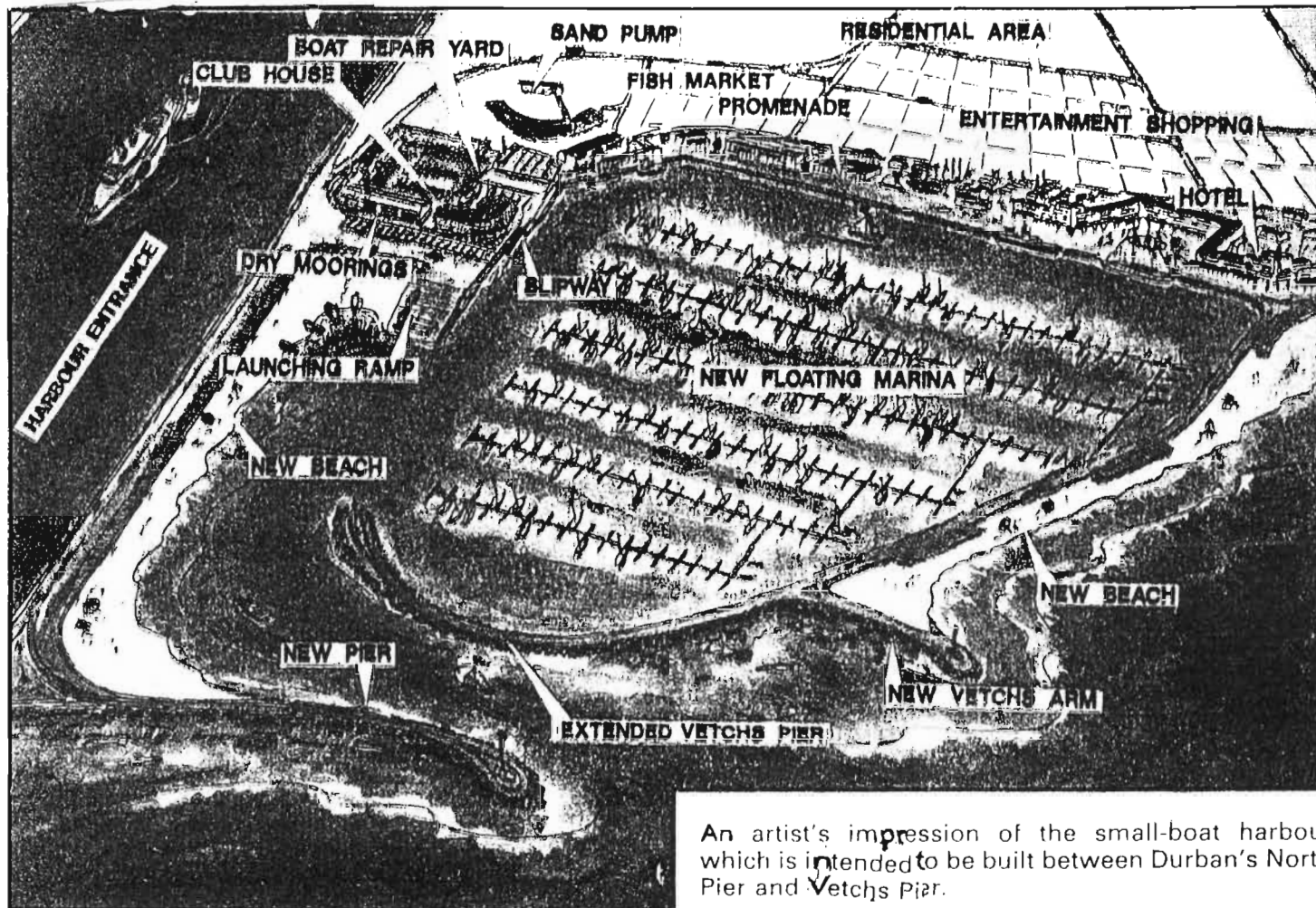
- It could serve visiting yachts.
- Provide a fast safe launch for the NSRI
- There would be extra beachfronts.
- A secluded sheltered beach would be created. The locals would have full access, except to the berthing facilities for security reasons.
- Fishermen would have a greater fishing area.
- The new arm of Vetch's Pier would create a Point Break towards Addington, which would become a surfing mecca.
- The marina would create less congestion in the harbour mouth and would avoid problems with the Point Harbour authorities.
- Duncan said the environment will ultimately benefit from this development. Although the Vetch's Pier reef will initially be destroyed the new reefs and the harbour area will actually increase the sea life more than before. Pollution would not be a problem as sullage would be pumped off the yachts, and most of the land runoff goes into the harbour. The small boat harbour would have to be continuously dredged, and the beaches would have to be constantly replenished.

At the moment the project is on hold until the developmental agency is completely formed. Duncan believed the marina would be the focal point, as well as kickstart the revitalisation of the Point Area. He believed the project would not cost the ratepayer a cent. By reclaiming some 7.5 ha of land and selling at the market value quoted by estate agents at R10 million per ha, R75 million could pay for the whole project.

He believed the marina would be orientated to the rich. If it caters to just low income groups there is a danger that the area will become a slum. Duncan said a marina in the long term would provide a wealth of jobs and these benefits would trickle down to the wider society. Initially these would be in the construction industry, and in the long term in maintenance, security, and running, and a multitude of others.

The main criticisms of this project were :

- The boats would have difficulty getting out of the harbour because of the angle of the entrance and the prevailing north east winds.
- The negative impact on the marine reserve and existing beaches.
- One private developmental company controlling the whole development.
- The selling of reclaimed land that actually belongs to the public.



An artist's impression of the small-boat harbour which is intended to be built between Durban's North Pier and Vetchs Pier.

SOURCE:- Natal Mercury, 24/03/93

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