Achieving diversity through collaborative planning in mixed-use precincts:

A case study of Florida Road, Durban

By

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DECLARATION - PLAGIARISM

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2. This thesis has not been submitted for any degree or examination at any other university.

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Abstract

Entertainment precincts are typically packed with a mix of retail, art galleries, nightclubs, restaurants and even places of worship. The mix of people and land uses creates a diverse and dynamic area which has economic and social benefits. However, for an entertainment precinct like Florida Road in Durban there seems to be difficulty in communicating some of the resulting social issues. The unclear role of stakeholder input renders communication inefficient in the precinct. This study therefore sought to understand the social impact of mixed use development using Florida road as the case study. Both quantitative and qualitative research approaches were employed using a sample of 66 respondents to capture firstly; the everyday life perspectives of the residents and the visitors/users of Florida Road, secondly; to examine and clarify the extent of the social impact resulting from the changes in patterns of land use and finally, to understand the processes followed to redevelop Florida Road. A land use survey of the Florida Road corridor which when compared with the land use pattern in 2007 revealed some changes in the land use pattern and the introduction of high intensity land use activity such as nightclubs in close proximity with residential land uses. The results from the surveys and interviews with property owners, business management, precinct manager and municipal officials showed that while precinct management has made commendable physical progress since its inception in 2012 there are underlying challenges. This paper argues for the need for intimate collaboration and examines available knowledge which could assist in guiding and analyze stakeholders, bureaucratic fragmentation and citizen participation in South African spatial planning. The case study appraises consistent collaborative planning in the decision-making processes in order to enable communities and local government to communicate effectively without squandering opportunities to diversify.

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Glossary:

ANC	African National Congress
CBD	Central Business District
CID	City Improvement Districts
CoGTA	Co-operative Governance and Traditional affairs
CSP	Chapel Street Precinct
CUT	Critical Urban Theory
DFA	Development and Facilitation Act
DLG	Developmental Local Government
EMA	EThekwini Metropolitan Area
FAP	Functional Area Plan
FAS	Fifth Avenue South
IDP	Integrated Development Plan
KZN	KwaZulu Natal
LAP	Local Area Plan
LDO	Land Development Objective
LeFTEA	Less Formal Township Establishment Act
LTDF	Long Term Development Framework
LUM	Land Use Management
LUMS	Land Use Management System
MSA	Municipal Systems Act
NDP	National Development Plan
PDA	Planning and Development Act
SA	South Africa
SDF	Spatial Development Framework
SIAP	Social Impact of the Arts Project
SPLUMA	Spatial Planning Land Use Management Act
SMS	Short Messaging Service
UDF	Urban Development Framework
UIP	Urban Improvement Precinct

US/USA   United States of America

Chapter One: Introduction and Overview of the study

1. Introduction

"*Cities are said to represent the greatest achievement of human civilization, the place where culture and the great traditions are created and preserved*" (Hutchison, 2010: xiv).

Cities have traditionally been regarded as places of production that facilitate the flow of goods, money and people. The role and function of cities has changed and there are considerable similarities and differences in the experience of cities in the developed and developing world (UN-Habitat 2014). Urban change is of particular interest to urban planners, development theorists and social scientists concerned with both the process and consequent urban issues.

In the South African context there is a focus on apparent disparities and socio-spatial patterns, stimulated by the recognition of diversity amongst South African cities. This focus comes with a warning that if South African cities do not recognise the potential offered by embracing difference and culture, they will miss out on opportunities relating to diversity in this complex yet multicultural country (Parnell et al, 2007). This research study adopts a cognitive social impact perspective in order to understand the means of embracing diversity in the study area, Florida Road, Durban.

Florida Road is a mixed-use entertainment-orientated corridor whose land uses has changed rapidly from predominantly residential to a variety of uses, mainly retail and entertainment (Iyer, 2012). This phenomenon is evident in large municipalities in KwaZulu-Natal. According to Forster et al (2011) in Robinson (2014: 169) "the existing planning and control mechanisms are not coping with the demand for changing uses and development pressures in the suburbs".

The Florida Road case will make a relevant contribution to understanding how changing land use patterns within the precinct have resulted in

competing land use activities, vagrancy and other related activities along the corridor. The researcher argues that these issues (amongst others to be investigated) need to be addressed through intimate collaboration. The intention is to shift the manner in which the city approaches land use planning and urban change as well as the pace at which it reacts to the latter.

1.1.   Statement of the Problem

The study area, Florida Road, is a dynamic entertainment precinct with a mixture of people and land use activities which have changed over time. The precinct has consequently benefitted the city of Durban as the city deals with the enduring legacy of apartheid. The study area presents the challenge of firstly, bringing different people and groups together to work and live in harmony despite past differences and secondly, eThekwini Municipality's ability to control the impact of land use change in an efficient way. Based on observations, there appears to be competition for space as well as social conflict arising from survivalist (informal) economic activities whose overall impact is hard to define. The effects of land use change on social life have not been studied.

The key finding of the Urban Development Framework (UDF), which was recently developed to understand the urban system in large municipalities in KwaZulu-Natal was that town planning schemes have not changed to accommodate current needs and the land use management system and that it is necessary for this system to be more flexible (Robinson, 2014: 168).

An assessment of the existing conditions in the study area offers a clear indication of the nature of the problem with the intention of assisting eThekwini Municipality to explore the full potential of the precinct while ensuring the safety of its citizens.

1.2.   Aim

The aim of this study is to determine the influence of collaborative planning on mixed use precincts.

1.3. Specific Objectives

The five specific objectives are:

1) To identify the diversity of land uses in the precinct.

2) To assess residents and users of the precinct's socio-economic conditions, personal circumstances, level of fulfilment and difficulties.

3) To examine the extent of stakeholder and in particular, community engagement with regard to the change in land use and local authority enforcement.

4) To explore ways of integrating social information (wants and values) with land use planning processes.

5) To provide recommendations that would enable the local authority to maintain a healthy urban environment and implement effective land use change; make better informed decisions and arrive at informed interpretations of the social dimension of sustainability for the future of the city.

1.4. Research Questions

The main research question posed is:

How can collaborative planning facilitate social cohesion at the neighbourhood scale?

1.4.1. Subsidiary Questions

1) What socio-economic realities and conflicts emanate from a diverse mix of social groups?

2) What are stakeholders' responsibilities with regard to urban land use change and management?

3) How can community involvement be integrated more efficiently in the planning process?

4) What methods can be used to improve collaboration in the planning process based on the findings of above research questions?

1.5. Structure of the Dissertation

The dissertation is divided as follows:

Chapter one is an introductory chapter, which outlines the background information that sets the context for the study. It covers the problem statement, where the problem which was observed in the study area is explained, the purpose of the study, including its overall intention and rationale, and the study's aim, objectives and research questions that form the core of the research.

Chapter two provides a descriptive account of the data collection methods/techniques employed to achieve valid findings. The type of data analysis employed in order to interpret the findings accurately is explained as well as the limitations of the research and problems encountered.

Chapter three is divided into three sections. The first sets out the conceptual framework, briefly outlining the key definitions and principles underpinning the research. The second section presents the theoretical framework and examines the origins and relevance of the Communicative Planning Theory to the study area. Current collaborative planning debates are also outlined with the intention of formulating solutions. The third section presents the literature review where the local context is assessed, with a specific focus on the history of planning in South Africa and the notion of public participation in the development planning of South African cities. The literature review goes on to outline some of the debates (local and international) on the planning profession and the planner's role in promoting concepts such as 'diversity' in cities.

Chapter four presents the case study. It contextualises the study area, Florida Road Precinct, and its location and role within the broader eThekwini Metropolitan Area. It also assesses the responses from the survey and interviews in order to gauge the current conditions based on input from the users of Florida Road, residents (temporary and permanent) and property

owners. The responses from interviews are based on input from decision-makers, business representatives and eThekwini Municipality officials.

Chapter five provides an analysis and interpretation of the Florida Road Precinct. It presents a performance criteria used to explain the connection between the physical, environmental, economic and social situations in this area. The issues highlighted in chapter four are expanded upon as this chapter also draws on the main findings to summarise and discuss salient points.

Chapter Six summarises the main research findings and determines a criteria for assessing the level of land use through intensity. It provides recommendations which could be useful for land use management. It draws conclude on the effectiveness of consistent collaborative planning when implemented to at the neighbourhood level.

1.6.   Justification

A number of scholars have identified missed opportunities in embracing diversity in cities (Sandercock, 1998; Fainstein, 2005). These opportunities include the experience of role players such as residents, users of the space, businesses and the local authority. If urban change is to bring about regeneration of a city, all aspects of sustainability must be investigated. Such an investigation should aim to challenge the assumption that the economic benefits associated with cultural investment (cultural/entertainment hubs) surpass the social benefits (Seifet and Stein, 2005). This research study will, therefore, show the extent to which involvement at community level might benefit the greater municipality over time.

A mix of people, land uses and activities has implications for the social, economic, physical and environmental well-being of the neighbourhood and the city of Durban. The study focuses largely on experiential knowledge and seeks to understand the role of the precinct from the perspective of the people who use the space. It also seeks to explore how the city manages diversity from a planning perspective.

2. Introduction

It is important that a researcher finds a method to collect information that best suits the purpose of the study. Myers (2009) defines a research method as a strategy of enquiry, which moves from the underlying assumptions to research design and data collection. It is informed by the research objectives which offer direction in terms of what information to find, but is limited to the information that is available. This chapter defines the research design employed for this study, followed by an elaboration of data collection methods and why they were the most suitable methods for this study. It goes on to discuss the data analysis method used. The chapter concludes with a discussion on the limitations of the research.

2.1. Research Design

Although other distinctions are also used, the most common classification of research methods is qualitative and quantitative. Quantitative research methods were originally developed in the natural sciences to study natural phenomena and were used by social science researchers to study social and cultural phenomena (Myers, 2009). While these methods may differ, they are symbiotic. Quantitative researchers recognise that qualitative data can play an important role in quantitative research and, at the same time, qualitative researchers realise that reporting the qualitative views of a only few individuals may not permit the findings to be generalised to a broader population (Creswell, 2003).

This study employed a qualitative and quantitative case research method. Creswell (1998:15) defines qualitative research as, "an inquiry process of understanding based on distinct methodological traditions of inquiry that explore a social or human problem". In qualitative research, procedures and processes are flexible and the researcher is immersed in the study (McMillan and Schumacher, 1993; Neuman, 2003). All of the data collected was

analysed using quantitative figures and illustrated as such. This data presentation allowed the researcher to maximise the use of the information in order to ascertain the validity and reliability of the study outcomes. Both qualitative and quantitative methods are therefore for this study as they capture the everyday life perspectives of the people of Florida Road.

2.2. Research Strategy – Case Study

The Webster's New Collegiate Dictionary defines a case study as "the intensive analysis of an individual unit (as a person or community) stressing developmental factors in relation to environment".   A case study approach was chosen as it provides concrete and context-dependent knowledge which is more valuable in the study of human affairs than the vain search for predictive theories and universals (Flyvbjerg, 2007:3).   A case study can be used to investigate a social group or phenomenon within a specified time frame, such as was done in the Florida Road study area (Creswell, 1994).

The study area is situated in the city of Durban, KwaZulu-Natal and located in the Windermere area. Florida Road is bounded by the suburban areas of Essenwood and Musgrave to the west and forms part of Morningside and Stamford Hill to the east. It is strategically positioned north of the Durban CBD (Refer to Figure 2.1. pg.8)

The Florida Road case study area was chosen for a number of reasons, including:

1) It is spatially fascinating, a unique product of urban transformation;
2) The area is socially attractive and has intriguing social intricacies, some of which are obvious, while others are hidden behind the aesthetics;
3) The precinct needs to address its challenges through intervention
4) The area has rich potential to become a harmoniously diverse precinct.

Figure 2. 1: Locality Plan showing the location of the study area within the city of Durban in the province of KwaZulu Natal.
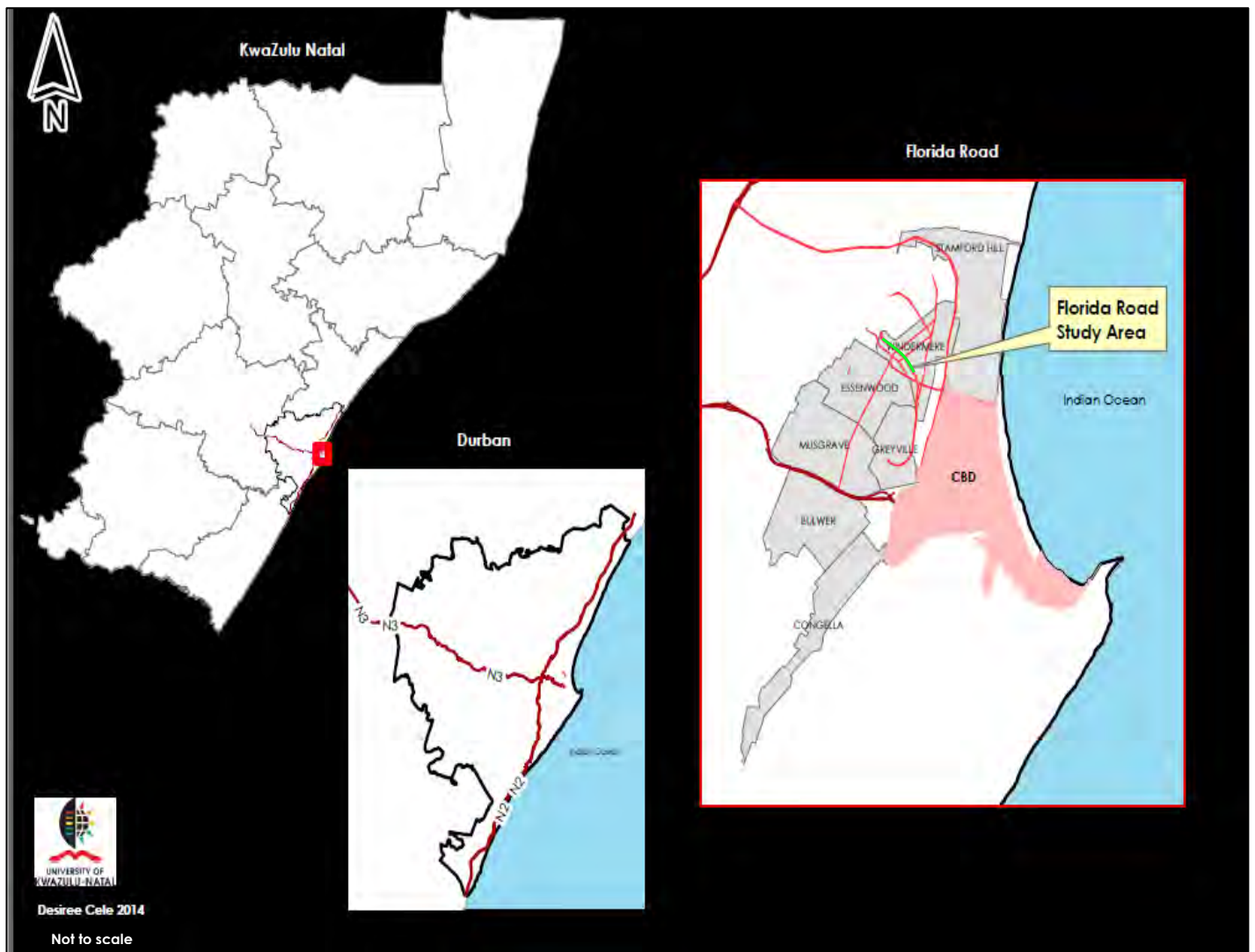
Source: Author (2014)

2.3. Data Collection

The research used both secondary and primary data sources. Secondary data consisted of books, journals, newspaper articles, maps/plans and internet searches. The data from various sources was used to formulate a theoretical framework and to compile a literature review. Primary data was collected through questionnaires specific to individual groups including open-ended questions and face-to-face interviews. The conceptual framework for data collection is summarised on Figure 2.2, pg. 9. Where

necessary, part of the documented evidence, in the form of maps and reports were used to support primary data sources.

Figure 2. 2: Showing the conceptual framework for Data Collection
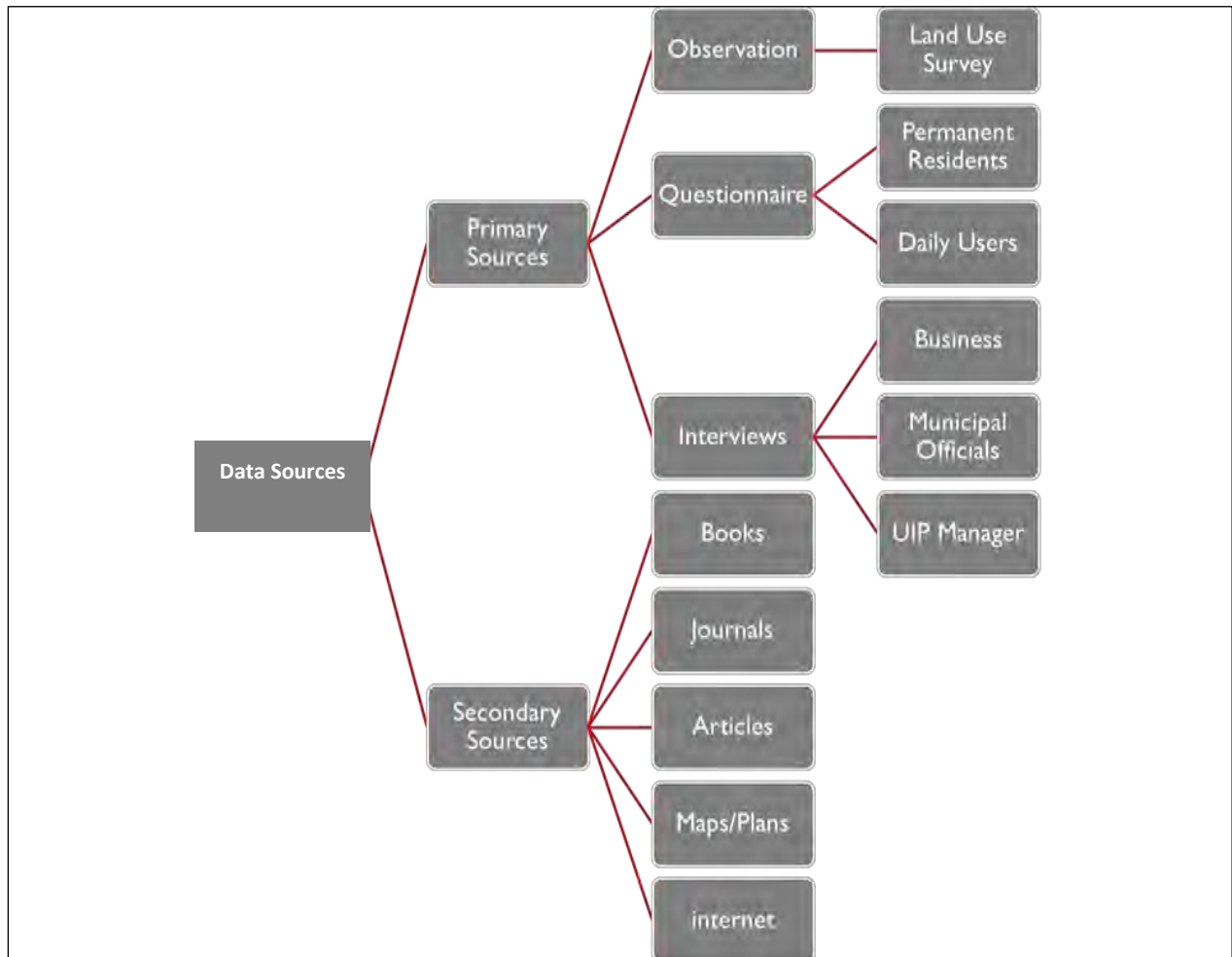
Source: Author (2014)

2.3.1. Land Use Survey

In order to fully understand the study area, the first empirical objective was to investigate the diversity of land uses in the study area through a land use survey. This survey was carried out in the study area in order to determine current land use patterns. In-depth understanding of current land uses enabled the researcher to determine their relationships and changes.

All land uses occurring along the corridor were noted manually on a land use survey sheet (see Figure 2.3, pg. 10). Details pertaining to each land use that

would/could affect the outcome of the study were also noted. There was flexibility in terms of the various residential uses and functions, which were grouped into a flat/apartment; duplex or similar and a standard house. This was done in order to estimate the number of people residing in the area. Commercial use was also categorised, particularly because the study area presents a variety of commercial uses. A category of 'other' was reserved for uses that exist on the site but were not accounted for on the survey sheet, as well as mixed uses. The overall intention was to gather and reflect on the latest data that informed the outcome of the research (Refer to Appendix 7).

Figure 2. 3: Land Use Survey Sheet outline, refer to Appendix 7 for detailed land use survey for the Florida Road precinct.

Source: Author (2014)

The area under investigation stretches from Mitchell Park (labelled 1 on the Map) to the Lilian Ngoyi (Argyle) Road intersection (labelled 2). The focus of the study is the erven adjacent to Florida Road (Refer to Figure 2.4, pg. 11).

Figure 2. 4: Extent map of case study area, Florida Road, Durban.

Source: Author (2014)

2.3.2. Mapping

Existing land uses noted during the land use survey were mapped using the ESRI ArcGIS package, ArcMap programme which was installed on a secure computer. All land uses on each site within the study area were mapped and presented (Refer to Plan 4.1: Land Use Composition 2014, Florida Road, pg.83). Other maps (locality and extent maps) were created using ArcGIS and Microsoft Excel.

2.3.3. Questionnaires/survey

The quantitative research design chosen was a survey by means of questionnaires which were administered to key participants, including users of the space at any time of the day (this included but was not limited to visitors) and permanent residents (those who have lived in the area for a number of years, property owners/tenants). The purpose of the survey was to fulfil the following objectives:

1) To assess residents and users of the precinct's socio-economic conditions, personal circumstances, level of fulfilment and difficulties.

2) To examine the extent of community engagement with regard to the change in land use and local authority enforcement.

Survey participants were selected by means of a random cluster sampling technique. In cluster sampling, a cluster, i.e., a group of population elements constitutes the sampling unit, instead of a single element of the population. The population is divided into clusters, a simple random sample of these clusters is selected and every unit within the selected clusters is sampled (Shavelson, 1988).

The primary goal was to choose a sample of individuals representing a selected stakeholder group together with randomly selected visitors (of various demographics) within the precinct. It was important that both residents and businesses in particular were represented in the sample because of their current significant contribution and roles within an entertainment precinct such as Florida Road.

A sample size of 66 was chosen to be representative of Florida Road's stakeholders using a stratified random sample of the Florida Road community. These included 30 residents; 25 users and/or visitors; 10 businesses and one church located on Florida Road.

Flats were randomly selected and households within the block were also selected randomly, as were individuals within the households based on who was available at the time of the survey. In order to obtain a significant response rate from residents, 30 questionnaires were administered using various methods such as personal distribution, telephonic contact and an email survey based on a stratified random sample of Florida Road residents. Of the 30 questionnaires distributed, 20 responses were received.

Questionnaires were distributed and collected among businesses (falling within the randomly selected clusters, every second business was surveyed) and the churches selected. Users and/or visitors were selected systematically; every 5th person at the intersection of Florida, Lambert and Gordon Roads was selected (Refer to Figure 2.5 below). It is important to note that the questionnaires for users and/or visitors were purposely separated from the residents in order to make a distinction in terms of their views as visitors (people who live outside the study area but use it either for work and/or leisure) and the views of residents (those who reside in the study area).

Figure 2. 5: Lambert & Gordon Road intersections where survey respondents were randomly selected.

Source: Author (2014)

Questionnaires (refer to Appendix 2-5 for the questionnaires) were used to gain insight into how the selected respondents perceive the study area and to gauge the level of community engagement among permanent residents and businesses.

Questionnaires were therefore administered to the following groups:

a) Residents

b) Users or visitors

c) Businesses

d) A Church

The questionnaires for residents and users/visitor investigated the following areas:

- Section A: Personal Particulars

- Section B: Residence

- Section C: Use of area

- Section D: Perceptions of the area

- Section E: Surveillance

- Section F: Public Engagement

- Section G: Overall Comments on the Florida Road precinct

The questionnaires for businesses and the church investigated the following areas:

- Section A: Location

- Section B: Contribution

- Section C: Perceptions of the area

2.3.4. Interviews

A qualitative approach was chosen; inclusive of in-depth face-to-face interviews which were also held with stakeholders (refer to Appendix 6,pg 151). They were informed by the overall objectives and research questions. These were structured interviews with open-ended questions, "increasing greater comparability of responses" at the data analysis stage. Structured interviews reveal people's feelings and beliefs (Patton, 1987:116). During the interviews, the stakeholders outlined their roles and offered uninhibited perspectives on some of the key issues currently surfacing in the Florida Road precinct. The participants were debriefed in order to ensure that the interview questions were clear and understood. A series of open-ended interviews with a municipal official and the Florida Road UIP Manager supplemented the questionnaire results.

The set of questions for the interviews with stakeholders aimed to establish:

⇒ Their roles and responsibilities in relation to the Florida Road precinct

⇒ Their personal perceptions of the precinct

⇒ Difficulties encountered in fulfilling their role in terms of planning related issues

⇒ Their involvement in the development and future plans for the precinct

⇒ Any comments they might have on the management of the precinct

As Table 2.1 shows, the interviews were specific to different stakeholders.

Table 2. 1: Stakeholders interviewed

Interviewee	Role	Objective of Interview
Interview 1 Name: Anonymous Title: Resident/property owner	He has been a Florida Road resident for over 10 years.	⇒ Aimed to understand the perception and lived experience ⇒ To give a residents perspective
Interview 2 Name: Mr. G. Braatvedt Title: Manager, Florida Road Urban Improvement Precinct	He has been the precinct manager since its inception in 2012.	⇒ To understand his responsibilities and level of interaction with other stakeholders.
Interview 3 Name: Mrs. L Allopi Title: Manager, eThekwini Metropolitan	She has been working on the scheme amendment whose zoning changes have been proposed awaiting	⇒ To understand the departments role ⇒ To understand her position with regards to land use change on Florida Road

Municipality's Land Use Management Branch	comments from the public (at the time of the interview).	⇒ To check on the department's progress with the scheme amendments
Interview 4 Name: Mr. Reitz Title: City Architect, eThekwini Metropolitan Municipality's Urban Design and Landscape Planning	He has worked personally with private property owners on the restoration of at least 10 of the 26 listed buildings on Florida Road over time.	⇒ To understand historical significance of Florida Roads' architectural buildings ⇒ To get his views on Architectural preservation verses contemporary planning in SA.

Source: Author (2014)

The following table below quantifies the overall number of data received and channel used to collect the data from the participants in the study.

Table 2. 2: Data received

Data Source	Respondents	Channel	Quantity
Questionnaires (Open ended questions)	Residents Visitors Business Church	Fax	-
		Post/hand delivery	36
		Email	15
		Telephone	5
	Local Authority Urban Improvement Precinct	Face-to-face Interviews	3

Source: Author (2014)

2.3.5. Data Analysis

Structural analysis was employed in the form of a case data analysis approach. Gall et al. (1996) describe structural analysis as an investigation into patterns which may be found in conversations, text, activities, etc., with little or no explication as to the patterns' meaning. The data obtained through the questionnaires, interviews and documents was analysed and presented as tables, graphs and illustrations created using the Microsoft office package.

2.4. Advantages and limitations of the research method.

Qualitative and qualitative approaches are useful as they are responsive to local situations, conditions and stakeholder needs. However, the findings may be unique to or limited to the few people included in the study (Patton, 2002). Qualitative research designs aim to understand behaviour as it occurs naturally and there is no manipulation of subjects or phenomena (McMillan and Schumacher, 1993). Qualitative researchers respond to changes that occur during the course of a study and as a result may shift the focus of the study. However, according to Creswell (1994), the data obtained through qualitative research may be subject to different interpretations by different readers and because of the interpretative nature of the qualitative research, the investigator may introduce bias into the analysis of the findings. Quantitative research is useful as it makes quantitative predictions.

The study overcame the following limitations:

- The environment was enabling during the day, people (visitors especially) were actively interested in participating in the study however there were limitations at night because of the night time activity. People's unwillingness to participate at night meant that research could be exclusively conducted during the day. The researcher had initially anticipated studying both day and night time conditions as she believed that the road functions differently and exposes different elements at different times of the day and that this could inform the study. However limited, information was obtained from a few willing participants.

- The resident interviewed was keen on making their voices heard through the survey yet felt uncomfortable about disclosing personal information and asked to remain anonymous. All of the necessary conditions were upheld in keeping with the Indemnity Form signed which asserted respondents' 'anonymity and freedom to withdraw from the study'.

- A couple of issues arose when dealing with visitors/users. The first was language barriers. The trial survey revealed that a few of the users that are workers on Florida Road are of African descent and had limited understanding of certain English words and/or planning terms. The researcher had to simplify certain terms used in the survey. Secondly, some users did not have the time to fill in the survey as they were working; arrangements had to be made for an appropriate time on the same day.

- Business managers who were available, were able to make their contribution timelessly and made an effort to return the surveys using various channels. The only limitation was setting appointments with managers because of the odd business operating hours, the researcher was able to meet this limitation by the use other means (email/telephone) or return to the business many times until the survey was complete; this increased travelling costs. More responses were received in due time.

- The business managers surveyed showed some reluctance to answer questions concerning their business' operating hours. This is a sensitive issue especially with restaurants that tend to operate longer than they are permitted to during the evening. This is among the issues of illegality which were not revealed by the participants.

- While it was easy to determine the type of land use activity outside the building, the researcher experienced some difficulty in confirming the actual activity inside the building (building either closed or restricted access). The limited information obtained through using insiders was confirmed with the precinct manager.

2.5.   Reliability of research

Reliability is as important in qualitative research as it is in quantitative research and questionnaire design (Healy and Perry, 2000; Patton, 2002; Golafshani, 2003). A pilot survey was administered to a few respondents representing

residents, visitors and business in order to test the questions. While the residents and businesses had no difficulty in interpreting the questions, as noted above, some visitors/users found them difficult to understand; therefore, some questions were simplified. The final questions in the questionnaires varied. Some were simple yes/no answers, while others had options for respondents to choose for open-ended questions. All the questions related to specific themes of enquiry and all the respondents were given the same set of questions in order to increase reliability. This variety allowed the respondents to better express themselves, enhancing the quality of the results. In order to ensure transparency, the questions asked did not in any way either presume anything about the respondents or aim to make them uncomfortable; no difficult words/terminology were used and the response format was also enabling.

In order to ensure data integrity a sampling method was used to select the respondents at appropriate locations (see Figure 2.5, pg. 13). Care was taken to ensure that the field agents were efficient in collecting and documenting the data. Any unanticipated information that could impact the results of the study was noted.

3. Theoretical Perspectives

3.1.   Conceptual Framework

The main research question informing this study investigates the collaborative planning approach's ability to facilitate social cohesion at the neighbourhood level. In keeping with this focus of enquiry the researcher reviewed the literature on this key concept, which was adapted theoretically from the Theory of Communicative Action. The study area presents an opportunity for better collaboration.   For the purpose of this study, collaboration is defined as "working with others to do a task and to achieve shared goals" (Collins Dictionary <u>2014</u>).   The relationship between the stakeholders in the study area is unclear and it is assumed that this lack of transparency is one of the reasons why the area is still experiencing social issues related to land use change.   It is therefore expected that this investigation offers an insight into how to integrate stakeholder input with the planning process in order to achieve diversity (see Figure 3.1 below).

Figure 3. 1: Conceptual diagram
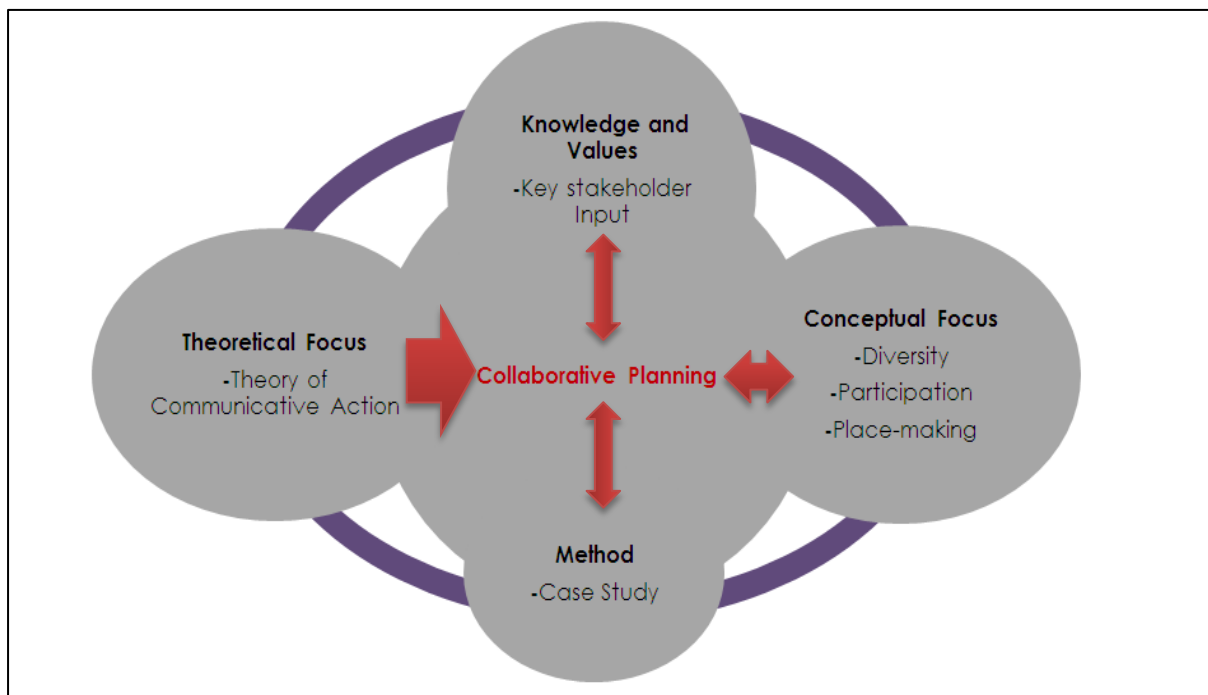
Source: Author, 2014

3.1.1. Definitions and Terms

The pertinent concepts and terms that form the basis for this research study are: mixed uses, cultural hub/district, creative cities, participation diversity, place-making, and sense of place; these are defined as mutually reinforcing.

- ***Mixed use development***

The Adelaide City Councils' Guide to Mixed Use Development (2010:9) defines mixed use development as: "Development which comprises a mixture of two or more land uses, either comprised within a single building (horizontally or vertically) or multiple buildings of different uses within a distinct development site at a walking distance". Vertical mixed use refers to a mix within the same building while horizontal mixed use can involve individual land uses at block level (refer to Figure 3.2).

Figure 3. 2: Horizontal mixed use and vertical mixed use example
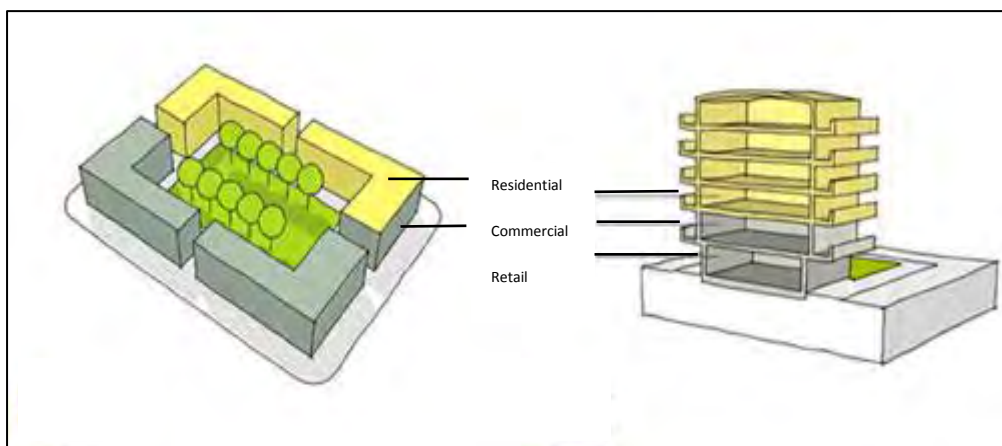
Source: Adapted from www.mfe.govt.nz Accessed 22 November 2014

- **Culture**

Defining culture in a manner that everyone identifies with is especially difficult. This study adopts Houston's (2007) definition of culture as "the arts as well as the intangible shared beliefs, values and practices of a community". Culture is dependent on a community's values and efforts to voice their understanding of the world (Seifet and Stein, 2005).

- **Cultural hub/district**

Frost-kumpf (1998:15) defines a cultural district as "a well-recognised, mixed-use area of a city, with a high concentration of cultural facilities which serve as an anchor of attraction". Cultural districts aim to boost neighbourhoods by:

- ✓ Beautifying cities

- ✓ Providing employment

- ✓ Attracting residents and tourists to parts of the city

- ✓ Complementing adjacent businesses

- ✓ Attracting well educated employees

- ✓ Contributing to a creative and innovative environment

- *Creative City*

According to Throsby (2010:139), "The concept of the creative city describes an urban complex where cultural activities of various sorts are an integral part of the city's economic and social functioning". Such cities tend to:

- ✓ Be built on a strong cultural infrastructure;
- ✓ Have relatively high concentrations of creative employment;
- ✓ Be attractive to inward investment because of their well-established arts and cultural facilities.

- *Participation*

"Participation is a means of obtaining information about local conditions, needs, desires and attitudes. This information may be important to achieve informed and implementable decisions in the planning process" (Bryson, 1993:3)

- *Place-making*

The term 'place making' refers to the creation of urban environments with a unique sense of place. The concept of place-making is at the centre of the issue of environmental quality. Therefore the creation of urban settlements

which reflect a sense of place and expresses the unique nature of their cultural and natural setting should be a central concern in the urban environment (Behrens and Watson, 1996).

- *Sense of place*

The concept of 'sense of place' is highly contested. This study adopts Hutchison's (2010:602) definition: "Sense of place can perhaps best be understood as combining those aspects of place-making that relate to meaning, including how a place is perceived, conceptualized, spoken about, and remembered".

Creating a sense of place is not restricted to beautifying the space but also creating a sense of belonging. Different places offer different life experiences, and these experiences mould people's perspectives, values and self-identity. People's identities are shaped through their personal experiences, meaning that they do not just make the place; the place also makes them (Behrens and Watson, 1996).

- *Diversity*

In its simplest definition, this term refers to the condition of being diverse; especially including diverse people, such as people of different races or cultures, in a group (Webster's New Collegiate Dictionary). The different meanings of the concept in planning are expanded on later in this study.

- *Revitalization/regeneration*

According to Turok (2004:111), the "urban regeneration process means to change the nature of a place by involving residents and other stakeholders, embracing multiple objectives and activities, with partnership working among different stakeholders".

3.1.2. Performance Criteria

An analysis of the study area's physical environment was conducted using the following of performance criteria, adapted from Kevin Lynch in *Good City Form* (1981) Lynch proposed the following performance criteria to

evaluate the performance of urban environments: 1. Vitality; 2. Sense; 3. Fit; 4. Access and 5. Control. These criteria are used to evaluate the performance of Florida Road as a precinct. In summary, Lynch (1981) describes the criteria as follows:

- ***Vitality***

Vitality refers to the extent to which the city can uphold the necessary biological performance of human beings, which is the support our bodies require such as water, air, energy and food. There should always be an adequate supply of these elements in order to sustain a good and healthy life. Furthermore, the habitat should be free of hazards such as poisons and disasters and the safety of all inhabitants should be upheld.

- ***Fit***

This is the match between the function and the physical city, which is a necessity in human culture.   Fit refers to how well the spatial and temporal pattern of a settlement matches the customary behavior of its inhabitants. When there is similarity between the physical city and patterns of behavior, people feel comfortable; on the other hand, the absence or lack of fit could make it uncomfortable and hard to behave in an area.

- ***Sense***

Sense is the level of health between the physical city and the way in which people identify and arrange it in their minds. In other words, it refers to the degree of homogeneity between the environment and the people observing it. Sense thus echoes the clearness with which people recognize the space. Sense depends on spatial arrangements, quality, culture and the existing function of the observer.

- ***Accessibility***

Accessibility does not only mean access to transport, but to services, information, other places and other people, followed by interaction between these variables. Access determines the level of variety and choice presented

to people. A place should provide people with information about physical ways of reaching it.

- *Control*

Lynch explains control as the extent to which the environment is under the control of the people who actually use it or reside in it. Control gives people feelings of authority and stability. People feel in control when there is enough social and physical space to do as they wish.

3.2. Theoretical Framework

The theoretical framework for any research study provides its philosophical basis. A philosophical basis is important because this study focuses on human behaviour under its social constructs and limits. Therefore, the theoretical framework links theory and the practical components of the research which are important when it comes to decision-making in the research process (Mertens, 1998).

This study aimed to determine the influence of collaborative planning on mixed use precincts. Taking the aim and the research questions into account, this section examines Critical Urban Theory which provides a valuable foundation for critical planning and understanding human knowledge. Secondly, Communicative Planning Theory underlines the appropriateness of collaborative planning as an approach for this research.

3.2.1. Critical Urban Theory

The transformation of urban space in the current era is unprecedented, with more than half of the world's population now living in cities (UN-Habitat 2014). Increased urbanisation fuelled by modern capitalism highlights some of the most crucial problems concerning space that are identified in key theoretical constructs in urban sociology (Harvey, 1982, 1985; see also Brenner and Theodore, 2002). Such recognition is not new; core research on planning theory and critical theory has been conducted which is unpacked in this chapter.

The relevance of critical research and theories has been recognised by different professions. Critical social theory seeks to improve the human condition (Ngwenyama, 1991). Many researchers have used critical theory to examine some of the most sensitive subjects, including historical and cultural criticism; deconstructive criticism of language, race, gender and human identity; and lesbian/gay criticism (Brookefield, 2005; Tyson, 2006). These all relate to the present urban condition; hence, this theory in the form of critical planning theory is ideal to answer the questions posed in this study.

The origins of critical urban theory lie in the Frankfurt School's critique of modern capitalism. These scholars examined a number of urban challenges and sought solutions that addressed debates on theory and practice at the time (Soja, 2000; Brenner, 2009). Critical urban theory represented a shift from the Chicago School's urban research ideologies that dominated the period from the 1930s until the 1960s. This critique was further developed within Karl Marx's *political economy* in the 1970s and 1980s. In the mid-1980s, Jurgen Habermas (1984) took the debate in another direction (Friedman, 2008; Brenner, 2009; Brenner et al, 2012; Sager, 2013).

A philosophical foundation is a sound starting point for critical research. For the purpose of this study, the researcher draws on Habermas' critical research stream with a theoretical focus on his *theory of communicative action* using a case study research method[1]. Habermas' earliest conceptual direction which he termed 'cognitive interests'[2] developed into his theory of communicative action; this is a very interesting contribution to critical social theory. In this work, Habermas clarifies and distinguishes between some of his most important concepts such as *communicative action and strategic action;* and *lifeworld and systems,* specifically how they transform modern life. These concepts illustrate a shift in his research focus from exploring the relationship between knowledge and human interests to a focus on

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[1] The case study research method is explained further in the chapter on Research Methodology.
[2] In his work, *Knowledge and Human Interests* Habermas found knowledge to be an outcome of fundamental interests (Habermas, 1972).

communicative action as the foundation for human emancipation (Habermas, 1972, 1984).

Conceptually, the researcher also draws on the many important insights and directions offered by post-Marxist critical urban social theory such as the work of popular thinkers like David Harvey. Of particular interest in relation to Harvey's work is his examination of the socioeconomic factors that influence human behaviour. For example, in his earlier work, *Social Justice and the City*, Harvey (1973) makes a strong case for the need for social justice and focuses on community conflict and its relationship with industrial conflict as well as social protest in the city. Harvey identifies an uneven geography of capitalism as a result of capital accumulation and emphasises how this hastens spatial inequality. Harvey's (2003) more recent empirical studies offer insight into the relationship between capital accumulation and the production of space, current power regimes and their implications for urban planning.

Figure 3. 3: The Trialectics of Spatiality

His work resonates with that of Edward Soja, a critical human geographer who has made his mark in postmodern theory. Soja's *Thirdspace: Journeys to Los Angeles and Other Real-and-imagined Places* (1996) offers his conceptualisation of space and describes a trialectic approach to human life. He conceptualises spatiality, historicality and sociality drawing on Lefebvre's *spatial triad* i.e., spatial practice (as firstspace), representations of space (as

Source: Soja (1996:72), image extracted from http://geography.ruhosting.nl Accessed 07 October 2014

secondspace) and representational space (as thirdspace). He argues that these concepts can be studied in isolation and also as interconnected. Soja describes firstspace as the physical environment, while secondspace is the 'imagined environment' and thirdspace is a combination of firstspace and

secondspace. This creates a lived space that adds value because it is as real as it is imagined. Therefore, lived space is space that is well-conceived and perceived (Refer to Figure 3.3, pg 27). Soja adds that each person builds their own thirdspace based on their own constructs, which makes this space open to different perspectives. Of particular interest is his recognition of social interaction as a critical component, where space is activated by its social productivity. In his later work, *Postmetropolis* (2000), Soja examines postmodern cities and emphasises the need for such cities to be viewed from varying vantage points and as more than mere objects. This includes taking into account the enduring challenge to urbanists and planners alike to study the changing landscape and social conflict at all spatial scales in order to achieve spatial justice. The researcher concurs with this point of view.

The above-mentioned scholars, amongst others (see also Fainstein, 2000) demonstrate that a paradigm shift is necessary to fully understand the importance of socio-space in terms of critical urban theory. According to Brenner (2009: 198), critical urban theory "insists that another, more democratic, socially just and sustainable form of urbanization is possible, even if such possibilities are currently being suppressed through dominant institutional arrangements, practices and ideologies".

Brenner (2012: 14) identifies key elements of critical theory and outlines four propositions that relate to one another. He summarises them as follows; "critical theory is theory; it is reflexive; it involves a critique of instrumental reason; and it is focused on the disjuncture between the actual and the possible". These elements underline the transformative nature of critical theory.

Criticism has been levelled against critical urban theory, particularly in terms of the practical application of the theory today. It has been criticised for its inability to structure what Kratke (2012: 148) views as "the intellectual and political challenges posed by the new urban growth ideologies". Kratke also argues against what he calls 'urban boosterism' advocated largely by the

creative cities concept (ibid). While this is a fair argument, as with any other theory there will always be those that ask how the theory in question deals with current, real life contingencies (Brenner et al, 2012).

Similarly, Yiftachel (2012) argues that most critical urban theories have not considered the emergence of 'new urban colonial relations' fuelled by political influence and thus states that the theory should be updated. He conducted a study on Bedouin Arab[3] villages around Beersheba, whose informal survival tactics have led to a new kind of urban order through the use of social movements. He identifies these as operating 'illegally' yet successfully outside the state. He refers to these as 'grey spaces' of informalities. In light of his findings, he calls for a critical urban theory that fully comprehends the new political geography and empirically analyses the interplay between urban struggles and identity transformations. The researcher agrees that contemporary urbanisation in the context of developing countries underlines the need for theories that are holistic, realistic and context-specific (see also Watson, 2004).

The researcher finds similarities with urban struggles and identity transformations in a case that exists at an entirely different spatial scale. Informal settlements (shacks) which 'pop-up' overnight are perceived as a threat[4] by middle-class residents. Such settlements have mushroomed in the vacant urban spaces of South Africa's residential suburban areas. An example in Durban is the Cato Crest area (adjacent to the Manor Gardens residential area) which had an estimated 300 shacks in 1990 that grew to 30 600 by 1995. These land invasions were and are very politically charged. Like the Bedouin Arab experience, they also represent colonial relations or creations (Ballard, 2004). According to Davenport and Saunders (2000:390) in Ballard (2004:50-52) there came a time, when the Prevention of Illegal

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[3] The Bedouin Arab population that resides in the Naqab/Negev Desert, in the southern regions of Israel /Palestine, is the most marginalised and impoverished group in historical Palestine (Yiftachel, 2012: 154)

[4] These threats include tangible material threats to safety, property values and political power, and less tangible, non-material threats to values, morals, norms, and a certain suburban sense of place (Ballard, 2004:49).

Squatting Act (1951) promulgated by the former apartheid regime could no longer be used to ensure that poor Black people were kept out of white people's urban life-worlds.

Ballard (2004) makes the compelling argument that, in the new urban political geography, there is a complex relationship between social processes and the objective reality of the impact of informal settlements on South African suburbs. The role of identity and the role of defence of material interests are not independent. This scenario is in line with Schmid (2012) who discusses the relevance of Henri Lefebvre's conception of the 'right to the city' (a popular conception in modern planning discourse). Lefebvre identified a gap in theoretical conceptions of what constitutes 'urban' in public debates around the world. Furthermore, Schmid (2012: 44-45) connects Lefebvre's' findings with how the clarification of 'what is urban' explains why there is a rise in urban revolts and social movements. He adds that this is a direct result of displacement struggles in megacities in the global south and argues for resources (material or other) to be made accessible. It is further argued that such disorder in the global south is strongly connected to the history of global capitalism (see also Harvey, 2006).

Dikec (2009:82) also draws on Lefebvre (1986)'s conception of a city that depends on experiential living which inevitably creates new social interactions, all in the making of spatial justice. He concludes that it is "crucial to conquer a collective process that is, the spaces (right to the city) and the means (right to difference) of the struggle (political) against oppression, social hierarchy and inequalities that exist in the spatial dynamics that make a city".

Critical urban theory calls into question the impact of cities on those living in them; it formulates different lines of enquiry emphasising the basic questions of inequality, power relations and urban injustice. This theory appropriately places planning within its social context and understands that the experiences of city dwellers (both rich and poor) create their identities, their

sense of place and how they connect within their space and place at different levels (Brenner, 2012).

When planning in the public domain, it is difficult to understand spatial planning outside its relation to the state purely because land-use regulation is part of the state. However, spatial planning cannot be understood outside of the people it is being formulated for, simply because people are not objects. The researcher is of the view that this fact highlights the need for communicative planning both in theory and in practice. Sager (2013) argues for a "critical communicative planning theory" which understands society critically in order to explore socio-spatial linkages. It is important to determine the values of the people in a community and find workable solutions in the midst of the social diaspora that exists or is impending (Campbell, 2006). Looking back at the changes that took place in the planning profession in the 1970s, particularly the criticism planners faced when it came to planning for the 'public interest', this was a difficult time for the planner (Healey et al, 1982: 10-104).

As long as social change occurs at whatever rate, concerns about the link between knowledge and action will remain part of planning theory discourse (Friedman, 2008:27). If planners are to be critical they need to be broadminded when attempting to explain or understand contemporary social behaviour while remaining critical of whom they are in relation to the greater society. The researcher supports the views of Peter Marcuse, a leading scholar and practitioner of progressive planning, who when asked 'How can a municipal planner use…critical urban theory in her/his daily work?' in, '*An interview with Peter Marcuse*' he answered;

> *"I've suggested the slogan: 'Expose, Propose, and Politicize' as an appropriate guide in day-to-day practice. Exposing means showing the roots of a given problem…Critical theory is the best underpinning for such analyses and it should illuminate proposing and politicizing, too. Proposing means developing*

concrete plans for doing what can be accomplished immediately, although with a view to the roots, so that planning is not only criticizing but also proposing…Politicizing means understanding that such proposals require political action, political organization, to be implemented; planning involves proposals for action as well as for policy" (Lamarca, 2008).

The value of critical research in critical theory lies in the move from research that objectively focuses on the economic factors contributing to social relations, to critically investigating the usefulness of combining this focus with other equally important factors such as ethnicity and cultural factors. This can translate into critical urban theory that planners can consciously follow and enforce when dealing with substantive social issues in the urban environment such as power, equity, social control, values and social justice.

3.2.2. Communicative Planning Theory

The relevance and value of dialogue has been recognised in the urban development process of contemporary cities. The origins of this theory lie in the theory of communicative action presented in Jurgen Habermas' *The Theory of Communicative Action* (1984). Habermas' best-known idea is that communicative action, in which actors in society seek to reach common understanding and to coordinate their actions by reasoned argument, consensus, and cooperation, is better than strategic action geared towards fulfilling individual needs (Habermas, 1984).

This approach has been embraced and advocated by Innes (1995) and Healey (1997, 2003) who note that it seeks to resolve some of the wide-ranging critical issues (linking knowledge and power) that one comes across in the field of planning. These may include power relations; global economic restructuring and its regional impact; environmentalism; technocratic control and the nature of expertise; cultures and systems of governance; and notions of community (Healy, 2003).

Diversity is an important concept in collaborative planning and is one that underpins this study. Collaborative planning directly recognises and addresses the sensitivity of diversity in relation to people and planning. It acknowledges alternative methods of knowing and reasoning which enable different cultural perspectives to be considered within spatial planning processes (Healey, 1997). It is a key decision-making platform when equity planning is supposed or expected to thrive because the diverse individuals who participate are represented in some manner. However, role players need to understand the process and their role in order to influence the final decision (Flyvbjerg, 1998).

Collaborative planning practice also means that planners need to have knowledge, and be aware of the skills that they need, particularly conflict resolution when planning in a multicultural context (Sandercock, 2003). They should practice democratic planning and empower all role players through open lines of communication rationality. Collaboration is a useful strategy in conflicts arising as a result of socio-economic disparities. For example, the most heated debate (although translated in multiple ways) in South African cities is the 'gap' between the rich and the poor. This difference is physically visible where there is an obvious increase in informality in terms of the spatial manifestation (slums and informal economic activity) and also in the rise of social protests as a means of articulating service delivery issues (Nel, 2004; see also Layman, 2003; Pieterse, 2008). These highlight amongst other things, a collapse in local government delivery and hence the state's inability to get things done. According to Freund and Padayachee (2002:3), in South Africa, the state's role is split; the post-apartheid state "pulls it towards servicing a variety of clientele - the business community that provides growth but on its own terms; the 'emergent' entrepreneurs of colour who count on the ANC [African National Congress] government now in power to take them forward and the myriad of poor people who felt completely marginalised under the 1994 regime".

This is precisely why the linkage between knowledge and power needs to be realised in planning practice. This means being well-versed in public policy knowledge, including the specific zoning and development controls that shape urban and regional land use, under the control of a modern state. What remains is the question of the type of strategic intervention that is required at varying spatial scales. The hierarchy of plans was introduced with the aim of achieving this strategic focus. According to Robinson (2014:171), "the Spatial Development Framework (SDF) shows the broad spatial directions for development, the Land Use Management Framework defines broad use zones to guide future development, the Land Use Management System (LUMS) and planning schemes are more detailed measures to direct and control development". These strategic planning tools can be used to ensure the success of an area but this does not mean that they cannot be exploited by individuals for personal gain. Therefore, collaboration is necessary for democratisation.

Notions of a democratic state, legitimacy and the democratisation of planning underpin communicative theory. Public participation is an appropriate means to achieve democratic decision-making and to take advantage of the merits of collaborative planning, which can be used as a tool to facilitate active participation in a development planning process. For the purpose of this study, collaborative planning is understood in line with Habermas' (1984) earliest concepts, which provide a theoretical basis for a view of planning that emphasises widespread public participation, sharing information with the public, and reaching consensus through public dialogue rather than an exercise of power, where the planner is viewed as the 'technical expert'. Successful collaboration in planning calls for a planner who is insightful and reflective in whatever situation they are tasked to deal with or are part of.

Tewder-Jones and Allmendinger (1998,1978), criticise the collaborative planning approach for not taking into consideration the role of power and its influence on the participatory process inside and outside the formal system.

Power relations can change the overall outcome and in making decisions at the residential suburb level, experiential knowledge (residents/community) is just as crucial as insightful expert knowledge (planner); therefore a cognitive relationship should be maintained to prevent situations where the community is left dissatisfied with planning decisions that do not blend the traditional and contemporary values emanating from the residential experience (see Figure 3.4 pg.34). This argument is in line with Fainstein and Campbell (2012) who argue for different ways of knowing in the collaborative process. Jerome and Jacobs (1987) were early advocates of the need for greater participation, including from the private business community. Everyone involved should be given a chance to contribute to the strategic level of policy making (Robinson, 2014).

Figure 3. 4: Collaboration Diagram, illustrates the relationships that form when knowledge and values are brought together and also the 'cycle of power relations' in collaborative planning.
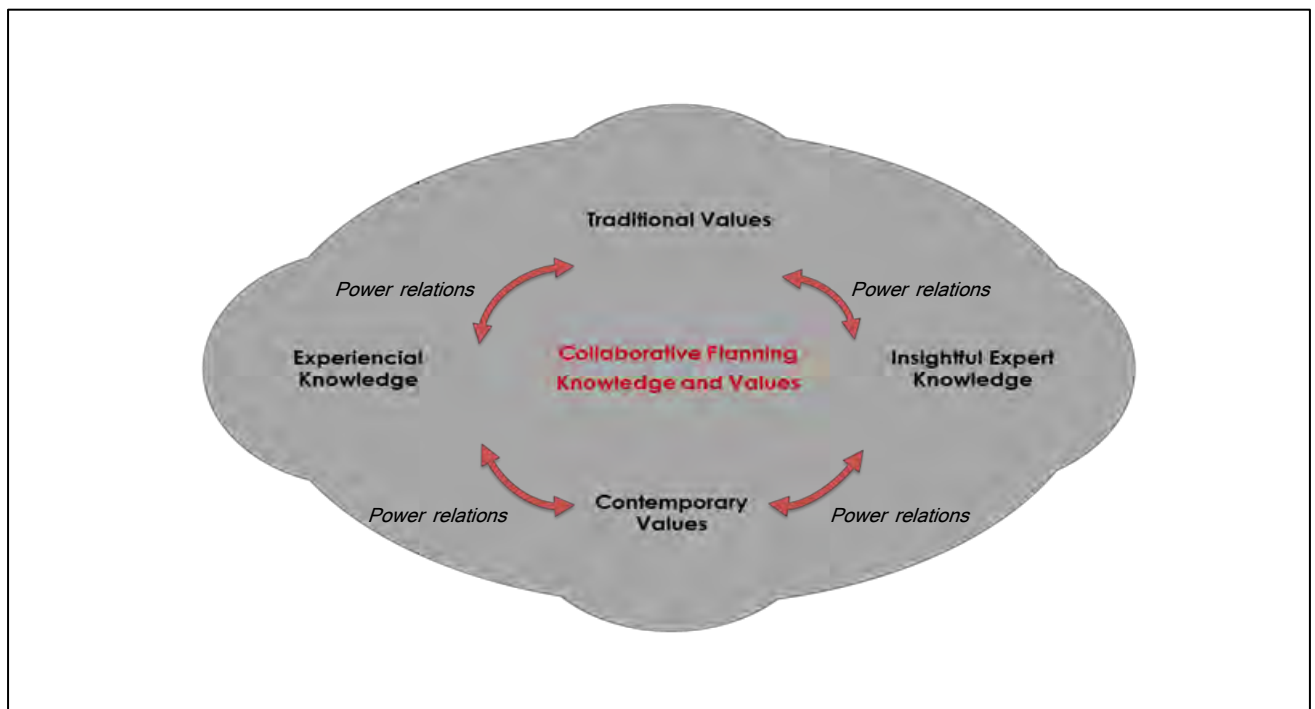
Source: Author - adapted from different sources 2014

The researcher concurs with Healey (1997, 53) that collaborative planning is a process where all stakeholders are invited to participate in planning and/or decision-making; thus requires transparent dialogue. A significant aspect of

transparency has to do with managing any communication challenges which may come into play especially because of the involvement of different groups with diverse needs (Sandercock, 2003). The communicative process also has to be sufficiently flexible to allow each role player to change their perspective should they see the need to do so. Tewder-Jones and Allmendinger (1998), acknowledge the role that collaborative planning has played in its emphasis on forging and applying common values despite differences and power plays. However, they decry the fact that communicative planning oversimplifies power relations in the very complex process of participation where information is interpreted differently.

Pieterse (2008:77) briefly dichotomises Healey's communicative planning perspective and argues that the experience of the cities of the global south is much more complex since there are evident difficulties in reaching shared values, especially when dealing with vast differences in the interests of the urban elite and those of the urban poor. This complexity can be addressed by using collaborative processes especially when dealing with controversial planning issues, but the process itself needs to be managed to generate collaborative rationality. According to Innes and Booher (2010: 9), the challenge is to find a way for players to jointly improve their situation rather than finding the best or fairest solution. Like Tewder-Jones and Allmendinger (1998), the authors understand the complexity of power relations that come into play in collaborative processes and place collaboration under the umbrella of 'mediator', although it can also be a decision making process. Innes and Booher (2010: 110-111) call for a collaborative rationality that places everyone in an egalitarian setting where no person or group dominates another.

Murtagh (2004) underlines the value of collaborative planning in land use planning in his study on collaborative planning in Belfast (characterised by social, economic and political crises). The city has managed to steer planning towards concerning itself with deeper issues such as that of promoting equity. There is a call for greater public involvement in decision

making and participation especially during a time where Belfast is experiencing increased segregation, visible spatial inequalities, and ethnic and religious divisions. Murtagh (ibid, 465) notes that, in Belfast, "Collaboration provides a framework for understanding what is negotiable and what is not, for seeking out relevant stakeholders, identifying obstacles and making contingency strategies in areas where progress is simply not possible".

While it may be easy to simply propose that stakeholders engage in transparent dialogue, there is a paucity of research on the role of collaboration in residential neighbourhoods where land use planning has a negative social impact and where the extent of residents' contribution to the planning of their neighbourhood in unclear. Collaborative efforts, clarifying residential input and empowered residents contribute significantly to creating an area's 'sense of place' for long term sustainability.

3.3. Literature Review

This section examines relevant topics, conversations and debates in both local and international contexts. Existing research on cultural hubs/districts (both planned and natural/organic) focuses on:

I.   Mainly the American and Australian context.
II. Cultural districts as models for the urban revitalisation of downtown areas, with a specific focus on the economic benefits of establishing cultural districts as centres for local economic development.

This research is limited because it fails to:

I. Explain the effectiveness of the organic cultural district model in developing a country's urban neighbourhoods, especially one with a distinctive history like South Africa.
II. Offer a Social Impact Assessment[5] strategy for organic cultural hubs/districts apart from planned districts.

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[5] The Social Impact of the Arts Project (SIAP) hosted the University of Pennsylvania School of Social Policy & Practice has contributed a number of reports defending Arts and Culture as a sector and its contribution to social and community life. They are now researching 'natural' cultural districts and their implications for cultural district planning (available on http://www.sp2.upenn.edu/SIAP Accessed 05 October 2014)

South Africa's entertainment precincts, including the study area, are arguably the result of the direct influence of international practice. This study unpacks some of the common social issues that international cultural hubs and/or entertainment precincts share with the study area. The literature is reviewed in order to establish how the international examples highlighted have dealt with these issues in an attempt to find solutions for the study area. The researcher regards this as an opportunity, not to duplicate solutions but to construct context-specific solutions informed by successes and failures. Furthermore, qualitative analysis is used to assess current land use policy/planning and the needs of naturally occurring entertainment precincts in the South African context. Figure 3.5 below shows the location of the study areas.

Figure 3. 5: The location of case study areas

Source: http://maps.google.co.za

3.3.1. The International Context

3.3.1.1.The impact of Globalization

Globalisation describes the process whereby national economies are incorporated into a single, integrated world economy (Reich, 1991). This definition of globalisation is important in our understanding of competing

world economies. This is pertinent in the contemporary reality of fast paced urbanisation and its consequences. It is argued that exponential demographic growth will be hosted by "Third World Megacities" (Massey, 1999). It is hard to generalise globalisation's impact on different cities, at different scales and in different parts of the world. The result has been a complex economic geography powered by transnational production and cross border transactions (Reich, 1991). Globalisation has facilitated the emergence of what has been termed 'global cities' which function as financial centres for global capitalism with centralised economic activities where the agglomeration of specialist activities are the control nodes of an integrated global economy (Sassen, 1991; Sassen, 2001). The histories of global cities set the preconditions for success. According to Allen et al (1999:194), "…global cities produce a capability of global control through bringing together in one place the right kinds of people, skills and expertise, as well as playing host to the latest in communication technologies". Based on these functions and resources, it can be deduced that global cities are powerful because they are diverse.

Society, including the global economy, is built around the movement of cultures, people, money, technology, networks, information and innovation. There is obvious differentiation between the rich on the one hand and the poor on the other, particularly in terms of their access to both physical and virtual space. In *The Rise of the Network Society* (1996), Manuel Castells refers to the boundless 'space of flows', which the elite use as a means of communication. This is a global economic network characterised by information moving freely across the world at the fastest speed; the result has been the mobility of capital. Verma and Shin (2005:15) identify a link between Castell's network society and Habermas' approach of 'communicative action' and conclude that because of this linkage communicative action can address the current realities confronting cities. The researcher views this as a fitting comparison because both scholars recognise the need for social cohesion and the role that different social

groups play in society and advocates for the 'inclusion of the excluded' where social networks force elected officials to confront social realities, experiences and values brought forward by civil society (Healey, 1997). Innes (2005: 61) adds that planners can change these networks by creating them in such a way that they are able to produce better results at the local level. This, she says, can be achieved through "collaborative processes or clusters of networked players…and impact on the information and ideas that flow through networks".

Current trends in the global economy have resulted in cities competing to be part of the 'world stage' through the knowledge-based economy. In Western society, this includes more leisure time, investment in culture, entertainment and tourism-related activities (Ponzini, 2012:100-102). The quest for economic power has resulted in the global transformation of cities. London and New York are leading the way in the rankings for creativity and diversity (London scores 26, and New York scores 25), largely because they have embraced innovation and host world class universities; hence their world class research capabilities. All of the cities listed in the rankings are known for their high degree of cosmopolitanism except for Singapore and Shanghai. Sydney and Melbourne rank in the middle in the dimension of 'creativity and diversity' and its subordinate indicators (Hu et al, 2013:443). In the past decade, cities all over the world have begun to brand themselves as creative cities through numerous policies and strategies. According to Hollis (2013:44) "Singapore sells itself as a supercharged Asian creative hub". The future is one of networked creative city economies. Entertainment culture has been successfully used as a catalyst for city-wide economic development. However, its sustainability is still in question as more and more cities transform themselves into unique destinations using similar tactics, such as the use of modern architecture in pursuit of what has been called the 'Bilboa effect'. These cities are trying to emulate the Basque city of Bilboa whose transformation was a marvel (Ponzini, 2012:102; Hollis, 2013:96-99).

This global push for modern cities to establish an identity, a brand and a reputation for being forward thinking and innovative is achieved through investment. The city invests in aesthetics to attract people or tourists with attractive elements such as character, intensity, excitement, uniqueness, etc. However, to a certain extent, these are associated with negative factors such as crime, beggars, and prostitution (amongst many others). While New York, Paris and London were listed amongst the first great creative centres, Hong Kong, Singapore, Vancouver, and Shanghai, amongst others have become attractive places/destinations (Landry, 2006: 338-361; Healey, 2010). Some of these cities have promoted cultural hubs/districts or what is dubbed 'street level culture' by Florida (2005) as a way of creating vibrant places with a diverse cultures and demographics which are very tolerant of difference. Seifet and Stein (2005:1) define a typical district as "a well-recognized, labelled, mixed-use area of a city in which a high concentration of cultural facilities serves as the anchor or attraction".

While the cultural hubs of the past were introduced to revitalise urban areas in most cities, today they play a vital role in building the character of a place or space, thus creating a good community life. Cultural hubs may occur organically as a result of individual agents' decisions to locate near one another (the case study area falls into this category), while planned cultural districts are the outcome of a city's strategy and land use policy. Each district/hub reflects an area's uniqueness; there are therefore different types of districts including entertainment districts, industrial districts, and Arts and Science districts. It is up to city planners to identify, capture and add to this value which may be rooted in historical buildings, significant open spaces, or the nature of land uses but most importantly, the people's ethnic diversity, cultures and way of life. Arts districts have been successfully implemented in the United States. Art has been identified as a means to revitalise cities such as Seattle, Washington and Indiana whose cultural facilities (art galleries, theatres, museums, arts-related retail shops and libraries) have been used for local economic development. Entertainment districts have a much younger

target market, and are packed with facilities that include bars, hotels, night clubs, retail shops and cinemas, e.g., the Rock Island arts and entertainment district in Illinois, USA and the Chapel Street precinct(CSP) in Stonnington, Australia (Frost-kumpf, 1998:17).

3.3.1.2.Creative cities and embracing diversity

In the introduction to her essay *Cities and Diversity Should We Want It? Can We Plan For It?* (2005) Susan Fainstein describes diversity as a term that has a multiplicity of meanings, as "diversity means a varied physical design, mixes of uses, an expanded public realm, and multiple social groupings exercising their 'right to the city'".   Today's planners are tasked with enhancing diversity in cities. Sandercock (1998: 4) observes that, "today's debates about planning takes place in an always contested terrain of race and gender, class and ethnicity, against a backdrop of broader long-term economic and environmental problems". There is also rising social inequality and a myriad of social problems in cities. A number of influential scholars such as Richard Florida in *The Rise of the Creative Class* (2002) strongly advocate privileging diversity in cities by attracting what he calls the 'creative class'; talented people who share a common interest. Florida (2005: 89) is of the view that "the scale of cities and their diversity of inhabitants create the interactions that generate new ideas". He argues that such people have the ability to create new forms of economic activity, with cumulative benefits for the city in terms of wide-ranging economic growth (Florida, 2002). Contemporary cities are interested in adding cultural and economic value to their cities, which means being competitive in order to achieve 'creative city' status (Landry, 2000; Franklin, 2010). Landry (2006: 335-398) maintains that diversity is the driver of creativity and proposes that cities focus on values such as equity and sustainability because creativity alone does not guarantee a better quality of life for all. Cities have embraced this notion of diversity by attracting the young, old, male/female, gay/lesbian, creative, educated etc., in order to fit into the 'creative cities' agenda (Chen et al, 2013).

Both Florida (2005) and Landry (2006) follow the ideologies of Jane Jacobs. In *The Death and Life of Great American Cities* (1961), Jacobs expressed her views on diversity and the mixing of land uses along with preserving a neighbourhood's social and cultural life. She proposed the following conditions: "diversity of activities; a fine grain of urban form; diversity of building stock and the critical mass of people". Jacobs (1961) argued that diversity not only makes cities more appealing but is the source of economic productivity. She based her argument on the lessons she learnt in Greenwich Village, New York (Flint, 2011:123).

Similarly, Florida (2005:91) argues that, diversity is vital in order to attract and retain the creative people required to support high-technology industries so as to achieve broader economic growth in cities. Critics have argued against creative class focused policies as an approach to economic growth on the grounds that they ultimately cause an increase in social inequality and diminished social coherence. They also highlight the lack of clarity on the precise socioeconomic groups and jobs that should be attracted and retained (Van Geenhuizen and Nijkamp, 2012: 3; see also McCann, 2007; Kratke, 2012). This means that creative class focused policies ultimately fail to address the city's social problems. Florida (2005: 171) takes this into account when he observes that, "Though the creative economy generates tremendous innovative, wealth creating, and productive promise, left to its own devices it will neither realize that promise nor solve the myriad of social problems facing us today". Therefore, it is important that cities do not ignore the social problems associated with urban innovation; it is advisable that corrective strategies are put in place. Chen et al (2013: 19) states that, "we should look at cities not merely as bricks and mortar, buildings and streets…but also as cultural and social creations providing insight into the ways and customs of the people who live in them". This statement aligns with Jane Jacobs' view of social life as a vital element in the workings of the modern city, certainly as important as modern economies (Chen et al, 2013).

In *Making Better Places (2010),* Patsy Healey identifies a different type of diversity, a diversity of knowledge and values which various stakeholders can contribute to a planning project. Inclusionary participatory processes as part of collaborative planning examine the challenges pertaining to the involvement of different groups (Sandercock, 2003). There are examples where community involvement in planning processes has resulted in city-wide improvements. Healey (2010: 77-80) cites the city of Vancouver which experienced unregulated growth in the past. Vancouver capitalised on an inclusive planning approach that aimed to connect urban design with existing social circumstances. This benefitted the city and its citizens by making Vancouver one of the most liveable cities. Although the city still has urban problems, the city council has committed itself to promoting liveability within diversity in a rapidly changing North American city.

Planning today is multicultural and should be approached as such. Sandercock (1998:21) cautions planners against the use of planning legislation as a means to exclude those they do not identify with and emphasises that planners remain influenced by politicians to exclude people who are culturally different or deemed economically unstable from selected parts of the city. In this context the issue is no longer simply racial divisions; planning inevitably promotes differences in terms of class and political status; this is evident in the South African city context (Marais, 1998).

3.3.1.3. International Practice: Case Study of Chapel Street Precinct, Australia

- Overview : Chapel Street

The Chapel Street Precinct (CSP) is a well-known precinct located in the city of Stonnington, Melbourne in Australia (Refer to Figure 3.6: Locator map pg. 44 and Figure 3.7: Extent map pg. 45). It is a vibrant commercial, residential, cultural and tourist area functioning at a recognisable national, state and local level of significance (Chapel Street website 2014). The CSP is a lengthy street with linear activities spanning a large area that is surrounded by a

number of suburbs, each with a distinct character and identity (Refer to Images 2, 3 and 4 pg. 47).

According to Statham (2012: 6-8), Chapel Street was a major commercial centre in the 1920s but experienced some competition from smaller shops after the boom around the 1950s. In the late twentieth century, various attempts were made to revitalise Chapel Street and more new buildings were constructed into the twenty-first century "Most of the buildings date from one of the following three periods: the initial surge of development in the 1860s; 1860s; the 1880s and 1890s after the development of the cable tram routes in Chapel Street and its cross streets; or from the emporium development stage of 1900-15" (as shown on Image 1: The Edwardian Emporia, pg. 47).

Figure 3. 6: Locator map showing Chapel Street in relation to the Australian metropolis, Melbourne.

Source: Aerial image extracted from the Masterplan Report prepared by Hansen Partnership on behalf of Stonnington City Council (2013) pg. 5 [www.chapelstreet.com.au Accessed 10.03.2014]

Figure 3. 7: Chapel Street in the city of Stonington.

Source: Map extracted from the Masterplan Report prepared by Hansen Partnership on behalf of Stonnington City Council (2013) [www.chapelstreet.com.au Accessed 10.03.2014]

Chapel Street is architecturally and historically significant and is one of the most impressive of the shopping strips that developed along Melbourne's cable tram routes in the late nineteenth and early twentieth centuries (ibid). Industries associated with the CSP play a broader economic role in the city of Stonnington. These include activities such as retail, tourism, hospitality and services.

The concentration of significant retail stores attracts both local and international visitors. Within the precinct, there is a clear sense of personality, difference, character and diversity (Chapel Street website 2014). The CSP seeks to create a sense of place within an already established and thriving community. The concept of 'sense of place' refers to the character of a place based on the meanings ascribed to it by individuals and groups. Having a sense of place can also refer to being attached in social and cultural terms (Hutchison, 2010:930).

Image 1: The Edwardian Emporia in Chapel Street Prahran

Source: Statham (2012: 5)

It is imperative that modern cities establish their spaces as areas with both a sense of belonging and a sense of place. This can be achieved in a variety of ways using different land use conglomerations. A good example is the way in which even clustered shopping activities can create a sense of place at small or large scales. This is evident in cities all over the world where large stores create a fashion destination, as important nodes in the global distribution of fashion, e.g., 34th Street, New York; Oxford Street, London and The Boulevard Haussmann, Paris. Some agglomerations of stores specialise in

specific types of products; residents and visitors alike identify these sites in terms of the kind of shops that cluster there (Hutchison, 2010:709).

As a linear retail cluster, the CSP has attempted to emulate these examples as it seeks to regain its relevance through marketing and branding. Chapel Street has an identifiable slogan which is *Chapel Street: Style, Personality and Diversity* (Chapel street website 2014).

Image 2, Image 3and Image 4: Shows linear buildings on Chapel Street[6], with the same building heights and similar architectural styles adding significance to the street.

Source: Hansen Partnership 2013

- Current condition

Through urban revitalisation, in 2010, the CSP was transformed from a damaged street into being identified by the Australian government as an area of economic and cultural value. However this revitalised precinct still experiences some negative alcohol-related impacts associated with late night activity and the situation seems to be getting worse with time (Chapel street website 2014). The Stonnington City Council is the planning authority and any amendments to the Planning Scheme are made as per the Planning and Environment Act of 1987. Federal and state government has intervened

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[6] Source: Image 2, 3 and 4 extracted from **Re-discover Chapel Street Masterplan Report** prepared by Hansen Partnership on behalf of Stonnington City Council. Rev F. August 2013 pg. 4 & 33 [Available on www.chapelstreet.com.au Accessed 03 October 2014].

with policy direction set out in the Stonnington Planning Scheme. The scheme's social impact assessment applies to licensed premises. Planning permits have been successful in mitigating the precinct's negative impact on visitors, residents and the business community (Corporate and Community Planning, 2010: 11-20 see also Walljasper, 2007).

In Brisbane, Australia, entertainment precincts designated live music venues have highlighted a variety of the same issues as the CSP. The Australian state and local government authorities have employed legislative and regulatory controls and other policies, including specific local planning and liquor licensing regulations to address these issues. According to Burke and Schmidt (2009:4), these include control of "noise and vibration from amplified music, and unsociable behaviour by patrons, which often lead to conflict with nearby land uses". Intervention has significantly altered planning and liquor laws within this designated entertainment precinct. This is legislated and enforced through the Brisbane City Council's Planning Scheme (McIlwain and Homel, 2009:50). To date, the precinct is still confronting the challenges of reconstruction. One concern has been the deterioration of vacant buildings (see images 5 and 6 pg. 50). An online article by Holly Mckay for the Stonnington Leader newspaper (13 May 2014), entitled *Chapel St traders lobby council for more funding to return strip to former glory* notes that the traders have been trying to obtain funding from the Stonnington Council in order to address and manage the "key liveability and prosperity issues" facing the CSP as there has been no significant redevelopment other than the "odd patch-up job" 20 years ago (Mckay, 2014).

In addition to structural issues, a case study titled 'Destination Melbourne'[7] revealed that "The tourism industry is becoming an increasingly competitive marketplace where only the best managed destinations are likely to prosper"

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[7] Destination Melbourne. Case study of Chapel street precinct [Available on *www.chapelstreet.com.au Accessed 05 October 2014].*

and raised concerns about the CSP losing its competitive edge in the city of Stonnington and Victoria.

The area has resulted in vacant shops which have been vandalized as shown in Images 5 and 6: Chapel Street vacancies along Windsor and Prahran Roads.

Source: Mckay, 2014.

The sense of place of the Chapel Street precinct has been affected because these vacancies are aesthetically unappealing and have added to the negative reputation the CSP now has.

- Their solution: Community Engagement

The precinct is looking to revive its reputation through urban renewal and marketing strategies but, most importantly, through community engagement. The Chapel Street Precinct Association's business plan (2009-2010) identified some of the weaknesses of the CSP, the first being damaged infrastructure and the second being activities associated with late night disorderly behavior. The plan also highlights that the core values of the CSP (sustainability, creativity, diversity, connectivity and individuality) are not being realized. These and other social planning issues were addressed through extensive stakeholder meetings organized by Streets Ahead Promotions Inc. (SAPI). SAPI is a non-profit retail association for members (shop owners) in the CSP; through working together they have committed

their expertise, contacts and influence. This has ensured that SAPI is in able to tackle current and future challenges. The intention is to amend the Stonnington Planning Scheme. The Chapel Street Precinct Association (representing 1 500 businesses) encourages stakeholder participation, interaction and consultation. Their biggest challenge has been obtaining funding for proper revitalisation from the council. However, working together with the community and businesses has proved to be much more effective and the community's confidence has increased through their involvement. One of the interventions that have been successfully implemented is the Chapel St Precinct Community Safety Camera project together with the positioning of local police officers, which have significantly decreased the communities' safety concerns (Odwyer, 2014).

The *Re-discover Chapel Street Masterplan Report* (2013:24) notes that the council's aim is for "Chapel Street to be re-discovered as a World Class shopping and entertainment destination". This precinct has demonstrated that planning goals need to be linked to culture and creative initiatives through promoting local sustainability. This calls for all-encompassing economic, social, environmental and community-based policy approaches. The idea is to identify and involve all actors in the planning processes. Planners have the knowledge and means to make an entertainment district a good place to live, work and play. Instilling a sense of pride in residents is vital in any setting. Many communities have found ways to retain their small town values, historic character, scenic beauty and sense of community, yet sustain a prosperous economy. Enhancing these assets is important in order to create a successful community with a vision for the future.

3.3.1.4. International Practice: Fifth Avenue, Naples, Florida, USA

Fifth Avenue South (FAS) is popular among visitors and residents. It features historical landmarks, boutiques, shops, contemporary art galleries and gourmet restaurants with tree-lined pavements (see images 7and 8, pg. 53) (Naples downtown website 2014). The street is tucked neatly within the

historic Olde Naples which was well known as a resort town that now functions all year round within its strategic location in the city of Naples, Florida (see figure 3.8 pg. 51).

Figure 3. 8: Location map of Fifth Avene in relation to the city of Naples, Florida

Source: https://maps.google.co.za
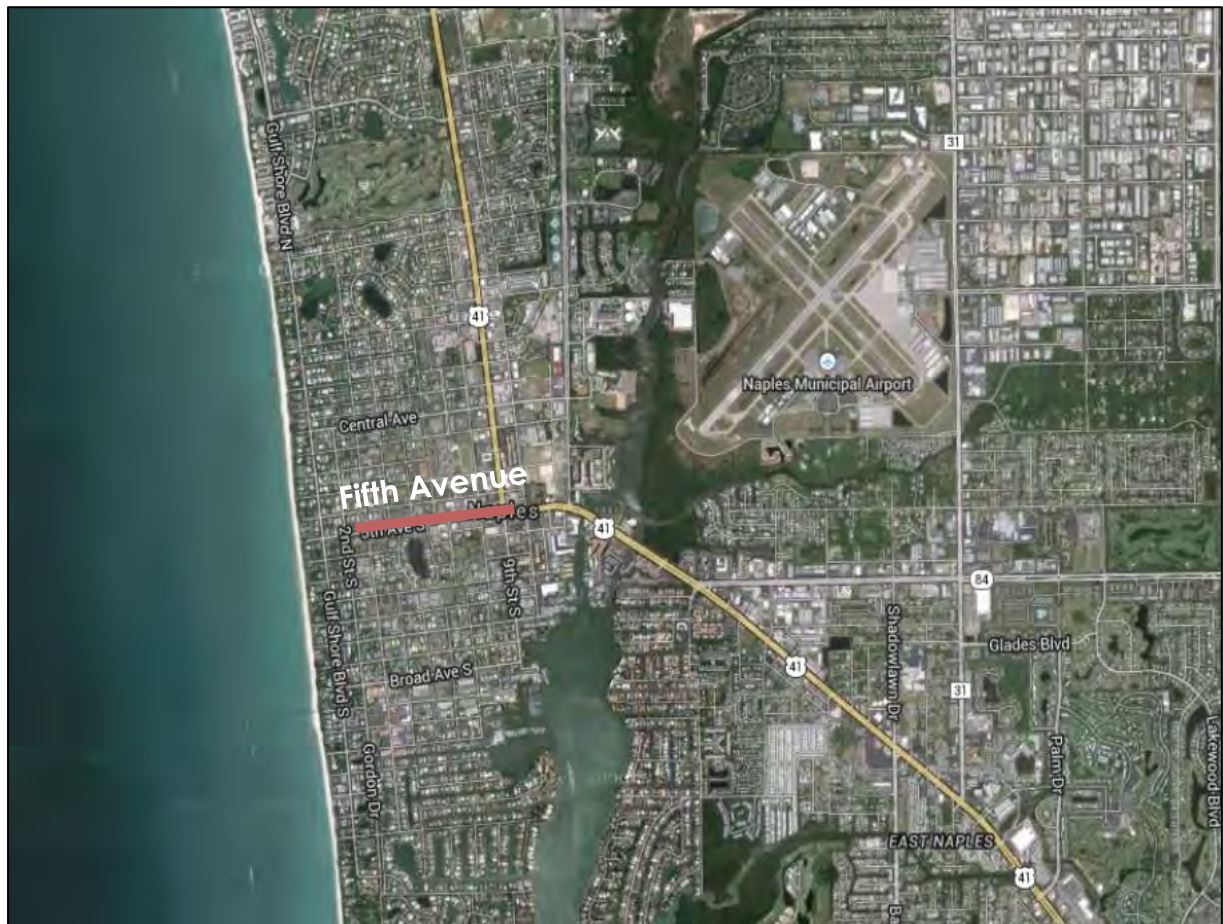
Fifth Avenue South was designated as Naples' "main street" in the 1920s and only had a few businesses. It has evolved to an upscale shopping district with a vibrant nightlife (Fifth avenue south website, 2014). In the 1980s, it was included into the city's Community Redevelopment Area which formulated comprehensive plans to revitalize rundown, downtown areas. This initiative consisting of other gourmet shops and upscale restaurants led to the overall growth and success of all the districts involved, including FAS (Allen, 2012; Naples historical society website, 2014).

▪ Current condition

What is interesting about Fifth Avenue is the way it has been transformed since the recession left this once lively area's retail buildings abandoned/vacant and close to derelict as a result of local competition while only office use remained active (Spikowski, 2010: 76). Local property owners decided to enforce a tax paid by all property owners in order to raise money to promote downtown Naples. According to Kevin Allen's online article entitled *A Tale of Two Downtowns* (March 2012) written for *Gulfshore Life*, "Private business figures came together 20 years ago to develop a comprehensive plan for revitalizing the area. Ten years later they revisited the original redevelopment blueprint. And now they're trying collectively to breathe new life into the district" (Allen, 2012).

Figure 3. 9: The extent of Fifth Avenue in Naples.
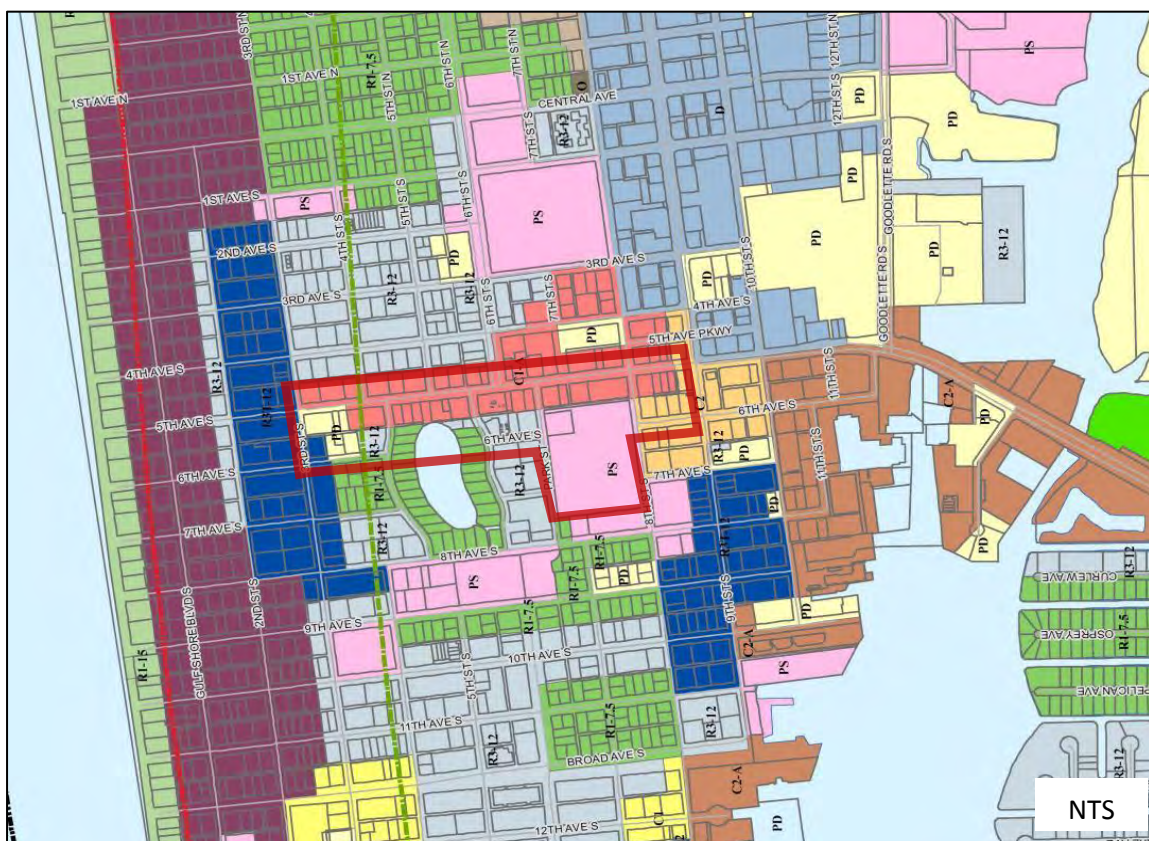
Source: Spikowski (2010: 75)

Dauny (2004:3-4) sees the changes that occurred in the past as proof that the area requires preventative planning measures, because it changed very

quickly, moving from a laid back main street in the 1970s, to decline around the 1980-90s with an approximately 75% vacancy rate and unexpectedly and miraculously achieved success in the 2000s. Revitalization has been incredibly successful (see images below), FSA has reinvented itself. According to Spikowski (2010: 76), the additional facilities provided for local residents have "nurtured a renewed interest in downtown living" as "city officials seek to expand the turnaround of Fifth Avenue South to surrounding business districts and neighborhoods".

Image 7: Shows a building on Fifth Avenue

Source: Spikowski (2010: 84)

Image 8: Shows the tree lined linear elevation of 5th Avenue

Source: Naples downtown website, 2014 [www.naplesdowntown.com.fifth Accessed 11 May 2014]

This success is also attributed to the Fifth Avenue South Business Improvement District established in 2010, where property owners continue to raise funding to improve the street (Allen, 2012).

In his report, 'A decade of 5th avenue', Dauny (2004:3-13) observed a change in land use, with office and entertainment uses taking over retail use. He anticipated the infiltration of more restaurants and advised that properties should be rezoned by making the lower floors retail. He observed that the surrounding residents were complaining about noise levels as a result of the entertainment activity as well as aircraft flying too low over the avenue.

He also made an interesting observation that "people that live in towns turn their backs on shops when shops become too touristy and advised the retail sector not to become to 'Disneyesque' "(ibid: 5). His point was that whatever changes that take place on FAS should be well thought out by city officials; they need to fit with existing neighbourhoods, but most importantly they need to be informed by the locals/local markets and not by tourism demands.

- Their solution: Form Based Coding

Form based codes have become the preferred solution for cities that want to preserve their character, with an understanding of the principles of physical form as opposed to the separation of uses as the basis to decide what is appropriate for a specific area. These codes are seen as a means to move away from conventional approaches such as zoning and other types of sub-divisional regulation which some regard as obsolete (Form Based Codes Institute 2014). According to the Form-Based Codes Institute in (Spikowski, 2010b:9): "…These codes are adopted into city or county law as regulations, not mere guidelines." Naples adapted Urbanism Codes and a downtown plan for 83 acres of 5th Avenue that was executed in 1993. The intention was to further revitalise six blocks of retail area. The codes included building standards, architectural regulations and landscape standards (refer to the regulation plan Figure 3.10, pg. 56). The objective was to ensure that the buildings were compatible with the existing urban fabric (residential and

commercial character) and that the design itself fostered pedestrian activity. According to Spikowski (2010: 76), "city officials seek to expand the turnaround of Fifth Avenue South to surrounding business districts and neighbourhoods". The code transformed Fifth Avenue South into a premier shopping and dining destination (Spikowski, 2010b). The regulation plan also mitigated noise pollution on the street which was a priority since the existing noise ordinance was not specific to FAS and hence did not address some of its immediate concerns (Dauny, 2004:3-13).

Figure 3. 10: Shows the Regulation plan, which outlined strategic land use allocations including building frontages and parking provisions.
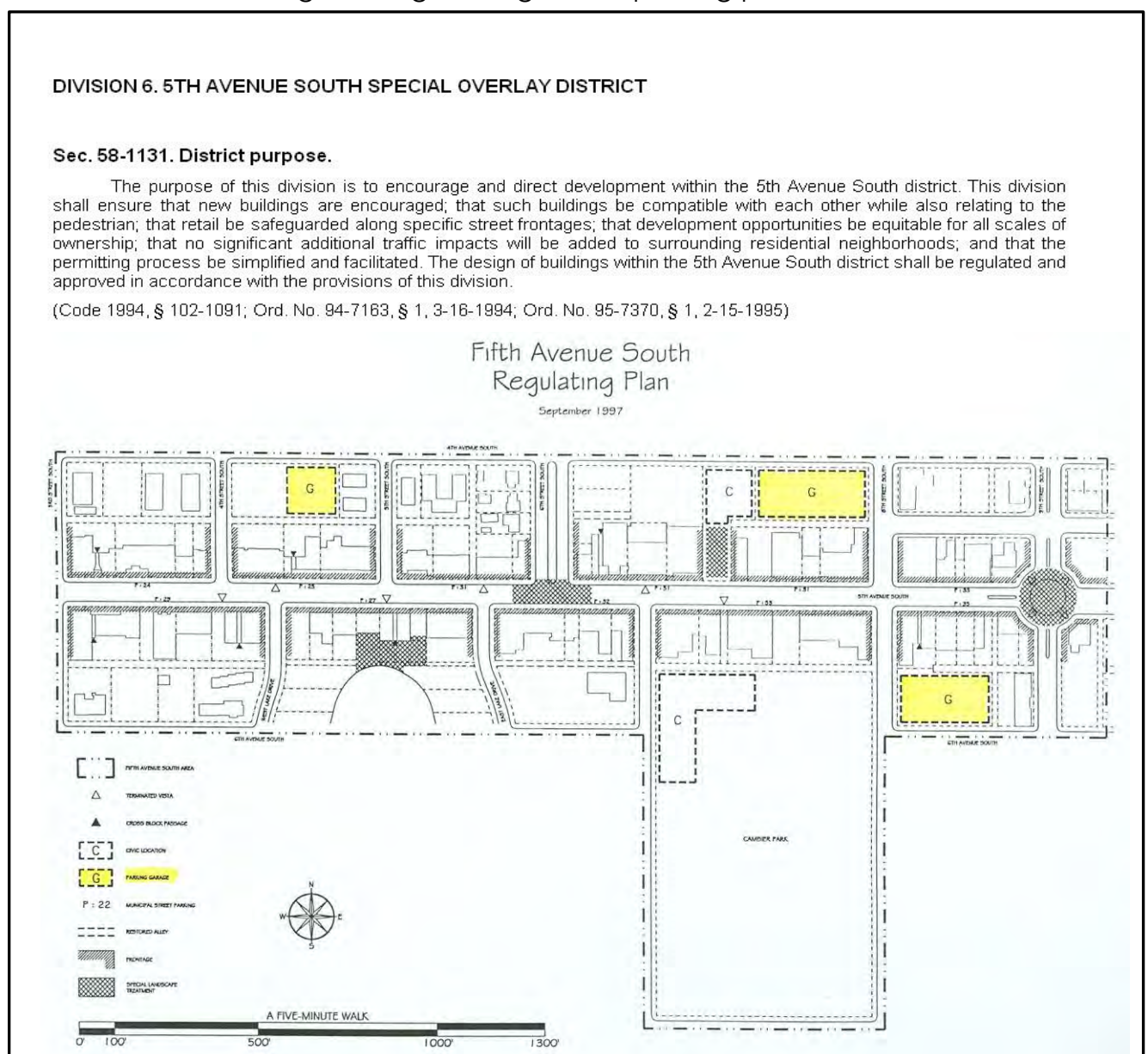
Source: Spikowski (2010: 80)

The purpose of the regulation plan (Figure 3.10, pg. 56) is to identify streets and public open spaces and also designate where various building form standards will apply. A regulation plan helps translate a master plan into place-specific development regulations (Spikowski, 2010: 66).

The zoning codes have contributed to FAS' prosperity; while the regulations are strict, they foster creativity in terms of design as long as the code requirements are not exceeded and the design fits with the communities' creative vision, it is accepted. What can be learnt from this approach is how specific the code is to the type of neighbourhood (high income) the street forms part of.

In an effort to better understand entertainment districts, these examples from the US show that the most popular entertainment districts attract a young, rowdy crowd at night but very few people during the day and can therefore still function as traditional areas whose architectural and streetscape features are preserved and can be used as a means of cultural expression. Dialogue between all stakeholders has been encouraged and is designed to develop more informed public policy around naturally occurring cultural districts and more strategic investment by public and private funders   (Arts and democracy, 2014; also see reports available on from SIAP(2014).

Another lesson from the CSP is that participation fosters collaboration among all concerned instead of relying on assumptions and overall dependency on the state. Collective efforts by residents and retailers have yielded successful outcomes despite funding limitations, even though much remains to be done to revive the street (Chapel Street website 2014).

3.3.2. The Local Context

3.3.2.1. Pre 1994: Influence of South African planning history

South Africa's history under colonialism and subsequently apartheid created conditions in the post-apartheid city where people's identities have been shaped by their circumstances and this has in turn shaped how they

represent themselves in their environment (Schensul and Heller, 2010). The European colonialists transferred their culture and technology throughout the world. They established new towns; in the case of South Africa, these were laid out in a very rigid gridiron pattern without considering the natural structure of the land. In 1953, the first formal town planning scheme with zoning was for the Berea area of Durban; thereafter, zoning schemes spread outwards for places which were referred to as "added areas" of Durban (Forbes, 2011).

The notion of privileging 'difference' is not a new concept. Although it was geared towards a particular racial group, difference was inevitably promoted in pre-apartheid spatial development which included racial segregation from the colonial city (1910 onwards) and class and racial patterns were embedded in settlements in South Africa (McCarthy and Smit, 1984). Spatially, the legacy of the segregated city and the apartheid city approach has posed significant challenges in the democratic South Africa, with associated implications for planning and planning practice (Mabin, 2002).

The apartheid city (1950 – 1985) (refer to Figure 3.11, pg. 59) as a spatial policy formally adopted in 1948 had three elements, namely; Petty Apartheid (social segregation), Urban Apartheid which enforced the implementation of the Group Areas Act of 1950 and Grand Apartheid which promoted the creation of 'independent' homelands based on ethnicity (Mabin, 2002). The apartheid government disempowered the nation's people, denied access to direct participation and democratic representation and was controlled by the minority (Nel, 2004). Town planning was used as a tool to segregate the urban landscape (Harrison, 2008). The ruling National Party was committed to compulsory urban segregation, and used social control and removals through racial zoning and planning schemes. This was evident in South African cities during the 1950s and 1960s which were characterised by low density spatial distribution, while during the 1970s the planning profession itself was divided. Some planners worked in the private sector or for 'white' local

authorities while others worked for national and provincial or 'Bantustan' governments (Mabin and Smit, 1997). By early 1994, the urban system was racially divided and spatially fragmented and cities were essentially inefficient. Recognising that the nation is diverse and has diverse needs meant that there was a need to first redress existing imbalances that are the legacy of apartheid policies. The new ANC-led government had to shift the deeply entrenched apartheid ideology and create a democratic society where all citizens have equal rights (Nel, 2004).

Figure 3. 11: Spatial representation of the Apartheid City model illustrating how racial segregation was enforced.
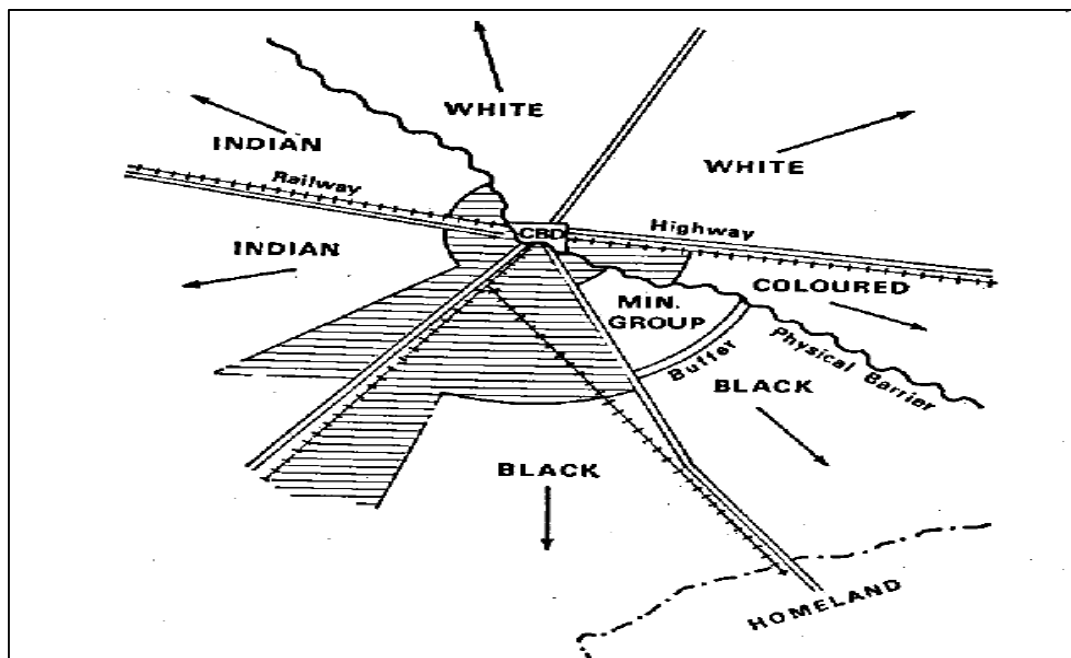
Source: McCarthy and Smit (1984)

Apartheid planning is criticized for reflecting only minority interests and for being modernist, in the form of stand-alone houses, the dominance of private transport, separate land uses and the predetermination of land uses (Schensul and Heller, 2010). With this in mind, it was easy for the democratic government to identify those who had not benefited from apartheid planning (those who are not white). In this instance, difference was promoted for the sake of achieving justice, whether spatial, social or economic, for specific underprivileged racial groups. According to Watson (1998), the separate political and spatial development of different racial groups

designed to serve one dominant racial group makes the South African experience unique when compared to other authoritarian states.

During the post-election period, the establishment of stakeholder forums were crucial to South Africa's transition. They involved stakeholder groupings which were *inclusive of communities, government authorities and business.* The Cape Town Metropolitan Planning Forum is an example. These forums aimed to develop new policies through a process of negotiation.

The complexity of the South Africa's urban environment, particularly its experience of 'informality' (evident in most of the country's cities) has made planning interesting. The concept of 'informality' is synonymous with that of 'identity'. In the post-1994 context of mass rural-urban migration and urbanisation, the urban poor continue to shape the South African city without reference to any formal system of planning and regulation. The social response to globalisation through migration is xenophobia, racism and ethnic conflicts (Amisi and Ballard, 2005; Grant, 2010). While immigrants from other African states faced discrimination and incidences of brutal violence prior to 1994, this was largely due to the institutionalised racism of the time due to apartheid. However, post-1994, there was an unforeseen increase in xenophobic attacks between 2000 and 2008 (Harrison, 1996). Labour migration has created 'occupational ghettos', as well as spatial concentrations of culturally distinct, deprived and socially marginalised people (Massey and Jess, 2005).

A key question is, if planning was the key tool used to promote differences which only benefited the minority, why should planning not be used to promote democracy? It can be argued that, while it is undeniable that apartheid planning resulted in the displacement of those who were not whites, it served its main purpose, which was to segregate races and social classes. Post-apartheid planners had a great opportunity to play a positive role in the transition to a democratic South Africa, providing the tools to manage an unequal urban society coupled with a rapidly changing urban

environment (Watson, 1998; Watson, 2002). According to Harrison (2008:11), "Local authorities were being asked to transform themselves from bureaucratic service providers to developmental, democratic and forward thinking organs of government and it was the planning professionals who had the expertise to think ahead, who could present at least at the urban level a coherent spatial vision based on concepts of equity, justice and sustainability which was in tune with the goals of the new democratic government" through what is termed Developmental Local Government (DLG). DLG aims to provide equal distribution of resources at local level and has proven to be inclusive as citizens, councillors and local authority officials have all benefitted from engagement in the public participation process (Mabin, 2002).

It is these concepts of justice and equity that have directed planners to think progressively about the future of the country. It is therefore important that South African planners understand concepts such as diversity and difference in broader contexts, bearing in mind that the country's experience is different from that of more advanced countries. Part of understanding these concepts is simply accepting how sensitive they are in principle. Watson (2002:46) acknowledges that income disparities are still cause for concern, perhaps more than ever before since the demise of apartheid. Pieterse (2008: 17) connects these gaps with the impact of globalisation which has induced spatial segregation as cities compete to achieve 'world city' status.

Planning in South Africa now operates within a legal framework, which strives to ensure that municipalities deliver their developmentally-oriented planning objectives in terms of Sections 152 and 153 of the Constitution (Constitution of the Republic of South Africa Act, No. 108 of 1996) (Forbes, 2011:2). According to the National Development Plan (NDP) (2011), by the year 2030 the number of people living in South African cities will reach 7.8 million, putting immense pressure on municipalities, especially on their ability to deliver services to communities. Municipalities face an on-going struggle with firstly, the growing urban population and secondly, the persistence of inequality; urban poverty

and financial constraints in certain municipalities. What is positive is how dynamic and vibrant civil society remains (UDF, 2007: iii see also Layman, 2003). Two decades into post-apartheid South Africa, the socio-economic conditions experienced by the country's diverse citizens remain a challenge to planners.

3.3.2.2. Public participation and civil society

The concept of public participation in development processes holds much value because it aims to ensure that all citizens' voices are heard. This is pertinent to South Africa as it is democratic and multicultural society with a variety of needs, views and values. Collaboration, advocacy and diversity form the theoretical basis that underpins participation. Bekker (1996: preface) acknowledges that while the concept of citizen participation has been globally recognised, the South African experience is different, particularly at local government level. This level should function in tandem with provincial and national government as per the requirements of the Constitution (1996).

South Africa has sought to achieve cooperation through Land Development Objectives (LDOs) and Integrated Development Plans (IDPs) using a framework of democratic reform at local level to bring people together in terms of space, and economic and social aspects (Mogale, 2003). However, Integrated Development Planning has been constrained by the complexity of existing planning systems and the managerialist approach to governance. The coordination of time-consuming citizen engagement; performance management and technical solutions between the spheres of government has been problematic[8]. The IDPs' contribution to land use management has also not been an easy one in practical terms. Achieving the goals of IDPs

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[8] In Durban a range of factors influenced development decision-making, including ward-based electoral representation. A metro-wide process of participation based on stakeholder forums in all 100 wards, as well as sector-based meetings was embarked upon to inform the detailed medium term IDP.

within the five year time frame adopted is an ambitious task for local government[9] (Harrison, 2008).

Participation in municipalities in South Africa has posed challenges, particularly with regard to the process itself. While the principles of participation are firmly entrenched in local government operations and policies, implementation remains weak. A recurring issue is that of involving affected citizens in the process from the initial phase to implementation. The limited number of participants is attributed to the lack of legislative channels to direct participation and involvement (Nel, 2004). This has contributed to a lack of confidence in local authorities. There is a need to strengthen civil society and education efforts in order to ensure effective participation.

Bekker (1996: 29-50) argues that, in South Africa, participation has occurred through the interest group approach since 1994. This approach has been employed purely because "local communities are not constructively involved in day-to-day local government affairs". Bekker (ibid) notes that specific groups become involved in the process. Freund (2001:20) identifies a strong commitment to participatory democracy in national urban policy as well as amongst many officials and councillors at the local level despite the power dynamics that significantly influence the process. For example, there are policies for participation in development decision-making, in Durban. Ballard et al (n.d.: 4) identify these power relations as problematic but insist that they can be overcome within development policy-making and practice. The preparation of eThekwini Municipality's Long Term Development Framework 2010[10] demonstrated these relations as it involved substantial participation, widening the decision-making process beyond the formal realm of politicians and officials. Any form of involvement in the development process empowers

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[9] The legislation governing municipalities (South Africa, 2000) requires them to formulate long and medium term city-wide planning in the form of IDPs; this represents a detailed framework for the council's activities over a five-year period (Ballard et al, n.d.:3).

[10] eThekwini Municipality's Long Term Development Framework 2010 outlines Durban's strategy to fulfil the city's long term vision 'to become Africa's most caring and liveable city' by 2020. This plan was formulated through consultation with citizens and the eThekwini Metropolitan Municipality together with the Imagine Durban project funded by the Canadian International Development Agency.

citizens to influence change in their built environment. Integration also promotes synergy between all stakeholders directly or indirectly affected by change. This synergy can be achieved through strategic planning where functional responsibilities are articulated. Robinson (2014:35) sees value in the use of strategic planning where knowledge is shared, whether it emanates from the local role player or the specialist.

Promoting equity remains a necessity; this requires acknowledgement that the distribution of wealth has shifted from being race- to class-based and that economic marginalisation has increased (Marais, 1998; Nel, 2004). While the transition has had positive impacts, these are unfortunately overshadowed by goals yet to be achieved by the government, the private sector, citizen organisations and society at large.

3.3.2.3. Post 1994: Spatial Planning Initiatives and Land Use Management

A major challenge in the post-1994 period is formulating corrective planning legislation that is geared towards improving lives without being oblivious to the impact it has on communities and livelihoods. The spatially embedded post-apartheid condition calls for spatial planning, land use legislation and local government policies that are not only holistic but transformative. The South African Constitution (1996) regulates the transformation of the local government system by promoting social development and democracy at local level (Mogale, 2003). However, since 1994, there has been insufficient coordination between the three spheres of government, national, provincial and local (Layman, 2003). While it is easy to point fingers and assign blame with regard to planning law reform, this study aims to understand the changes and/or interventions that have been put in place during the transition. This could assist in identifying and suggesting solutions for the gaps that exist.

One of the gaps exposed by the continual use of defunct legal frameworks (planning ordinances that sought to protect whites and control those who

are not white) identified by Abrahams and Berrisford (2012) is the fact that too many laws regulate the same activity in one municipality or province. This has exacerbated the confusion around the implementation of planning law in the country. In other African countries (Zimbabwe and Uganda) planning law was also used by colonial regimes to serve their interests above all others (Berrisford, 2013). In South Africa, this raises the question of why, 20 years into democracy, the pace of reforming planning laws is so slow. Planning processes have not been democratic but have served more as instruments to exert political power and bureaucratic control and are not institutional spaces for democratic participation. There can be no doubt that local government is desperate for proper national direction, as more approaches fall into disuse and legislation is repealed (Heller, 2001). The reason is that these pieces of legislation are unconstitutional and are being replaced by reformed laws. However, the legislative progress has been slow and the Development and Facilitation Act 67 of 1995 (DFA), the first spatial planning and land use legislation post-1994 that was introduced as an interim measure has not helped matters. Chapters 5 and 6 of the Act (land development procedures) were declared invalid/unconstitutional in 2010 mainly because this piece of legislation created conditions in which executive functions, i.e., the approval of land use applications, are carried out by provincial rather than local authorities. The court ruling clarified the role of local authorities, and gave them the power to control and regulate land use with the support of provincial and national government.

 Although the DFA facilitated and speeded up the implementation of reconstruction and development programmes and projects in relation to land, according to Abrahams and Berrisford (2012: 17-22), its usage has decreased. Similarly, the use of the Less Formal Township Establishment Act (LeFTEA) has also declined over time for the simple reason that LeFTEA allows provincial government to make decisions on development applications, which is also unconstitutional. In KwaZulu-Natal, the implementation of the Planning and Development Act No. 6 of 2008(PDA) was spearheaded by

provincial government (Department of Cooperative Government and Traditional Affairs) though the PDA Forum, and councillors and municipal officials' training programmes. In terms of spatial planning, it aimed to replace existing processes for land use and changes to schemes. This came to a halt with the promulgation of new spatial legislature promulgated urgently[11] after the revoking of the DFA. The Spatial Planning and Land Use Management Act (SPLUMA) has been keenly awaited since its White Paper (2001)[12], mainly to see if it manages to at least iron out some of the kinks that currently exist in planning law.

There have been various responses to the Act, with a proposed commencement date of 1 September 2014(at the time of writing). In an article in the South African Council for Planners' e-Newsletter (5 July 2014), Peter Dacomb held the view that "This [SPLUMA] relatively unknown Act, all of the 7 pages there-of, provides a vehicle to subdivide and develop land and allocate land use rights without necessarily giving notice to any interested party, by setting aside Act 70 of 1970 and by not having to comply with any law governing township establishment". To address some of the questions raised and to provide legislative clarity, a table was released on the KZNPDA internet forum[13] (refer to Table 3.1, pg.69) which outlines the laws applicable to the type of application made (only land use change applications are shown in the table), and gives policy direction in terms of the appropriate sections within the legislative documents, i.e., SPLUMA and the Planning and Development Act of 2008 (KZNPDA, 2014).

The Spatial Planning and Land Use Management Act No. 16 of 2013 states that the Act seeks to:

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[11] "The Constitutional Court provided a 24-month grace period from the date of the DFA judgement to remedy the defects in the DFA or promulgate new legislation by 17 June 2012. In 2014 two years after the deadline, SPLUMA now requires urgent implementation (Ogunronbi, 2014, 6).

[12] The White Paper on Spatial Planning and Land Use Management (2001) outlined a spatial development vision to address issues concerning land-use management systems; municipal approval periods and planning enforcement and permission as well as disjuncture's with existing and newly drawn up planning schemes (WPSPLUM:2001).

[13] *Categorisation of applications for planning approval* table extracted from the KwaZulu-Natal Planning and Development Act Internet Forum group [groups.google.com/group/kznpda Accessed 09 October 2014]

"Bridge the racial divide in spatial terms and to transform the settlement patterns of the country in a manner that gives effect to the key constitutional provisions, by the introduction of a new approach to spatial planning and land use management" (KZNPDA, 2014).

The objectives of the Act are to:

a) Provide for a uniform, effective and comprehensive system of spatial planning and land use management of the Republic;

b) ***Ensure that the system of spatial planning and land use management promotes social and economic inclusion*** (highlighted by the researcher)

c) Provide for development principles and norms and standards;

d) Provide the sustainable and efficient use of land;

e) Provide for cooperative government and intergovernmental relations amongst the national, provincial and local spheres of government; and

f) Redress the imbalances of the past and ensure that there is equity in the application of spatial development planning and land use management (KZNPDA, 2014).

Objective (b) is of particular interest to this study. This objective is also very much in line with other initiatives that have been introduced to look into long term development; for example, Chapter 8 of the National Planning Commission's vision for spatially inclusive urban areas calls for the inclusion of poor populations into the urban fabric in such a way that everyone can live and work together in harmony. The National Development Plan (2011) vision 2030 explicitly sets out urban policy directives and states that South Africa's key spatial development initiatives should adhere to certain principles, including spatial justice, spatial sustainability, spatial resilience, spatial quality and spatial efficiency.

SPLUMA (2013) requires that both district and local municipalities adopt land use schemes (section 24(1)). Town-planning (or zoning) schemes were traditionally used under the Town Planning Ordinance No. 27 of 1949 to manage land use in urban areas (CoGTA, 2011). When it comes to changing land use procedures, it seems that this is a case of better the devil you know, as municipal officials favour the use of the Ordinance. The town planning and zoning schemes laid down by the Ordinance play a key role in managing the urban core areas on which many municipalities depend for revenue from property rates (Abrahams and Berrisford, 2012: 15-51). Ogunrobi (2014:6) notes that, with regard to land use management, SPLUMA identifies the municipality as the primary agent that is required to use a Land Use Scheme (LUS) prepared and implemented after extensive public consultation. A LUS is binding on both the owners and the users of land. Municipalities are expected to achieve this within five years of the Act coming into effect.

Many municipalities have stated that they are not ready to implement SPLUMA[14]. According to Ogunronbi (2014:3), the main reasons are, firstly, confusion with regard to the delegation of powers and functions to local government, including the lack of clarity regarding existing provincial legislation. Secondly, there is a general lack of knowledge of planning officials and their capabilities within their designated municipalities, particularly their ability to implement SPLUMA; and finally, there is a lack of planning legislation to deal directly with land development applications. SPLUMA requires that municipalities prepare, update and review their schemes. eThekwini Municipality has adopted schemes for the North, South, Inner-west and Outer-west regions and according to an *eThekwini Municipality Press Release*[15] (10 October 2014), the municipality is currently looking at a planning scheme for areas that fell under the "Old Durban District". The municipality's proposed Durban Scheme for the Central Region

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[14] According to a presentation by the South African Local Government Forum entitled 'SPLUMA: Key Municipal Steps Towards Readiness'. Municipal Managers' Forum Mbombela 4-5 September 2014 [Available at http://www.salga.org.za/ Accessed 14 October 2014].

[15] Available at http://www.durban.gov.za/Online_Tools/Pages/Press_Releases_Newsletters.

(2013, 24) defines a scheme as a "land use management tool used by the Municipality to manage the development which occurs within its area of jurisdiction. It comprises a set of maps and associated clauses which guide and manage land use practices". The objectives of any scheme are to allocate desirable land uses and protect the amenities offered by adjacent land uses. The implications of these changes are discussed later in this study.

Table 3. 1: Applications made under SPLUMA (2013) and the PDA (2008)

Applications that change land use, intensity and development rights		
Amendment to wording of land use scheme, including development controls contained in it, without rezoning land	Section 26(5) of SPLUMA	Section 13(1)(a) of the 2008 PDA
Zoning or rezoning of land in accordance with a new zone (introduction of a new zone)	Section 26(5) of SPLUMA	Section 13(1)(a) of the 2008 PDA
Rezoning land to achieve the development goals and objectives of the municipal spatial development frame.	Section 28(1) of SPLUMA	Section 13(1)(a) of the 2008 PDA
Zoning or rezoning of land in accordance with an existing zone (application by a private person or another organ of state, rezoning to an existing zone only)	Section 41(2)(d) of SPLUMA	Section 13(1)(a) of the 2008 PDA
Amendment of conditions imposed by the municipal council when it zoned or rezoned land in accordance with a new zone	Section 60(1)(b) of the 2008 PDA	Section 65(1)(a) of the 2008 PDA
Consent (special consent) in terms of a land use scheme	Section 41(1)(a) of SPLUMA and section 67*bis(1)* of the Ordinance	Outside the scope of the legislation. Section 67*bis(4)(a)* of the Ordinance

Applications that amend subdivisions and land ownership		
Approval for a development situated outside the area of a land use scheme	Section 41(1)(a) of SPLUMA	Section 43(1)(a) of the 2008 PDA
Subdivision of land	Section 41(2)(b) of SPLUMA	Section 26(1)(a) of the 2008 PDA
Consolidation of land	Section 41(2)(c) of SPLUMA	Section 26(1)(a) of the 2008 PDA
Township establishment (the creation of 50 or more erven, excluding road erven)	Section 41(2)(a) of SPLUMA	Section 26(1)(a) of the 2008 PDA
Subsequent phasing of an approved layout plan for the subdivision or consolidation of land	Section 50(1) of the PDA	Section 55(1)(a) of the 2008 PDA
Removal, amendment or suspension of a restrictive condition of title	Section 41(2)(e) of SPLUMA	Section 65(1)(a) of the 2008 PDA
Amendment of conditions imposed by a Municipal Planning Tribunal or Planning Officer		Section 65(1)(a) of the PDA
Certificate that applicant has complied with the conditions of approval that must be complied with before land may be registered		Section 34(2) of 2008 PDA
Other Processes		
Appeals	Internal appeals by decisions taken by the Municipal Planning Tribunal may appeal to the Municipal Manager under Section 51(1) of SPLUMA	Lodging an appeal to the Appeal Tribunal under Section 113(1) of 2008 PDA

	No appeal under section 62 of the Municipal Systems Act in terms of section 51(7) of SPLUMA	
Enforcement	Section 58 of SPLUMA	Section 75 of 2008 PDA

Source: Full table available on [groups.google.com/group/kznpda Accessed 09 October 2014]

3.3.2.4.Transforming SA cities through mixed use development

The concept of mixed use development is firmly on South Africa's compact city agenda. The reason for this is the largely fragmented urban landscape and urban/suburban sprawl confronting planners (Hindson et al, 1993). Globally, mixed use development serves many purposes in public spaces. The Adelaide City Council's *Guide to mixed use development* state that the key principle of a mixed use development is to allow lively activities to operate for longer especially in areas that want to operate 24 hours a day. However, high impact land uses need to be managed in order to reduce conflict with other sensitive uses. Appropriate design measures are therefore required in order to address noise attenuation, air quality and vibration. An obvious benefit of a mixed use development is convenience as facilities are within walking distance. An added benefit is the very lively urban environment enhanced by the diverse nature of activities and people coming together for various reasons, activating the spaces. Mixed use developments also experience some challenges that are usually area-specific, including the regulation of town planning schemes, parking provision, long term financing and a lack of collaboration between all stakeholders (Adelaide City Council, 2010).

Mixed use development is not a new concept internationally and has been regarded as an adequate approach to urban regeneration efforts (Grant, 2002; Turok, 2004; Lee et al, 2013). Urban regeneration is defined as a "process to address urban decay, especially in inner city areas, in order to

revitalise the whole physical, social and economic environment of this area" (Housing Development Agency, 2013: 10). In South Africa, urban regeneration efforts usually centre on City Improvement Districts (CIDs) which are management tools used to tackle social and economic problems at precinct level (ibid).   However, these initiatives have been criticized for excluding the homeless and informal traders from the management areas, and hence shifting crime to other areas (Harrison et al, 2008: 151).

While there is demand for planned mixed use development, challenges remain, largely because of regulatory restrictions. In 2007 the City of Austin, Texas adopted commercial design guidelines after negotiations with all stakeholders. The aim was to make its regulations more flexible in order to achieve the developmental vision for Midtown Commons (an urban infill area). While this was not an easy task, four years later the area was a thriving mixed use development (Harding et al, 2012: 6-16).   It is important to determine whether or not universal design principles are applicable in the South African context because mixed-use developments pose a different range of challenges that are unique to each context (Bredell, 2012: Abstract).   One lesson learnt from the Australian Chapel Street Precinct is that, while Melbourne, Victoria adopted its strategic plan in 1985, the city again worked on improving its public spaces in 1994 and 2004 (Lee et al, 2013:2).   Maintenance should not be taken lightly because if not well-maintained, mixed use precincts can deteriorate, negatively impacting amenities and investment in the area. For example, while vacant buildings are not the source of many problems, they can cause the devaluation of properties in an area.

In the GEP Bezuidenhout Mixed Use Precinct in Troyeville, Johannesburg unoccupied buildings create feelings of neglect and insecurity. Other problems include buildings being used for unsuitable purposes, such as motor vehicle repairs, uncontrolled informal trading activities and environmental

degradation (Albonico Sack Mzumara Architects and Urban Designers, 2005:4). The Australian case study has shown that in order to deal with the deterioration caused by negligence, management is important. It seems that the biggest problem with South Africa's mixed use precincts is the lack of management and law enforcement. Parnell and Pieterse (2010) argue that in Cape Town, good enforcement typically happens in middle-class neighbourhoods as opposed to poorer neighbourhoods. Cape Town's CBD has undergone much positive transformation since its decline after the end of apartheid. Long Street in the city is a popular linear distribution of bars and night clubs that is confronted by the typical issues of drug-related activities and prostitution (Goga and Goredema, 2014:5). While Long Street's history is one of racial exclusion and the street is a very diverse, shared space today, this diversity is limited by racially isolated patterns within spaces (Tredoux and Dixon, 2009:8 -13).

South African cities have embarked on a mission to revitalise certain areas that declined over time for various reasons. These spaces are a direct product of the Group Areas Act and apartheid planning but they are also areas with potential for successful mixed use development. For example, Johannesburg's inner city declined during the transition to democracy as white property owners vacated their buildings which were inevitably taken over by the influx of people in need of housing. How they located themselves also created segregated coloured, Indian and black areas (Common vision, shared success, 2006/2011). The city managers aim to capitalise on the historical relevance and cultural significance of the most deteriorated spaces and places. Revitalisation is seen as essential for the city's long term sustainability. This requires an understanding that planned mixed use precincts can foster social cohesion, respond to people's cultural values and can also be spaces for the conservation of heritage like the Freedom Park Heritage Precinct in Johannesburg (Prinsloo, 2010).

The same can be achieved by organic developments such as the Maboneng precinct, located in Johannesburg's inner city. This precinct is currently being transformed into Johannesburg's creative hub – Arts on Main. The project is spearheaded by agents of change who want to change Johannesburg's reputation through mixed use development (Propertuity, 2013). According to the City of Johannesburg's Property Growth report (ibid, 2013:10), as a former industrial area, the Maboneng precinct was left dilapidated with vacant buildings which became spaces for illegal activities and hence very high crime levels, making the area inaccessible to the general public. While urban transformation goes through various stages at various scales, at the end of the day, visions and projections for a precinct should not compromise livelihoods. South Africa's past is still deeply rooted in these spaces and as cities take on a new shape of mixed uses, any land use changes should take people's survivalist needs into account; if not, the problems will either persist or take on new form. Similar to Maboneng precinct, Rivertown precinct is one of Durban's first planned mixed use projects, developed by the Propertuity Group (2014b). This company uses diversity through design to focus on the transformation of the eastern portion of the CBD (The Propertuity Group, 2014b). Like most of South Africa's regeneration projects, Rivertown has an identifiable historical role. Built in 1914, the Rivertown Beer Hall was formerly Durban's light industrial and storage building area (Durban Spatial Legacy Projects, 2014). The impact of the newly re-opened and refurbished beer hall can only be analysed over time.

A spatial structuring element makes the experience of different parts of South Africa's cities unique. It has been argued that the "combination of the modernist planning paradigm and apartheid planning has resulted in the three spatial characteristics of low density, fragmentation and separation, which describe South African towns and cities" (Dewar, 2000: 211). In studying a place like Florida Road, it is important to distinguish its function as a

corridor. The activity corridor concept has and does influence the spatial planning initiatives being conceptualised and implemented across South Africa and its function varies in terms of scale. As a result, there have been various definitions of the concept. For the purpose of this study, a corridor is defined in terms of the Municipal Systems Act (2000) as, "A high volume transport route that links major activity centres. Corridors and the nodes that they connect are areas of highly concentrated passenger and freight customer demand and therefore require relatively large-scale investment in infrastructure and services".

The Provincial Planning and Development Commission (2008a:13) defines a corridor as a land use system of increased linear intensity, which helps to structure and shape the surrounding environment. Martins (2001), distinguishes between an activity spine and an activity street (illustrated in Figure 3.12 below).

Figure 3. 12: Showing Activity Corridor and Activity Street
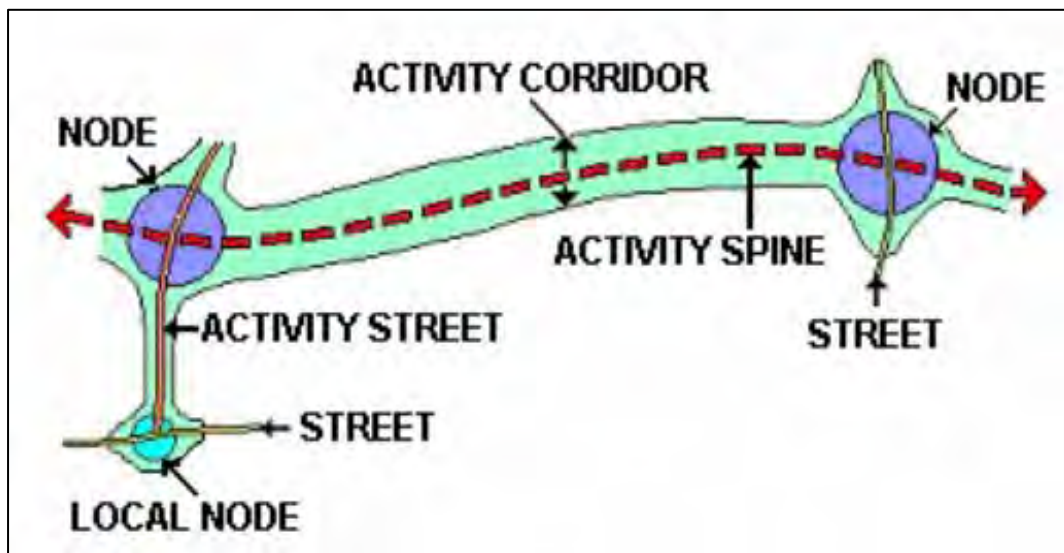
Source: Cape Metropolitan Council (2000:13)

At the centre of an activity corridor, a continuous activity spine carries major road-based public transport and consequently provides the best location for more intensive activities such as businesses and community facilities, as well as high-density housing.

An activity street is a smaller version of an activity spine where the same principles of linearity, accessibility and market threshold apply but there are much lower levels of opportunity. Activity streets occur at the residential level and are primarily of local significance. This distinction is important in determining the category into which the Florida Road precinct falls in terms of form and function. EThekwini municipality's proposed Durban Scheme for the Central Region (2013, 20) defines an Activity Spine as a "a public street, incorporating an existing or planned public transport route, and adjacent land used or intended for mixed use development".

An activity street is a smaller version of an activity spine where the same principles of linearity, accessibility and market threshold apply but where there are much lower levels of opportunity. Activity streets occur at the residential scale and are primarily of local significance. This articulation is important when attempting to reach a point of convergence as to which category the Florida Road precinct falls in terms of form and function.

The elements that typically characterise a corridor are present in the Florida Road case study. Although it is a neighbourhood scale activity road which functions as a collector route, Florida Road can be classified as a mixed-use activity spine functioning at a city-wide level of significance(Iyer:2012). It is ultimately a main road with concentrated, high intensity mixed uses along the road and opportunities for accessibility and linear transportation movement (UNHABITAT: 2012).

3.4. Conclusion

This chapter discussed the urban reconstruction challenges confronting South Africa, including some of the local influences on planning processes and public management. It also explored where South Africa fits in current international debates on planning as well as the important implications for planning practice. Not only has socio-spatial segregation played a major role in exacerbating income and wealth inequality in South African cities, but

contemporary urban development influenced by international trends tends to have socially regressive effects. The urban poor are already disproportionately affected by key externalities that were generated during apartheid; not only are do they have an identity crisis but they are also displaced. At the same time, the urban form has had a positive direct effect on poor and disadvantaged groups by increasing access to goods, services, and economic opportunities (Grant, 2010). As a result of these and other dynamics, concerns about social justice and spatial transformation in planning have emerged. South African cities have used the nation's diversity and history to transform specific areas into cultural districts with an economic orientation. However, the question remains: how inclusive are these areas and if not, how can they be made more inclusive?

4. Introduction

This chapter is divided into two sections. The first presents the case study and spatially contextualises the study area, its location and its role within the broader eThekwini Metropolitan Area. The second section contextualises the case study area by presenting some of the characteristics identified through observation and explains the connection between existing physical, environmental, economic and social circumstances. It is important to clarify that Durban is also referred to as eThekwini Metropolitan Municipality.

4.1. Background on the case study area: Florida road precinct

This case study investigates Florida Road which lies within the Windermere area, a medium-high residential neighbourhood within Berea North of the Durban CBD (the primary centre for investment and opportunities). The precinct is part of the Florida Road Urban Improvement District, under the jurisdiction of eThekwini Metropolitan Municipality.

Florida Road is one of the oldest streets in the Durban Metropolitan Area. At the end of 18th century and at the beginning of the 19th century, many large residences were built along the road in Victorian and Edwardian styles, which created a unique identity for the road. Although the Florida Road area was previously predominantly residential, it has grown organically into a vibrant activity corridor consisting of a more diverse, mixed use orientation. It is also ethically, socially and architecturally diverse. The precinct has retained its architectural character with a mixed-use zone for residential, office and commercial buildings. These buildings add value to the urban fabric and carry a particular history and aesthetic quality which cannot be duplicated.

Mr F Reitz works in eThekwini Metropolitan Municipality's Urban Design and Landscape Planning section confirmed in an interview that "Florida Road is still lined with a diverse set of strong Victorian and Edwardian style buildings, some of the newer buildings are Art Deco and Berea style architecture"

The precinct also has public spaces which encourage a sense of community such as the accessible public space which is often used as an events platform and also has a symbolic padlock gate (image 11 below). The park (image 12, below) to the north of the precinct adds to the quality of the area.

Some of the assets associated with the precinct are pictured. Image 9: Shows The Benjamin Hotel and Image 10: Shows a building hosting a mix of uses on Florida Road, predominantly restaurants and fast food Nandos and Kauai.

Source: Image 10 and 11 from www.floridaroaduip.com Accessed 10 May 2014)

Image 11 shows a symbolic padlock fence bounding a public space used for events and Image 12 shows a public open space, Mitchell Park.
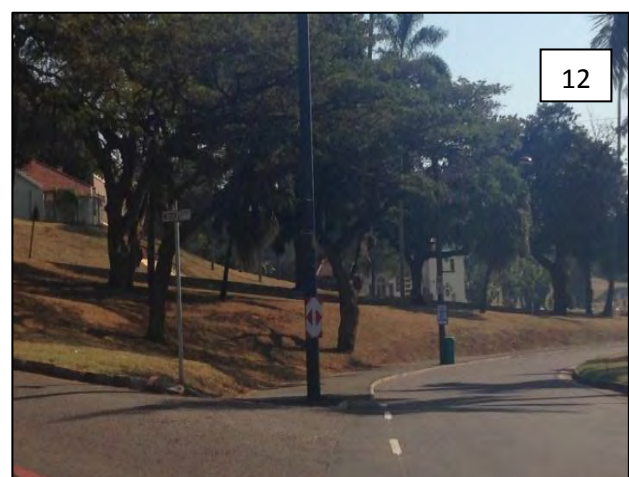
Source: Image 12 and 13, Author (2014)

4.2. Zoning and Land use distribution

4.2.1. Current and proposed zoning

In the existing zoning scheme the northern portion of the precinct is zoned General Residential 1 while the bottom portion of the precinct is currently zoned General Residential 2 (refer to Plan 4.5, Appendix 8,pg.156). The eThekwini municipality outlines the uses that are allowed in this zone as follows:

"Dwelling House, Ancillary Unit when ancillary to a Dwelling House, Maisonettes, Residential Building, Institution, Cluster Housing Development. Special Consent- Agriculture, Licensed Hotel, Parking Garage, Place of Instruction, Place of Worship, Social Hall, Crèche, Special Building or use, Offices in terms of clause 7, any other use authorised in terms of clause 6 bis"

The uses permitted in the zone General Residential 2 include the following:

"Dwelling House, Ancillary Unit when ancillary to a Dwelling House, Institution, Maisonettes, Residential Building, provided that in the Merewent, Chatsworth and Austerville South and North areas a Licensed Hotel may be erected without special consent on a site marked by the symbol "H" in red, Cluster Housing Development".

Uses that require Special Consent include "Agriculture, Licensed Hotel, Parking Garage, Place of Instruction, Place of Worship, Social Hall, Crèche, Special Building or use, Offices in terms of clause 7, any other use authorised in terms of clause 6 bis." (The city of Durban, 2014).

The Proposed zoning for the precinct as per the Central Scheme: Durban Scheme (2013, 59) is Commercial (refer to Plan 4.6, Appendix 8). The regulations for this zone outline that "The zone has a set minimum Erf Size is 900m². The Municipality may permit a subdivision of land in any zone which is less than the minimum prescribed provided that any such tolerance shall not exceed 10 % of the minimum prescribed area".

The scheme intention is to provide, preserve and use land or buildings for:

"Medium impact commercial purposes, accommodation of commercial or business activities within a residential area where the commercial activity provides a service to the residential community and is not detrimental to the residential amenity of the area" (refer to Appendix 9: Scheme Regulations).

4.2.2. Land Use Analysis

Florida Road has a range of compatible and non-compatible mixed uses all within walking distance. The road is characterised by both horizontal and vertical mixed uses. The precinct contains a variety of land uses such as residential flats, retail/business, professional offices, art galleries and hotels.

A variety of residential typologies including duplexes, maisonettes and semi-detached houses are located along the road. The northern portion of Florida Road which is also the quietest portion has predominantly residential and professional office uses such as accountants, architects, consulting engineers, catering companies, administration, finance, legal practitioners, etc. (see Image 13 below). This is an indication of the diverse nature of the road as it manages be broken up into areas with residential and office harmony while it also caters for medium impact land use activity at certain concentrations.

Image 13: Cottam Grove

Source: Author (2014)

As one moves along the precinct the intensity of the land uses and compactness of the buildings increases; it has eclectic horizontal and vertical mixed uses such as restaurants, hair salons, night clubs, furniture shops, art galleries, a community grocery shop(Spar), church(Church on Florida) and bank (FNB) (see Images 14&15, below).

Image 14: Retail horizontal mixed uses, showing Tops Holdens at the Spar grocery shop and Mitchell park pharmacy on Florida Road

Source: Author (2014)

Image 15: Entertainment vertical mixed uses on Florida Road, there are also two night clubs (Del a sol and Coco's), commercial shop 'Tobacconist', hair salon, restaurant and a Tattoo shop located in this mix of land uses.
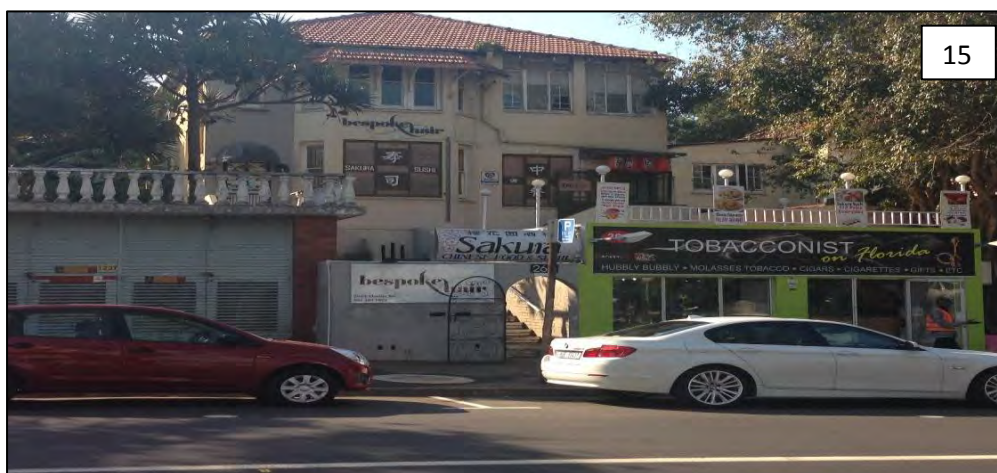
Source: Author (2014)

This area is most active during the day. After Lambert Road, the nature of land uses changes to predominantly commercial in the form of restaurants with some residential flats. However, after Gordon Road, there is a linear mix of restaurants and/or lounges, residential flats and night clubs, a garage, church and a number of hotels (See Images 16-18 pg.114). This area is busiest in the evening and night until morning.

4.2.2.1. Comparative Land Use Analysis: 2007 – 2014
Plan 4. 1: Land Use Composition 2014, Florida Road
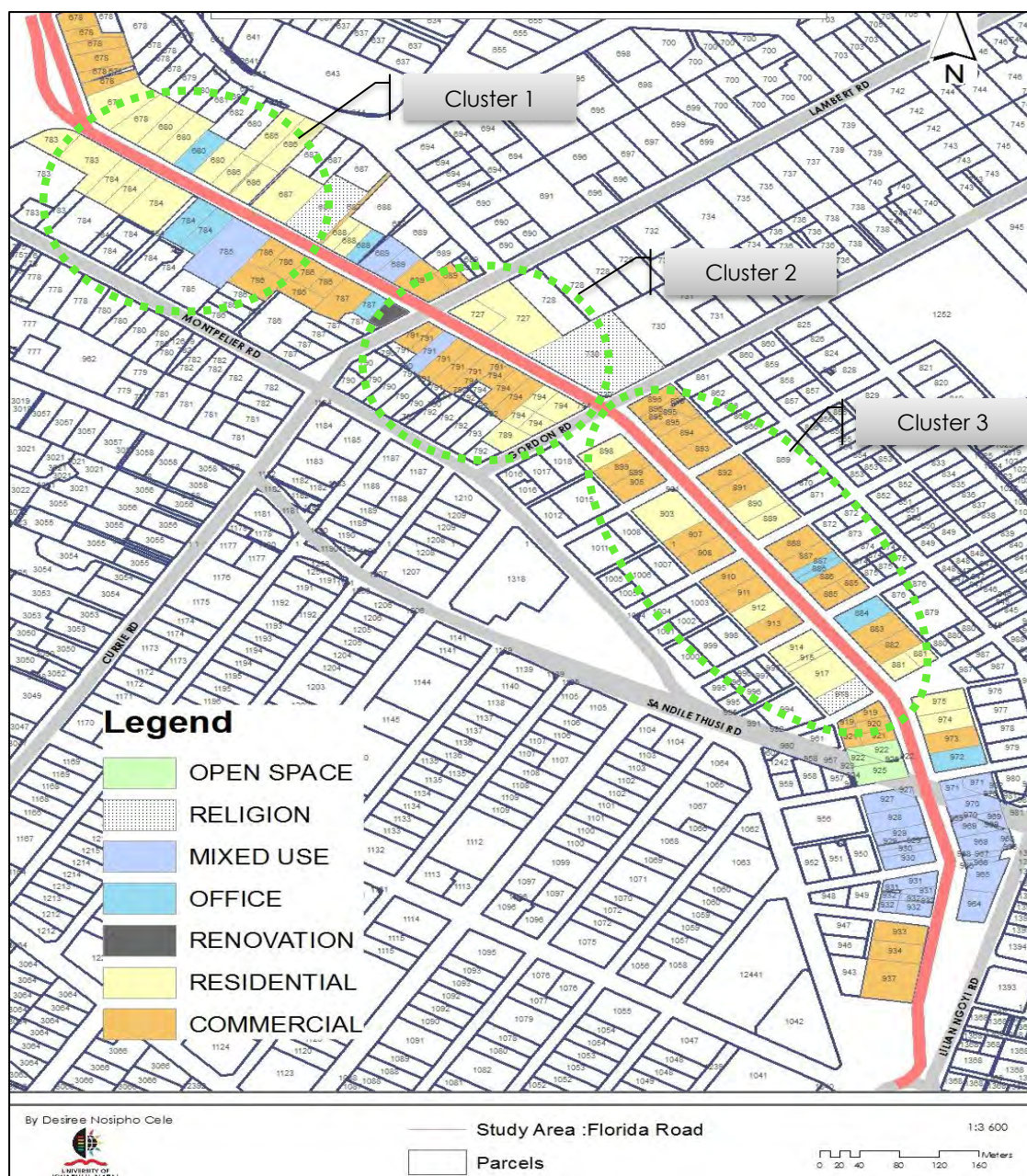
Source: Author (2014)

Plan 4. 2: Land Use Composition 2007, Florida Road

LAND USE LEGEND:

Flats / Apartments
Semi Detached, Maisonette, Duplex, Simplex
Single Detatched
Hostel / Boarding Home
Hotel
Religious
Park
Motor Vehicle Service Station
Parking Lot
Undetermined Use

Medical Services
Small Scale Production
Human Resource / Employment
Vocational Training
Personal Health, Beauty and Maintenance

Finance, Insurance, and Real Estate
Bank and Banking related functions
General Office
Proffessional Services
Advertising Agency & Marketing
Architectural Services
Interior Design Services
Travel Agency
Business Maintenance Services
Film, Video, Media and related services

Take Away
Bar
Restaurant
Night Club
Theatre

Retail: Contemporary Furnishing
Retail: Household Decor and Accessories
Retail: Fashion and Accessories
Retail: Collectables: Books and Antiques
Retail: General
Retail: Other Specialist
Art Gallery

Florida Road and Greyville Village
Draft Strategic Assessment, February 2007
LAND USE ANALYSIS

Source: Kagiso Special Spaces (2007)

In comparing the nature of the land uses in 2007 with current uses (refer to Plan 4.1, pg 83 and Plan 4.2 above), it is clear that the northern portion of the side (Cluster 1: Residential/office) has remained the same, predominantly residential with a number of offices offering professional services. However, with an additional night club on Cluster 2, the nature of entertainment/retail mixed use remains. Cluster 3 has changed in terms of the types of commercial land uses; there are additional lounges which were previously restaurants and fewer offices than in 2007 around this cluster, yet the office

composition after Eighth Avenue remains the same. St Joseph's Catholic Church on Gordon Road and the hotel (The Benjamin Hotel) remain traditional staples on Florida Road and there is an additional church, The Olive Tree Church on Seventh Avenue. Ultimately, Cluster 3 has experienced very significant land use changes adding to the intensity and hence competing uses in the area.

4.2.2.2. eThekwini Municipality land use intention

EThekwini Municipality subscribes to the package of plans approach to spatial planning. According to the SDF Report (2012/13: 22), the existing package of plans includes the following:

- The Long Term Development Framework and the IDP (discussed in the literature review);
- The SDF which illustrates the Strategic Spatial Development intentions of the municipality based on the LTDF and IDP;
- The Spatial Development Plan(SDP) which is a broad-based Land Use Directive to guide Local Area Planning and LUMS, Bulk Infrastructure and Transportation Planning Directives for the Municipality;
- Local Area Plans (LAPs) which provide detailed physical planning directives for the municipality;
- Functional Area Plans (FAPs) that detail a physical plan for areas with special environmental, economic, or heritage characteristics; and
- Land Use Schemes which drive and direct development and give effect to the people's vision for the municipality; Florida Road is part of the Berea North Town Planning Scheme.

EThekwini Municipality has outlined its policy intentions in terms of the uses and types of development permitted within its jurisdiction. Currently, the Berea Urban Core Extensions Project describes the land use proposal outlined for Florida Road precinct as an *Architectural Heritage Precinct* (see Table 4.1 for the statement of intent, pg. 86 ; refer to Plan 4. 3, pg. 87). The output for

the overall Berea project was for the proposed planning scheme which is intended to have the ability to manage development in terms of impact, performance and use. Based on this one can deduce that the Municipality has a concrete plan for the precincts future. There is a strong drive for a link between commercial impact and architectural preservation. The direction for the precinct from the municipalities perspective is moving from the residential dominance into the area being commercially driven. The precinct has undeniably become an economic hub for the city hence the intention to allow for further conversions that comply with the municipalities requirements(As outlined on Table 4.1 below)

Table 4. 1: Statement of intent[16]

STATEMENTS OF INTENT FOR THE ZONES	STATEMENTS OF INTENT FOR THE DISTRICTS	STATEMENTS OF INTENT FOR THE PRECINCTS
High Impact Residential To create a zone that contains all types of residential accommodation and provides opportunity for a wide range of services and mix of activities to cater for broader community needs but excludes industrial uses	Office and Residential Conservation District (Large Scale) To create an office and residential conservation area, where the type and scale of permitted uses may have greater impact on the surrounding urban fabric and where uses such as restaurants may be permitted	Architectural Heritage Precinct (**Florida Road**) To create an area where higher impact uses such as restaurants and larger scale offices or residential buildings may be permitted through conversion, conservation and redevelopment, provided that the design of all building is required to be in keeping with a specified architectural theme.

Source: Extracted from [www.durban.gov Accessed 09 October 2014]

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[16] The full table inclusive of other zones is available from www.durban.gov.za Accessed 29 September 2014

Plan 4. 3: Proposed Land Use Intentions
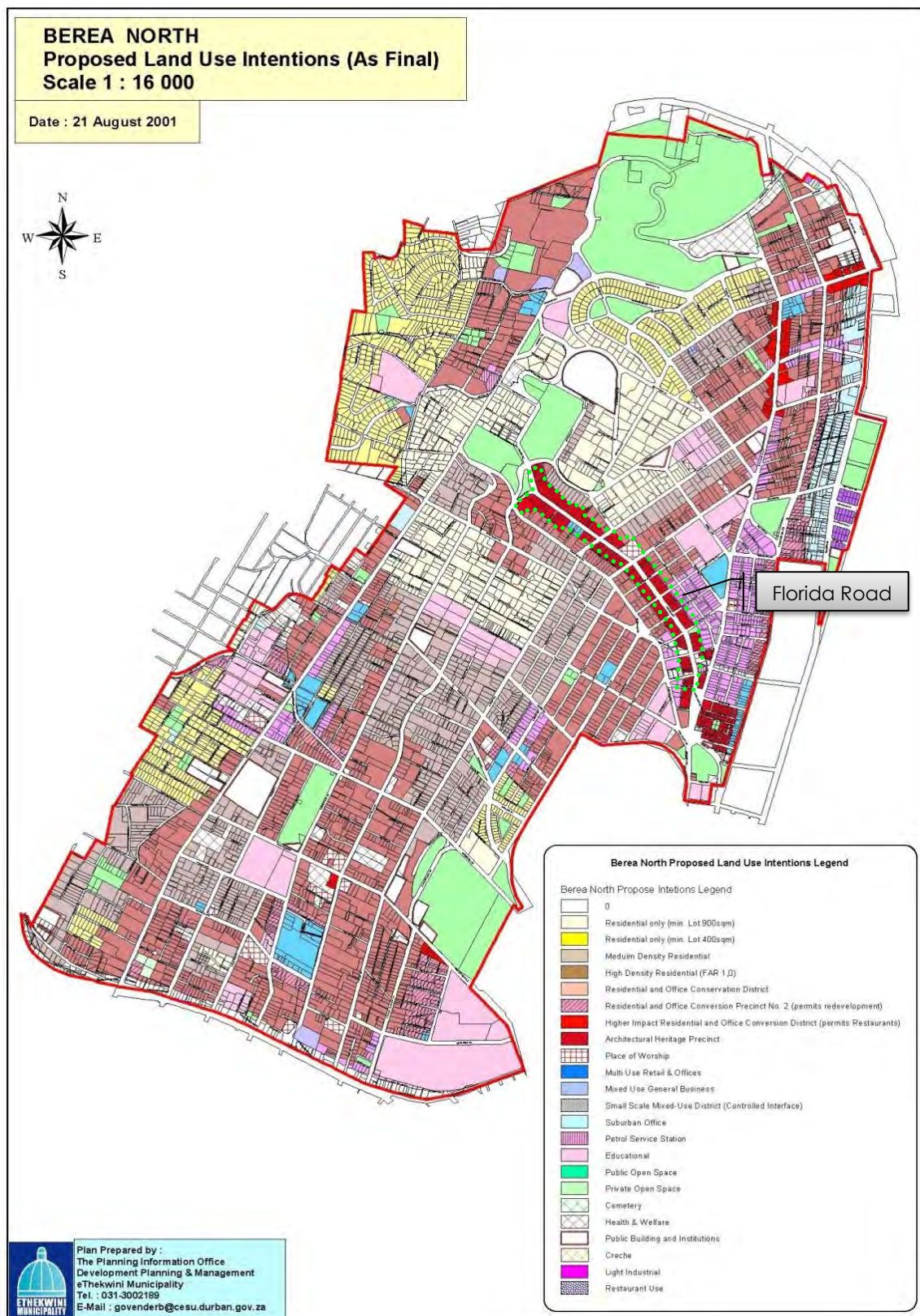
Source: [citymaps.durban.gov.za Accessed 09 October 2014]

4.3. Contextual Analysis

The contextual analysis briefly establishes an overall spatial perspective of the corridor. This includes firstly defining what a corridor is with the intention of establishing where in the 'what is a corridor?' discourse Florida Road fits. It also involves outlining the existing urban structure of the corridor within its urban and physical context based on observational analysis. This section further addresses the study's second objective: To assess residents and users of the precinct's socio-economic conditions, personal circumstances, level of fulfilment and difficulties.

4.3.1. Existing Urban Structure

Florida Road is identified by the eThekwini Metropolitan Municipality as a mixed-use entertainment-orientated corridor with a distinct identity based on existing development. The Durban CBD is a high density area with multiple employment opportunities; the assumption is that Florida Road residents are employed within the CBD and the greater Durban area. The CBD is the core with established transportation links to the corridor (these linkages are discussed later). These and variety of factors and more have made the road an attractive and lucrative location for business especially. A good 33% of the respondents have been operating in the area for five years or more; 25% for three to four years and another 25% for one to two years. Only 17% had been operating for less than a year. Churches in particular are longstanding landmarks in the area that have been there for much longer than five years.

Figure 4. 1: Period of occupancy
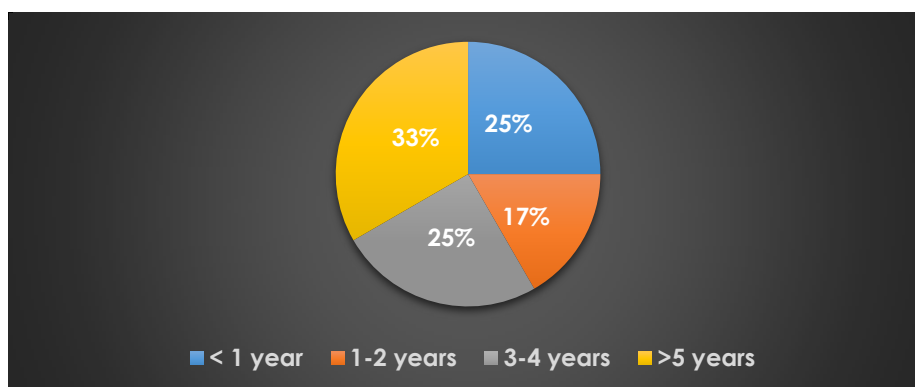
Source: Author (2014)

The respondents offered various reasons for deciding to locate in the area. Some responded to the 'locational' factor because the area is embedded in a good network linking the CBD and surrounds; this was followed by the popularity of the area; the mix of people; living quality and networking and lastly, coincidence.

Figure 4. 2: Factors that influenced decision to locate

Source: Author (2014)

The population density of the Windermere suburb within which Florida Road is located is medium-high density and may contribute to the success of the corridor in terms of diversity and vibrancy. The threshold is adequate to support the precinct and allow optimal use of this growing corridor owing to the proximity and concentration of activities occurring along the road.

The Florida Road linear precinct is characterised by both vertical and horizontal land uses with block mixed uses that either complement or compete with one another in terms of function and activity within walking distance (Refer to Plan 4.4 pg. 90). A well-established infrastructural system and services (roads, electricity, and sewage) support the intensity of mixed uses and sustain the functionality of the corridor. According to Iyer (2012:18), "the residential areas are well provided with all requisite services with approximately 77 500m^2 of additional bulk available".

Plan 4. 4: Existing Land Use Distribution- Florida Road
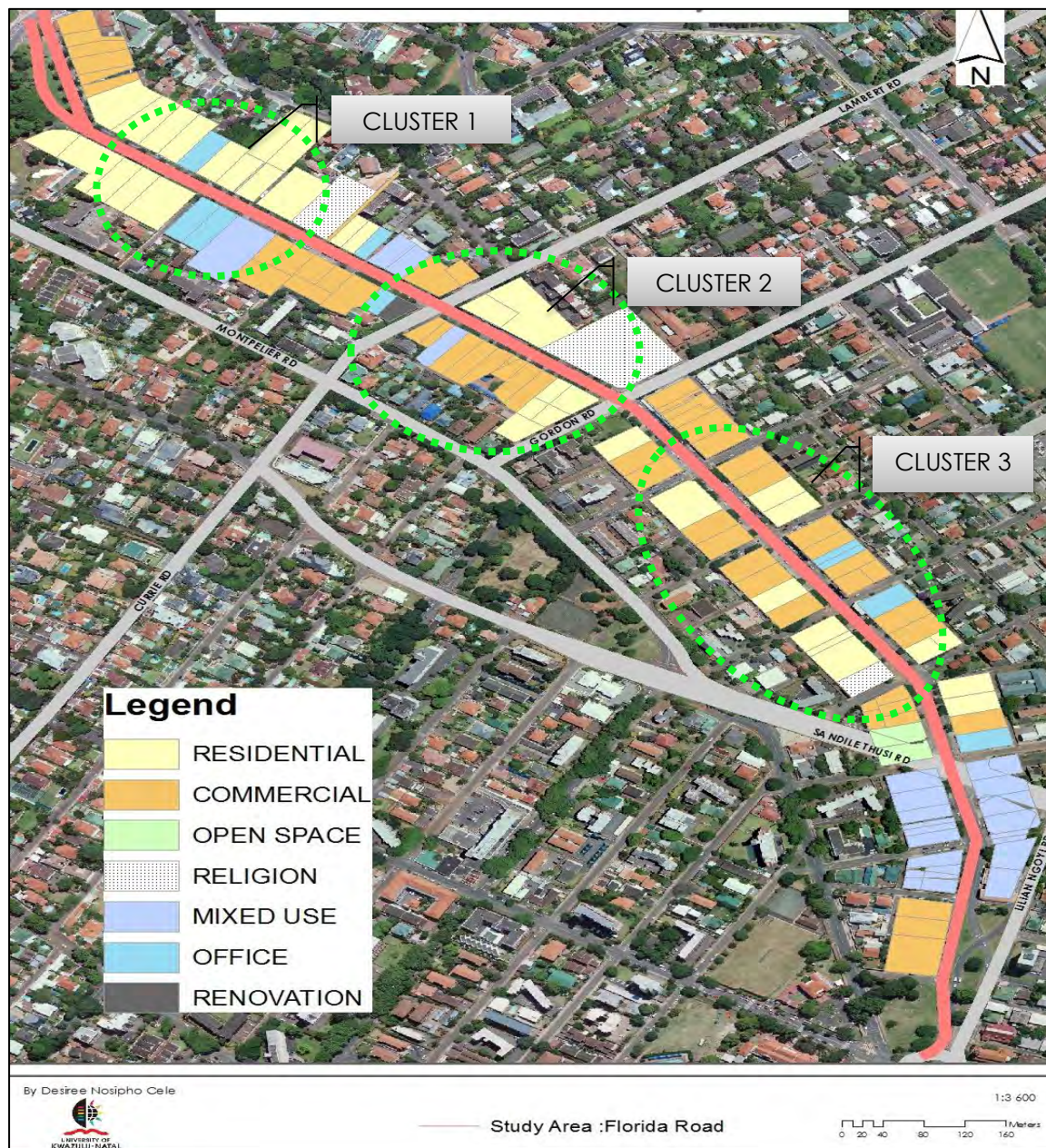
Table 4. 2: Land use clusters

| Cluster	Characteristic
1	Residential/office/retail cluster around Cottam Grove Road
2	Mixed Use cluster (retail/entertainment/commercial) around Lambert Road
3	Mixed Use Cluster with an entertainment/restaurant/clothing retail/residential/hotel mix around Gordon Road until Eighth Avenue. The area also has three churches dispersed along the road.

Source: Author (2014)

4.3.2. Demographic profile

The questionnaire for both the residents and visitors required the respondents to provide basic demographic data (including age, gender, occupation, education and household income). These variables are important in understanding potential contrasts between residents' and visitors' perceptions, values, and behaviours in relation to the precinct. The questionnaire therefore solicited information on the respondents' gender and age, the following graph shows that of the residents and visitors/users surveyed, 62% of the respondents are male while 38% are female. Most of the respondents surveyed, fell within the 'under 25' age group and most of these being visitors.

Figure 4. 3: Gender Distribution of the Sample Population
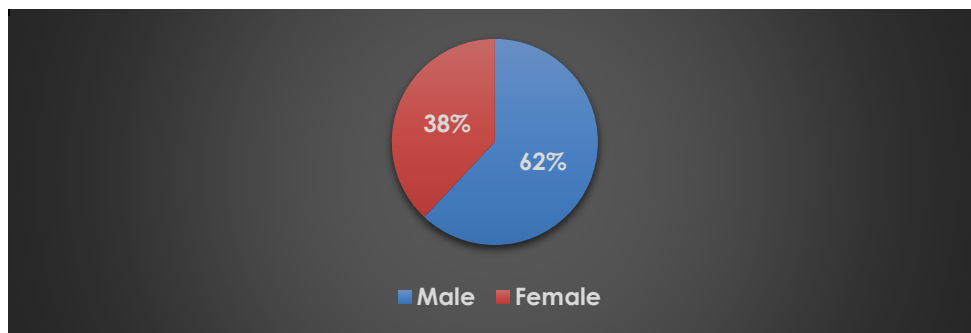
Source: Author (2014)

40% of the residents surveyed fell within the 36-45 age group and 30% were over the age of 45. The remainder were 35 years and younger. This is in stark contrast to the age of the visitors surveyed, 60% of whom fell into the age group of 25 and under, while none of the visitors surveyed were over the age of 45.

Table 4. 3: Age distribution of respondents

Age group	Residents	Visitors	Percentage Distribution
Under 25	2	15	38%
25-35	4	6	22%
36-45	8	4	27%
Over 45	6	0	13%
TOTAL	**20**	**25**	**100%**

Source: Author (2014)

Florida Road attracts a much younger crowd of visitors, yet a number of the residents who are also property owners are older.

Figure 4. 4: Age distribution of respondents
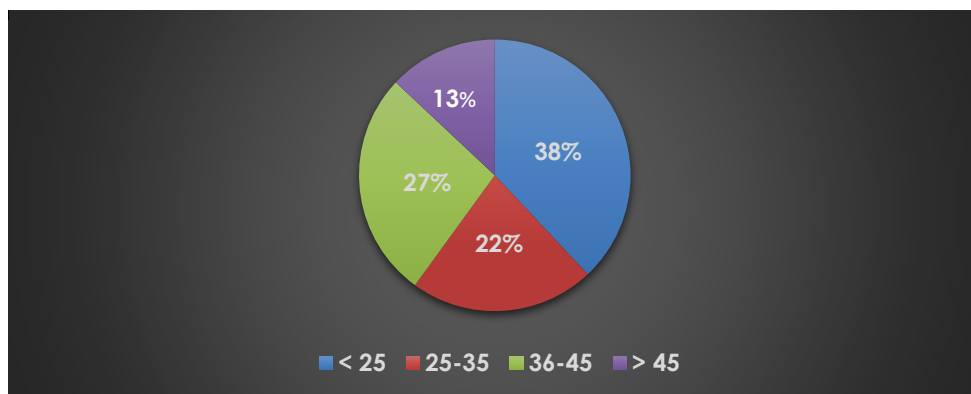
Source: Author (2014)

4.3.3. Socio-economic perspective

The questionnaires also addressed the study's research question on the socio-economic realities and conflicts emanate from a diverse mix of social groups. Durban is a dominant centre of economic activity in the KwaZulu-Natal region. Its economy is fairly diversified, with major strengths in manufacturing and commerce with the tourism sector being the largest sub-sector (Padayachee, 2000).

Florida Road plays a prominent role in the tourism sector and performs a city-wide function within the metropolitan area (Iyer, 2012). The city's economy has been boosted by business and leisure activity in the area which has grown in response to various tourism-related demands. The precinct presents identifiable social and economic classes. There is a relatively small informal (non-taxpaying) business sector in the form of street traders and car guards, who appear to be mainly active at night.

Socio-economic differentiation can be seen in the level of education comparison of the residents verses the visitors. What can be noted (refer to Table 4.4, pg.93) is that there is a large number (29%) of the respondents who fall under the category 'other' which means that they are do not have matric certificates and would most likely be self-employed. Of the 29%

respondents who fell under the category 'Other'; most had no educational qualification or responded 'No Comment'[17]. Of the residents surveyed 75% have a degree; while a majority of 40% of the visitors have a diploma. Overall almost 65% of the respondents surveyed either had a diploma or a degree, while 7% have matriculated.

Table 4. 4: Education distribution of respondents

Level	Residents	Visitors	Percentage Distribution
Matric	-	3	7%
Diploma	-	10	22%
Degree	15	4	42%
Other	5	8	29%
TOTAL	20	25	100%

Source: Author (2014)

Figure 4. 5: Education distribution of respondents
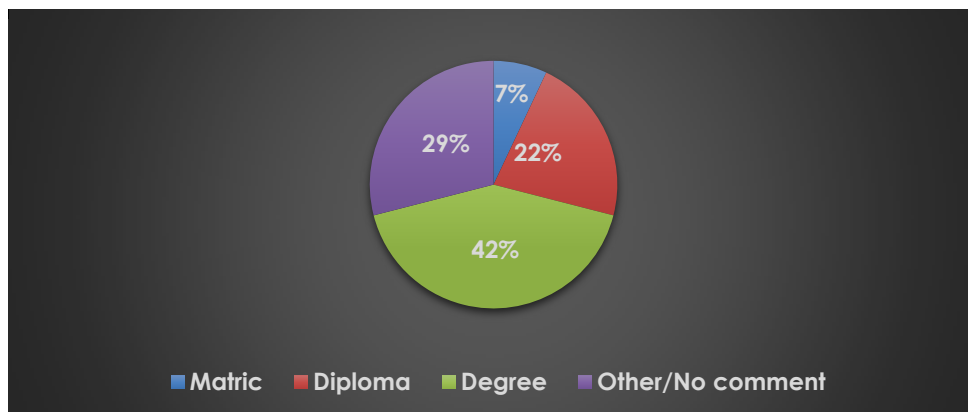
Source: Author (2014)

The precinct appears to be economically and socially integrated in terms of its mix of commercial, retail, and entertainment land uses and the 'consequent' social mix of its population. The word 'consequent' is used purposely as the researcher argues that the reason for this mixing can very easily be connected to a 'common purpose' shared by different people who would not normally mix. This convergence is driven by the proximity and

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[17] A response was classified as "No comment" if the respondent made no comment in response to a question.

concentration of attractive land use activities as well as an ambience that people (young and old) of different ethnic backgrounds seek. The racial distribution of residents and visitors combined shows that the largest percentage of respondents are 'White' at 38% ;followed by 'Blacks' at 36%; 'Indians' at 22% and the least being 'Coloureds' at 4%. This connects with the percentage distribution of residents where 70% is 'White'. The Florida Road area's resident population is predominantly white and it seems most of the visitors fall under the other race categories (Black, Indian, Coloured) with the majority of visitors being 'Black' at 60 % followed by Indian at 20%.

Figure 4. 6: Racial distribution of respondents

Race	Residents Frequency	Visitors Frequency	Percentage Distribution
Black	1	15	36%
White	14	3	38%
Indian	5	5	22%
Coloured	0	2	4%
Other	0	0	0%
TOTAL	20	25	100%

Source: Author (2014)

Ethnic-economic diversity can also be attributed to the varied employment opportunities (formal or informal) in the area. For example, a number of car guards are immigrants from different African countries. For many years there has been livelihood competition between South Africans and immigrants. According to Amisi et al (2010:95), "car guarding has always been the turf of the gangsters especially the 26s[18]. If you drive or walk through Florida Road during the day, there are always a number of men milling around in neon jackets looking after the cars of the area's clientele". There appear to be vagrants (children and adults) who beg and sleep along the road at night, but very few linger during the day. Their positioning is also significant, as they seem to concentrate in strategic areas that are very active at night because

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[18] This is a group of gangs in SA prisons. Popularly known as the 'numbers gang'; they consist of the 26s, 27s, and 28s. Each group plays a different role. The 26s are synonymous with accruing wealth through smuggling. [thenumbersgang.weebly.com Accessed 22 September 2014]

of the land use activities, people and vehicles. These positions happen to be at intersections, specifically where Florida Road intersects with Gordon Road, and Eighth and Ninth Avenues that have a variety of night clubs, bars and restaurants. Visitors/users make use of the amenities throughout the day and night; cross tabulation shows that these are mostly students or working class individuals of which are racially black/indian and a few whites. In terms of occupation, the majority of the residents (55%) were self-employed; followed by 20% who were retired and 10 were professionals. The majority of the visitors/users (44%) were students; followed by self-employed/artist at 16% with the least being unemployed. This percentage of 8% is inclusive of respondents who were in the area seeking employment.

Figure 4. 7: Occupation of respondents
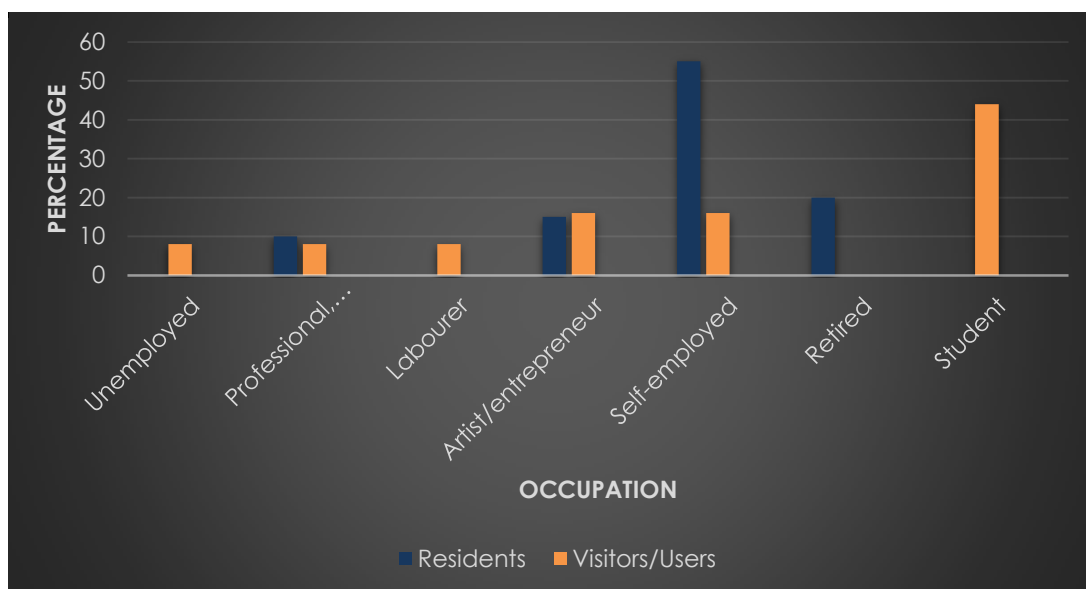
Source: Author (2014)

Half of the respondents earned an annual income of less than R100 000; followed by 11% who earned between R300 000-400 000 and 7% that earned between R100 000-300 000. The remainder of the respondents (51%) did not answer the question. No clear reason was stated for this decision, but the researcher deduced that these respondents did not want to disclose their financial status.

Figure 4. 8: Households annual income level of respondents
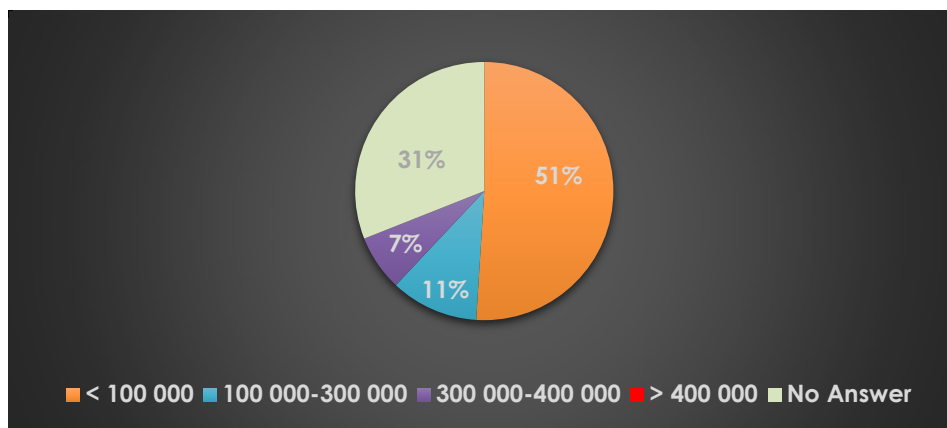
Source: Author (2014)

4.3.4. Residence

This section ascertained the period of time the residents had lived at their current address. This can help in understanding the residents' attitudes and perception of the area based on a constant which in this case is time.

Figure 4. 9: Period of residency
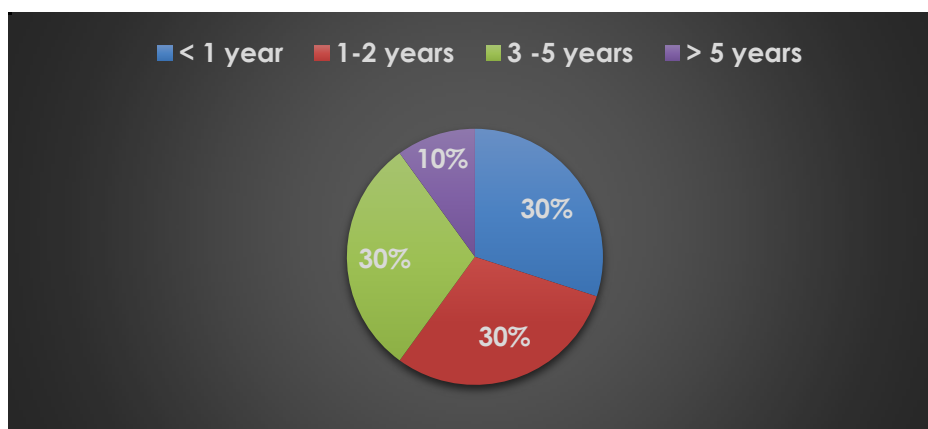
Source: Author (2014)

90% of the residents had lived in the area for less than five years and of these only 30% had lived there for less than one year. 10% of the residents had lived in the area for five years and more. In terms of the reasons for residence, the respondents that had lived in the area for five years and more mainly stayed because of the location and atmosphere and all of the respondents favoured the vibe or experience of Florida Road.

An interview was conducted with a resident who asked to remain unnamed. The resident was asked how long he had lived in Florida Road and his perceptions of the area. He answered, "I bought my property almost 10 years ago, that was a good time to buy in and become part of a great residential community...I've always loved this wonderful place and have lived here for many years back when the tramline ran all the way up to Mitchell Park. It is a wonderful place to live in, which is why I have stayed for so long. Florida Road has a deep history which I personally love. The different styles of buildings are beautiful and it has become an area filled with cultural diaspora".

Asked if they had noticed a change in the overall appearance of the area, 95% of the residents said that they had noticed some changes on the road. Negative changes included a high level of theft (car theft); noise pollution and the overall nuisance caused by evening activities. The positive changes cited by residents include the cleanliness of the street, signage and landscape maintenance. Asked if they had considered moving to another area, half of the respondents answered 'no' and 30% answered 'yes'. Further examination of the affirmative responses revealed that these fell within the portion of respondents that feel unsafe (Refer to Figure 4.14, pg.102).

Figure 4. 10: Consider moving to another area
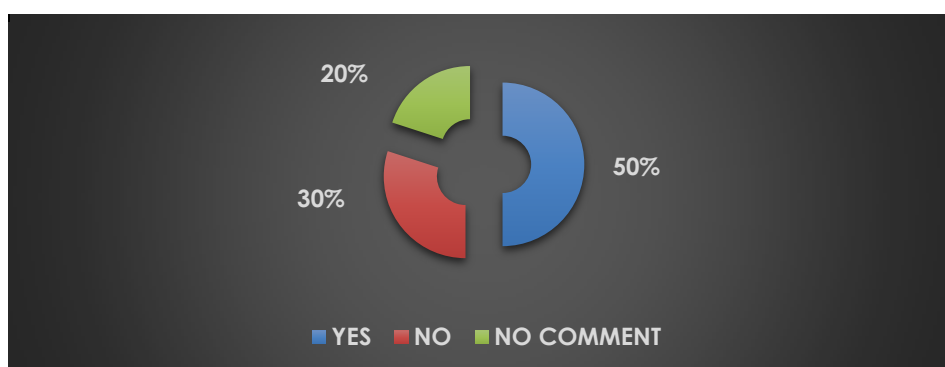
The 50% reluctance to move away means that despite the residents' concerns, they remain committed enough to stay and be a part of the solution.

The resident interviewed also expressed the same concerns and said that, "Firstly, crime is a big issue…most of the car guards are criminals, there's been a lot of car theft and hi-jacking in broad daylight and no one to explain what happened. The road is no longer safe. Secondly, the drug dealers stand right outside the flats and sell drugs day and night; where are the police? They patrol but the problem remains; what does that tell you? Thirdly, the noise at night is terrible; these nightclubs don't care that we are asleep; the noise goes on from the evening until the morning. Not only that but these drunken kids dirty our street at night, they park their cars anyhow and we as residents are fed up." Placing the blame on the car guards seems to be easy, particularly because during the day they are the first people one sees. As a visitor, they are one's first point of contact and one trusts them as one leaves one's car. So when the car is stolen, they are deemed responsible.

4.3.5. Perception of the area

In terms of public facilities that the respondents are more likely to visit leisure/entertainment (45%) ranked first, followed by shopping/retail (35%), worship (15%) and park (5%). Cross examination of the facilities used most often and age distribution, shows that respondents aged 35 years or below, use leisure/entertainment facilities daily while the age group 36-45 is more likely to visit leisure/entertainment facilities and shopping/retail than other age groups. Respondents aged 31-45 and above stated that they make use of the Park[19] and Place of Worship more than other age groups.

 The questionnaire for Residents and Visitors required respondents to give a rating for the feature that they value in the area. Respondents were asked to rate the following features of the area, (a) Access to shops; (b) Public transport system; (c) A good place to live and (d) Historical character of the area. The range of the rank was from 1-4 with 1 being the most important and 4 being the least important). The graph illustrates the trend lines for each participant; the thickness of the rank shows the frequency of the ranking.

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[19] 'Park' refers to Mitchell Park

Figure 4. 11: Valuable feature
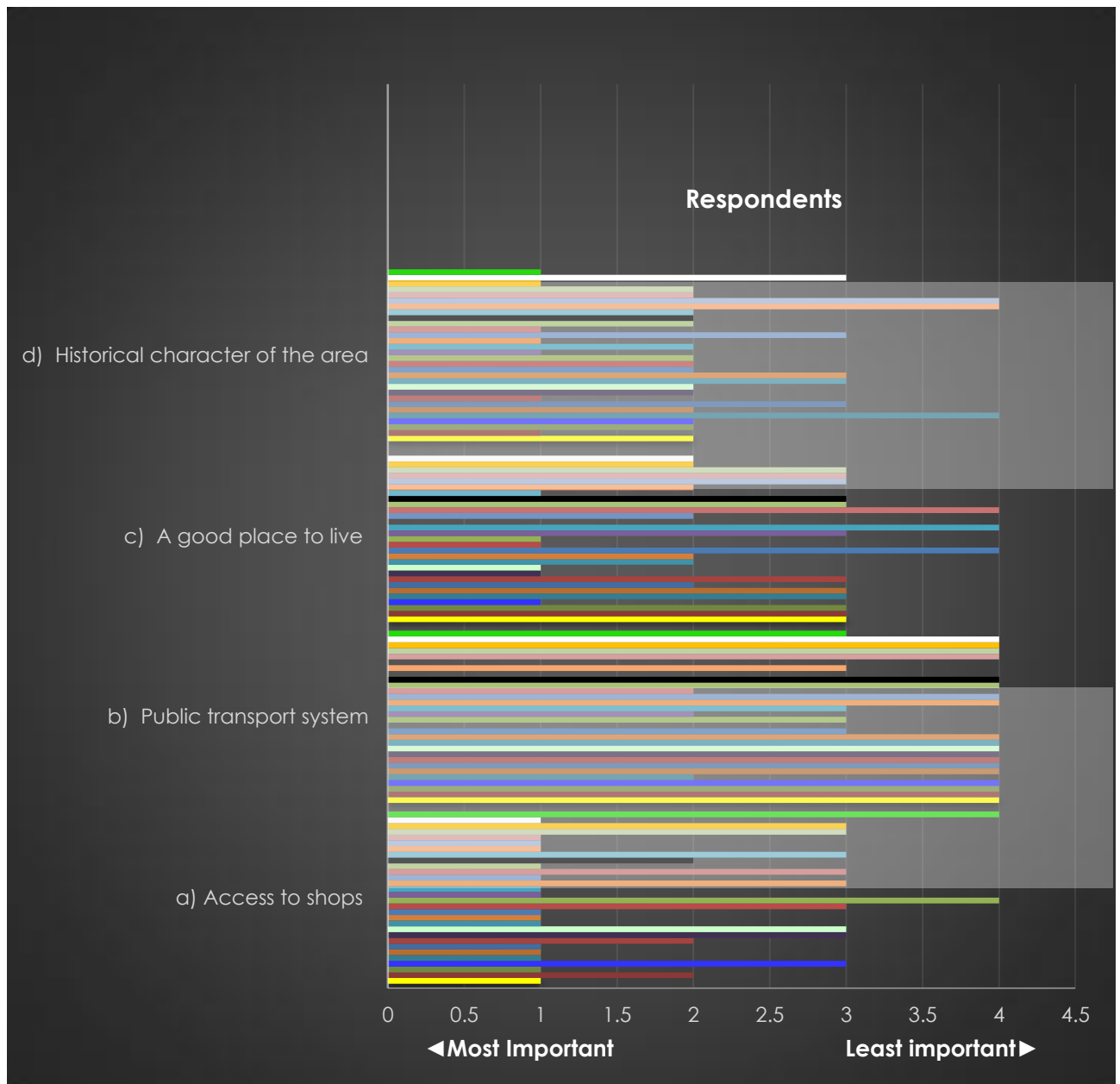
Source: Author (2014)

The graph (Figure 4.11) shows that most of the respondents ranked 'access to shops' as the most important feature in the study area, followed by the 'historical character of the area' which was mostly ranked second, 'a good place to live', ranked third and the 'public transport system', ranked least important. It is particularly interesting that most of the respondents places the historical character of the area as the top valued feature. It is very easy to

assume that people favour contemporary culture over historical character. What the results show is that the history of an area need not be viewed as being less important. Interviewee, Mr F. Reitz attested to this statement when asked why the protection of historical buildings is vital for Florida Road, he said, "it's simple, history is the soul of a city, an expression of different layers of culture which is necessary in order for one to understand how the city transforms…today there is a lack of that old-school master craftsmanship that was once translated into the few buildings that remain now; if this is lost it can never be replaced". He advised that while it may be worthwhile to conserve these buildings as part of the city's history, it is also worthwhile to encourage the integration of current culture in a manner that works well, as "we cannot impose a cultural expression which fits into an 'individual's' need on the existing fabric but we can layer them in a manner that will make other countries respect us and visit Florida Road"

In terms of the feature most valued by the respondents 'Convenience' was ranked the most important feature, followed closely by 'vibe and feel', with 'comfort' and 'visual appearance; ranked least important.

Figure 4. 12: Value of the area
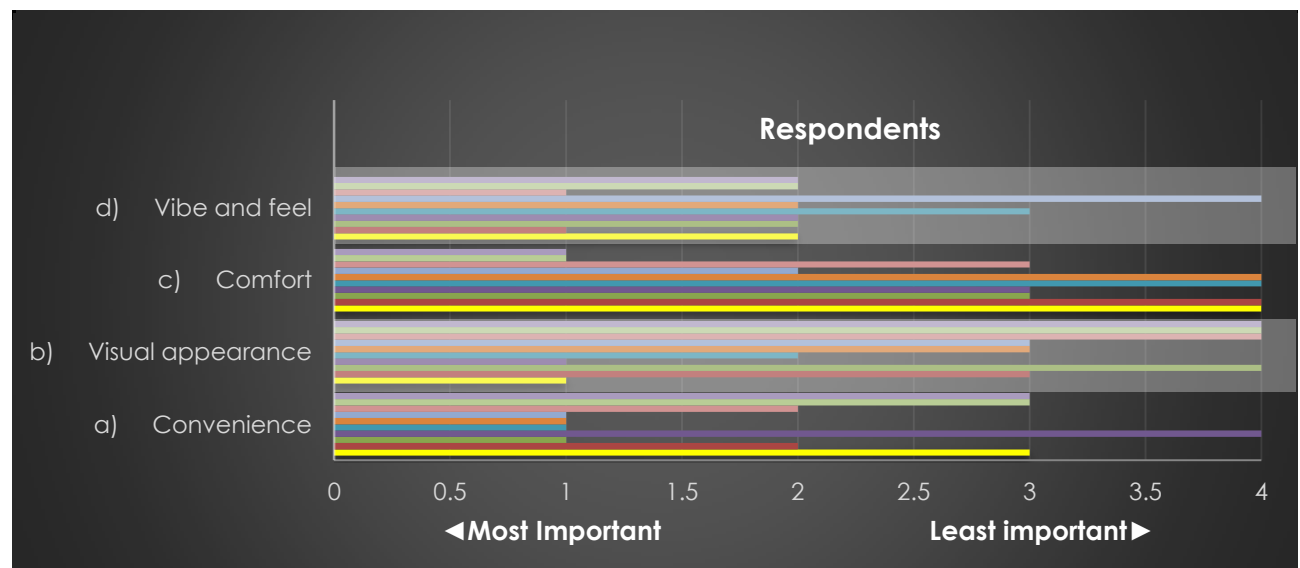
Source: Author (2014)

From this opinion, one gets a sense of disapproval with nightclubs purely because of their high intensity activities. The author questioned whether this has increased or decreased the people's perception of the quality of the

street. The respondents were asked to rank the quality of life from 1-10, with 1 being bad and 10 being good. The following graph illustrates:

Figure 4. 13: Quality of Life
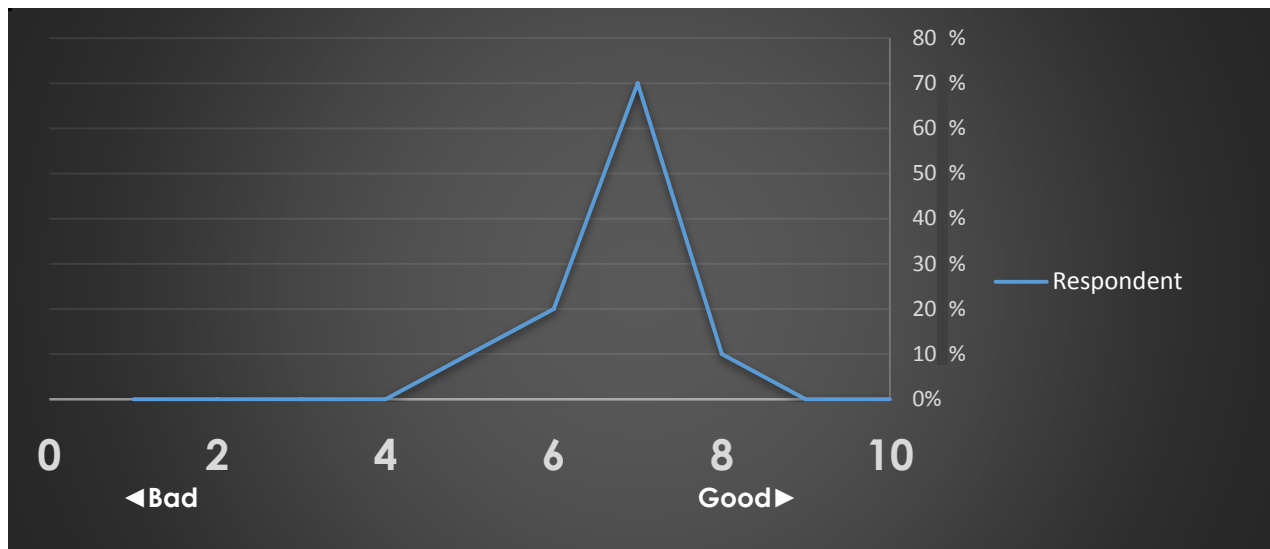
Source: Author (2014)

70% of the respondents rated the quality of life on Florida Road as 7(above average); followed by 20% who rated it as 6; 10% rated the area as 8 and one respondent rated it as 5(average). Part of this good response can be attributed to the work that has been done by the Florida Road UIP which has made many visible changes, in terms of cleaning and maintaining the sidewalks. Braatvedt acknowledges that there is still a lot to be done in the precinct; he says this is "a result of vagrants and people who tag walls with graffiti and illegal papers taking away from the amenity of the area…we have used what is called 'the broken window syndrome' which he explains as "where we fix these issues as quickly as possible so those that tag walls, and dirty the road know that it's no use, as the road appears cleaner there will be less vandalism and a great quality of life"

4.3.5. Safety and Security

It was important to understand the residents' feelings with regard to their safety and level of comfort in the area (see Figure 4.14,pg 102). They were asked if they felt safe either walking or engaging in their day-to-day activities.

60 % of the respondents said they feel safe and 40% said they do not feel safe.

Figure 4. 14: Safety
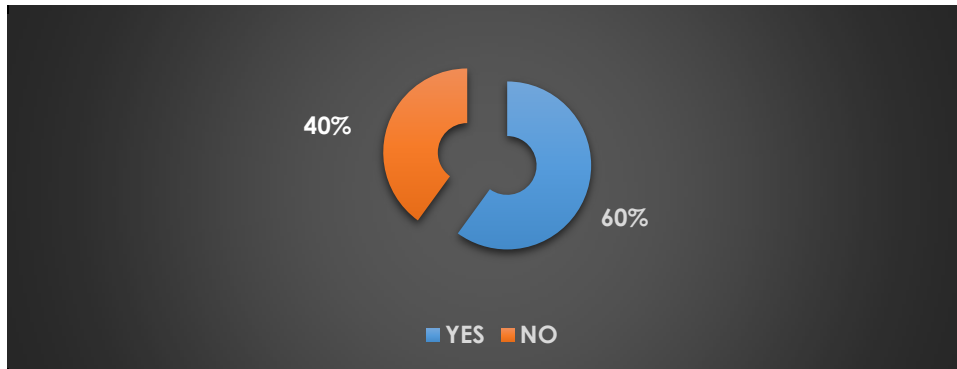
Source: Author (2014)

Cross examination of the responses on gender (see Figure 4.3, pg.91) and safety shows that most of the female respondents stated that they did not feel safe during the day or at night.   Women stated that they fear the car guards during the day. The road appears to have adequate lighting at night; in this case the lack of safety is due to the number of people that visit the area at night. Which is why the resident interviewed had some suggestions on how to enhance the quality of life in the area, he said, "All night clubs moved away from the road and the road will transform; install better security (car guard) systems and stringent security". The precinct manager understands that Florida Road is dealing with many management issues, which are evidently much more apparent during the evening. There are illegal and alcohol-related activities and a variety of social issues emanating from such activities, and residents have raised their safety concerns more than once. Braadvedt suggested that what needs to be done is to "Firstly, formalize the car guarding system, illegal car guards are a huge issue and they may be the instigators, we have car theft and hi-jacking more often than before. Secondly, the Metro [Durban Metropolitan Police] needs to deploy more police patrol cars on the road".

4.3.6. Management of Land Use

The questionnaires also addressed the study's research question on the stakeholders' responsibilities with regard to urban land use change and management. This was an important question geared towards clarifying each stakeholder's role with regards to land use management. Mr Braatvedt is the manager of the Florida Road UIP formed by commercial property owners and residents to respond to the deteriorating quality of the precinct at the time. According to Braatvedt, the function of the UIP is to:

"Firstly, monitor municipal service delivery. The participation and/ contribution [meetings and finance] from commercial property owners is compulsory but residential participation and/contribution is voluntary. Secondly, to ensure a level of security, the monitoring/patrolling is done by a private company. The squad [Florida Road UIP security] is more proactive than reactive, e.g., in charge of vagrant removal. Thirdly, it is responsible for cleaning and greening: maintenance; and lastly, it is responsible for place making and marketing."

Mrs L Allopi is the manager of eThekwini Metropolitan Municipality's Land Use Management (LUM) Branch that deals with the legal aspects of planning (statutory planning). From a planning perspective, Allopi said that, "Florida Road is an economic generating space which forms a part of the urban fabric and functions both as an economic node and a social space". Asked about her responsibilities in relation to urban land use change and management on Florida Road, she said that, "The LUM section has come to play a corrective role because in the recent past, 2008/9, a shadow scheme was prepared for Florida Road without translating it to a proper legislated scheme. This shadow scheme was done together with a guideline document (with no legal statement). This was an incorrect mechanism which undermined planning. Upon realising this, the municipality started with intervention in 2010 called the Urban Core Extensions review accompanied by two precinct plans. A lot had to be reworked because the amenity of the area was gone; Florida road had now evolved and it has become clear to

the municipality that maximising value was important but also that social issues are a management issue not a land use issue".

With regards to the Urban Core Extension Project, Allopi noted that, "It was adopted by council in 2011 and has been translated into a zoning scheme". She added that this platform was required to connect the scheme with addressing social aspects, hence the proposed Architectural Heritage Precinct. Asked whether land use schemes are the only means of managing land use and how planners can expand the tools they use to manage land use, she responded, that "the nature of schemes is different". She emphasised that schemes "Are the only legislative tools used to manage planning, the content of schemes has evolved as they are now more user friendly, providing more guidance and facilitation".

According to Mr F. Reitz (eThekwini municipality), "Florida Road is rich with architectural and historical significance; the earliest building was built in the 1870's and a tramline which ran up to Mitchell Park around the '80s. The precinct itself has a lot of cultural value which needs to be protected; there is a strong connection between the character of the buildings and the reason people are drawn to these places. The diversity of the architecture on Florida Road is synonymous with the diversity of the people that 'choose' to visit or to be part of this dynamic road." Even though the land uses have changed over time, Reitz expressed satisfaction that "the listed buildings (refer to Plan 4.6, Appendix 8) remain intact because nationally there is the National Heritage Act together with the National Heritage Resources Act (No 25 of 1999) which outlines that all structures over 60 years are automatically protected by Clause 6bis[20] of which the municipality strictly adheres to. If a building is listed with the Durban Council, the title deeds states the restrictions on the site and property owners of protected buildings who want to make changes on the building may apply for the relaxation of the scheme (development controls such as building heights, front spaces etc.) and/or for

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[20] Clause 6bis states that "(1) (a) No person shall demolish all or part of an Important Building without the prior written approval of the City Engineer" [www.durban.gov.za/land_use Accessed 9 October 2014].

the change of use but retain the character of the building through Special Consent[21]".

4.3.7. Public Engagement

The questionnaires also addressed the study's third objective: To examine the extent of stakeholder and in particular, community engagement with regard to the change in land use and local authority enforcement. This section presents residents' voices in a structured way. These views are taken into account in the recommendations set out in chapter six.

Florida Road UIP has played an active role in facilitating their community engagement component through public meetings to which all residents and businesses on Florida Road are invited. Interviewee, Mr G. Braatvedt who is the UIP manager was asked about the level of the Florida Road community's involvement/interest on any changes occurring in the area, Braadvedt said that, "yes, residents do come to the UIP meetings and commercial property owners. They have expressed their concerns in terms of the lack of security in the area. There has been inadequate response from the Durban Metro Police, which doesn't help the matter". It seems that the residents are keen and have been engaging through the UIP and this is a step in the right direction. The respondents were asked if they were interested in receiving notification of any changes occurring in the precinct. 'Changes' in this case refer to any physical modification/maintenance that could/would impact them both negatively and positively.

Of the respondents surveyed, 90% answered 'Yes' while 10% did not comment. Those that did not comment did not provide reasons. The residents were also asked if they are given an opportunity to make an input on land use changes. This aimed to gauge their level of access to municipal information and whether lack of access can be attributed to a lack of

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[21] Clause 6bis states that "2) Notwithstanding any other provision of this scheme, the Council may, by special consent, relax any provision of this scheme in respect of the site upon which an Important Building or Object stands and the Important Building or Object itself provided that it can be shown to the Council's satisfaction that such relaxation is necessary" [www.durban.gov.za/land_use Accessed 9 October 2014].

knowledge or ignorance. Most of the respondents (70%) chose not to comment on this question. Only 30% answered 'No' and this can perhaps be attributed to the method the municipality uses to advertise.

Figure 4. 15: Input on proposed changes
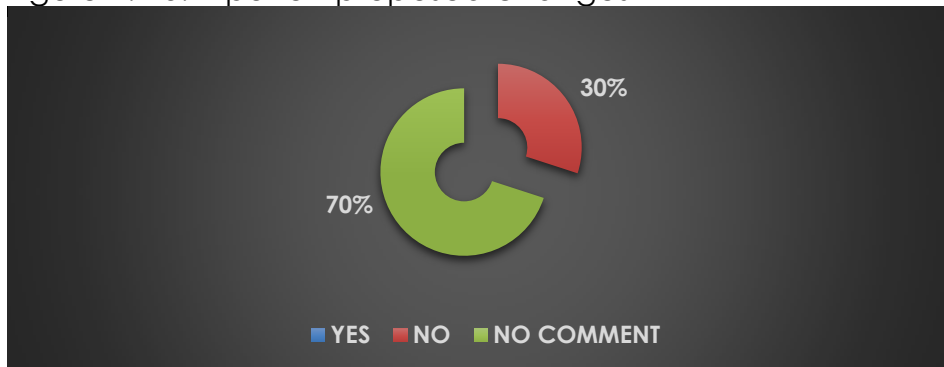
Source: Author (2014)

All the respondents answered 'Yes' when asked if they read a newspaper; only four of the 20 respondents did not respond to this question. The question was asked in order to determine how many of the residents read a newspaper in which eThekwini Municipality advertises, or publishes planning related applications and invites the public to comment. These newspapers include Ilanga, The Mercury, Metro Ezasegagasini, Daily News and Highway Mail. The results show that most of the respondents do not read these newspapers. Most answered that they read the Sunday Times and only three said that they read The Mercury.

The respondents were also asked if they were happy with the current method of municipal advertising, including notices in newspapers or on the property website or local authority website.

Figure 4. 16: Method of municipal advertising
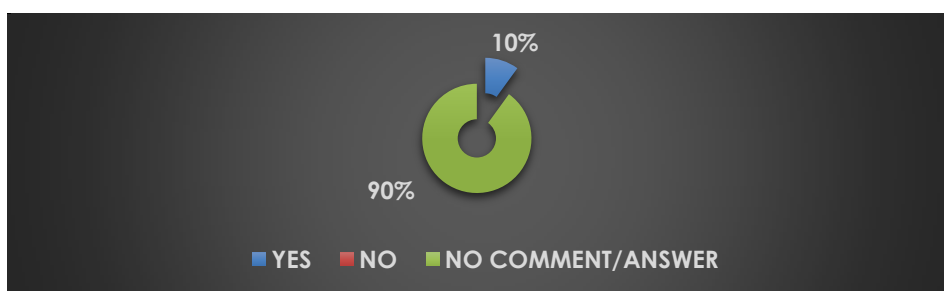
Source: Author (2014)

Of the respondents surveyed, 90% did not answer the question and only 10% answered 'Yes'. Cross examination of these results and the results on whether or not the respondents are given an opportunity to make input show that they may not be aware of official planning procedures. Their keen interest in receiving notification (refer to Figure 4.15, pg. 106) is, however, an indication that this is perhaps just a matter of convenience. The respondents were also asked to outline the advertising method that would suit them best.

The resident interviewee was asked if he was happy with the current method of advertising municipal notices through newspapers or on the local authority's website, the respondent stated, "we[the residents] have a problem with a restaurant that operates as a club at night, they do not have permission to operate as a club...when we say we want to be notified if there is going to be an event like a 'party' they have to notify us...and if they have applied through the municipality [referring to the Special Consent application[22]], the municipality has to advertise in newspapers we read." This response reflects this respondent and other residents' dissatisfaction with local authority enforcement. He added, "at this point I don't have anything to say to the municipality because they don't do anything useful".

Such a response brought forward a realisation that perhaps the residents just need much more convenient way of correspondence to be used by the municipality. Hence, they were asked to make suggestions on any additional method of advertisement that suits them and would encourage more participation from them. The results however showed a different perspective as half of the 20 respondents surveyed did not attempt the question or comment. Of those that answered, eight said that the best method is Email Alerts, while one opted for a Neighbourhood Notice Board and one for the SMS (Short Messaging Service). However, they added that these methods are

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[22] "To change the use for which your property is zoned, an application for permission needs to be obtained from the Consent Use Division so as not to compromise the intentions of the Town Planning Scheme. This process assists with the co-ordinated development of the City and protects your health, safety, welfare and the amenities in the area" (www.durban.gov.za Accessed 9 August 2014).

preferred only for changes to properties and/or uses specific to the Florida Road precinct (refer to Figure 4.18, below).

Figure 4. 17: Additional notification method
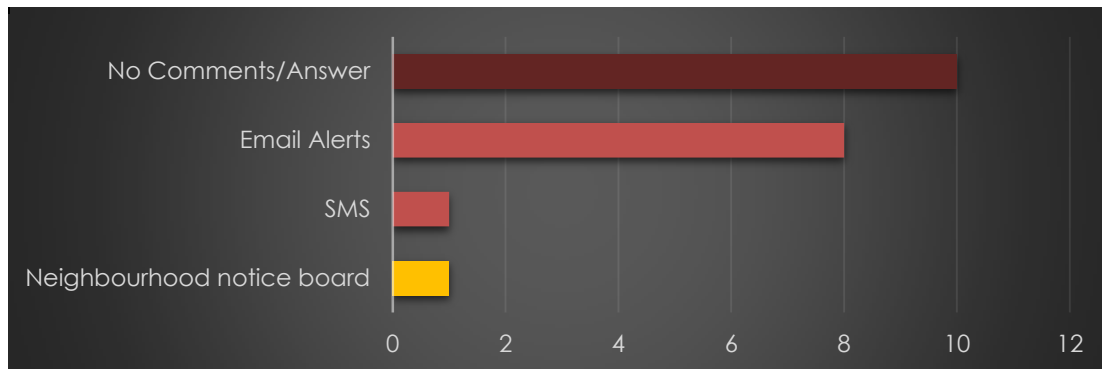
Source: Author (2014)

The residents were also asked if they had attended any public meetings as part of the municipal public participation process in Florida Road in the past two years. All the respondents had attended Florida Road UIP meeting(s) and this is regarded as a public meeting. However, this does not include municipal meetings relating to a public participation process for any change in the use of properties on Florida Road.

The involvement and contribution made by the business and the church was also taken into consideration. All the respondents had positive things to say with regard to their impact on Florida Road. These responses varied from 'level of class', to 'tourism' and 'brings relaxed and subtle atmosphere'. A couple of businesses also cited their contribution to the implementation of the Florida Road UIP as a positive contribution.

In terms of business hours, most businesses operate between the hours of 7:00am and 23:00pm. The respondents were also asked whether they are active in any neighbourhood organisations; 46% answered 'No'; 36% answered 'Yes' and 18% had no comment. Of the 36% who answered 'Yes', half added that they were involved in Florida Road UIP meetings and a quarter said they had been part of the Florida Road business committee for the past two years.

Figure 4. 18: Involvement in neighbourhood organizations
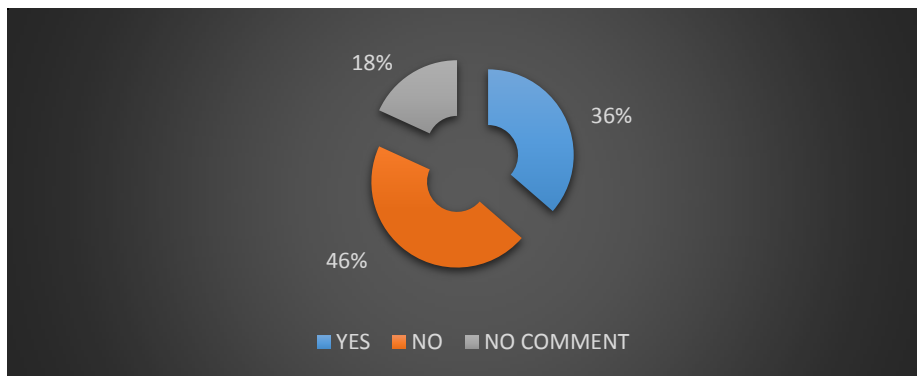
Source: Author (2014)

In terms of the overall involvement of the residents in the municipalities public participation process, Mrs Allopi said that she is aware that there are many social issues on the road and that the residents are very concerned. When asked about the difficulties faced by her department and/or municipality in terms of the impact, performance and use of Florida Road, she said that there are "very obvious enforcement issues on the municipality's side; we are aware that the ward councillors are concerned but our response is that these land uses that are causing a disruption are illegal. Yes, the enforcers have not been aggressive enough but the biggest challenge for planners and planning is that, it is a quiet driver, there is a need to balance the passion of the residents on one hand and planning on the other". She added, that, "the residents are very passionate about the area, which is great. There is still that need for area champions to deal with specific area issues. The municipal team is available but the residents could request a meeting in a form of community participation as the municipality's doors are always open". She stated that the municipality is doing its best and has formulated a "community participation policy to encourage dialogue with residents and there is also a citizens awareness campaign which encourages citizens to know their rights.

4.4. Stakeholder Analysis

Table 4. 5: The list outlines the interests of those involved

Stakeholders	Role and Influence
Residents and residential property owners	Residents are categorised as temporary (renting); Permanent (5years and more) and property owners. Residents contribute to experiential knowledge of the area and their input is the most critical and valuable
Local Businesses and property owners	Business may be in the form of, office and retail/commercial business. These contribute to the economic and cultural value of the area and their impact is also important to the sustainability of the area.
The Churches	Churches contribute to traditional knowledge, they form the central role to the residents of Florida Road and their role and input is significant.
The eThekwini Metropolitan Municipality	The local authorities contribute towards insightful expert knowledge, and are enforcers of law. They are also responsible for the maintenance of infrastructure and the provision of services.
The Florida Road Urban Improvement Precinct(UIP)	Funded by the Florida Road commercial landlords. The UIP's role is to eradicate urban decay and manage Florida Road (Florida Road UIP, 2013).

Source: Author (2014)

5. Introduction

An in-depth examination of the study area yielded a vivid picture, challenging any assumptions that could be made about the area at face value. It allowed the researcher to obtain facts about the area in order to deduce what works for or against it and what could be done from a planning perspective. This chapter begins by providing a spatial interpretation and illustration of the study area, drawing on information on what currently exists as well as what has eThekwini Municipality has planned spatially for the area. It also identifies Florida Roads key stakeholders in order to examine their overall contribution.

5.1. Evaluation of Florida Road based on performance criteria

According to Kevin Lynch (1960: 6), "the identity of place simply is that it provides its individuality and distinction from other places and serves as a basis for its recognition as a separable entity." This section analyses Florida Road's performance as an urban environment.

- **Vitality**

In terms of the vitality criterion, the Florida Road precinct is well serviced with the necessary infrastructure to adequately serve the community. However, it will need to make the necessary built environment provision for its growing population.

- **Fit**

As a precinct without a clearly defined role as a cultural hub (prior to eThekwini Municipality's recognition and proposal as an architectural heritage precinct in 2001), the area performs very well as a vibrant place with a myriad of cultural facilities. It is a lifestyle precinct and the only one of its kind in such close proximity to the Durban CBD.

In terms of **Sense**, buildings form a linear mass broken by smaller transverse streets. Street fronts are characterised by shop verandas and tree-lined pavements (see elevated view and street view below).

Image 16, Image 17 and Image18: Profile of vistas in Florida Road
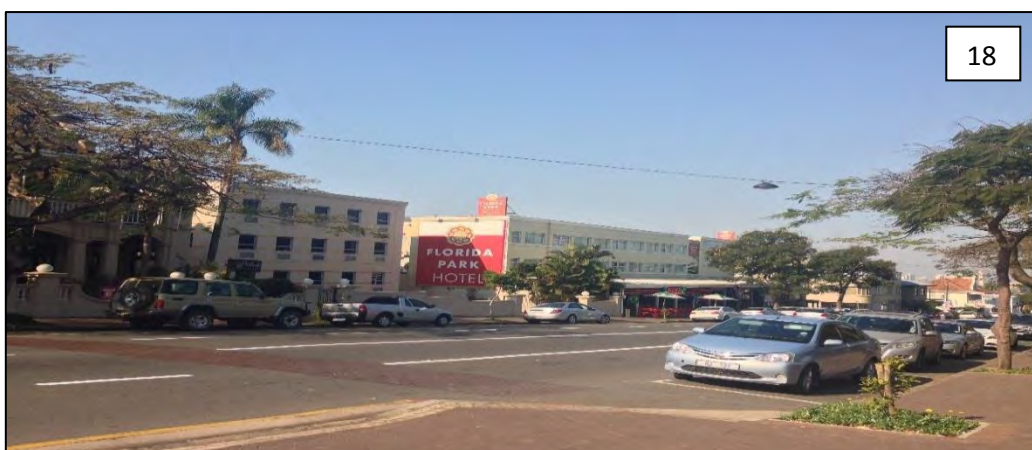
Source: Author (2014)

The road is walkable and the proximity of the facilities makes it convenient. However, the area does present limited pedestrian permeability because of the sidewalk design and/or street fronts being used by the restaurants. The buildings are at human scale, with heights ranging from double to four storey buildings. The road is continuous and legible, allowing for slow movement throughout.

- **Accessibility**

Florida Road is a highly accessible road that functions as a local distributor road. It forms part of an active road network and well-linked movement system serving the Durban area. It is bordered on the west by Sandile Thusi Road and Lilian Ngoyi Road on the east. The road is accessed through a number of residential access roads and feeds directly into a major collector road (illustrated in Figure 5.1, pg. 114). Residents/visitors are able to navigate the area through smaller lanes (6 meters) adjacent to Florida Road within walking distance. The main intersections include Lambert and Gordon Roads and are characterised by a concentration of land use activity and density.

However, Florida Road experiences a high concentration of through traffic (public and private) supporting a range of intense activities (night clubs/restaurants), particularly at night. It is not structured around a central public transport system because it has grown organically; hence, Florida Road functions as the mobility through route, a continuous band of activity leading to the CBD. The road appears to have limited parking space, which makes vehicular movement very slow in the evening but this has also resulted in more pedestrian-friendly traffic. Other traffic calming measures are also in place, such as the road texture and robots at major intersections. Pedestrian crossings and walkways are provided but some restaurants have used a portion of this space to provide outside dining.

Figure 5. 1: Road Network

Source: Author (2014)

5.2. Discussion

This section evaluates the study's findings and also aims to identify a method to integrate social information into planning processes.

The study found that, as much as it is aesthetically attractive, Florida Road needs to go a step further in ensuring progress. To a certain extent, the results have shown that it is the best place for a temporary visit but not for a long term stay both as a visitor and as a resident. Hence, visitors are happy (across the categories) with most aspects that draw them to the precinct through providing access to cultural facilities that one does not typically find in the city. Residents have strong negative feelings about the nightlife activity and associated this problem with the local authority. Mrs Allopi from the municipality's Land Use Management Branch stated that the eThekwini Municipality recognises and encourages the community to express their views through the Community Participation Policy[23] (2006:10). The preamble to this policy states that:

"The eThekwini Municipality calls upon all its citizens to exercise their right to actively participate in the municipality's affairs to the fullest of their abilities, endowments and human dignity. It is the conviction of the eThekwini Municipality that its social fabric reflects a Unity in Diversity and Diversity in Unity. The harmony within this diversified unity serves as a model for other contexts nationally and internationally".

This preamble corresponds with the statement made by Mr Reitz from the municipality's Urban Design and Landscape Planning section that integration can achieve diversity that is unique to South Africa and that other countries can appreciate. Whether the planners' (in this case the local authority as the

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[23] EThekwini Metropolitan Municipality. 2006. Community Participation Policy : Creating an enabling environment for citizens' involvement in matters of eThekwini Municipality - adopted by Council on 29 June 2006

responsible authority[24]) role kicks in before or after any conflict is not in question here; the question is how well the planner and planning are able to represent the human and spatial relationships set up in these spaces of interaction.   According to Holgersen (2013:10), "Planning should be conceptualised as a condensation of social relations while acknowledging the specific form of planning organisation and function of land-use regulation". The researcher agrees with this statement and adds that, this condensation of social relations needs to be tactically synchronised through action in order for an enabling environment to be created. Knowledge, i.e., knowing the people that make up the social composition of an existing place, is a prerequisite.

A number of issues were raised by the respondents. The first is safety in the precinct. Not only residents but the church and businesses have a common opinion that car guards are the source of crimes such as car hi-jacking, theft, drug dealing and vandalism. Secondly, vagrants are also becoming a problem; one respondent said that, "Florida road has lost its appeal because of the vagrants/suspicious looking characters during the evening". As precinct manager, observed, while precinct management needs to play its part in dealing with such issues, the community also needs to be actively involved.

However, the main and perhaps most contentious issue of importance to Florida Road residents whether they are new or long-term, is the noise pollution and night club-related activity. The residents are not happy with the noise volumes in the evening. As the long term resident who was interviewed noted, the instigators are the night clubs but their problem lies with the restaurants that operate long after the permitted time, operating as nightclubs until the morning. The resident interviewee seemed to feel strongly about what he called 'brown envelope deals' [referring to underhand deals

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[24] Clause 30 - Responsible Authority states that "The Council shall be the authority responsible for enforcing and carrying into effect the provisions of the Scheme" (www.durban.gov.za Accessed 20 July 2014).

such as bribes] between municipal agents and businesses. He added that the municipality must "make sure that all business have correct licenses and abide by the rules, i.e., clubs/bar/noise pollution... the municipality must also ensure that rules apply to all".

The responses to the open-ended questions to businesses revealed their level of frustration with the residents. Asked about the kind of collaboration or relationship businesses want with the residents and the municipality, when it comes to changes in the neighbourhood that have an impact on their businesses, one of the respondents answered, "if residents have a query they should send a letter of complaint/concern". Another suggested "establishing a set of rules and regulations that are sensitive to the living standards of businesses such as average sleeping times and latest times for businesses; allow residents to formalise their opinions through the municipality and build a cohesive relationship; investment of municipality and business in structural changes e.g. sound proofing; establish channels of communication for both private and public input". This is an indication that conflict has resulted in some bitterness among the stakeholders. However, some businesses said that "residents must be open-minded". Both the residents and business respondents (depending on the side of the law the business falls on) connect the aggravation of disputes over competing land uses with the lack of vigour in municipal enforcement, noting that this issue has been on-going for years.

Suggestions made by the respondents included:

⇒ the municipality must distribute a newsletter on what is happening in the area;
⇒ there needs to be an identifiable representative of the municipality and the police as well as permanent security;
⇒ the municipality should set up a dedicated mobile police unit; and
⇒ Networking to create a crime free zone.

The resident who was interviewed said that, "right now I think first we need the clubs to be soundproof, I don't know how but because they don't

adhere to the rules [referring to operating hours] they must find a way. And we need cameras like CCTV to catch the criminals".   Such feedback and more could be useful in a single platform for collaboration that encourages honesty on the part of all stakeholders instead of an overreliance on assumptions.

Different assumptions make collective action difficult; hence the need for clearly defined roles. The idea that the planner and the practice of planning facilitate communicative exchanges between interested parties on matters of common concern, not just about matters relating to land use but other matters that connect people, such as their values and experiences, is the key element of communicative planning. It is clear that people have different views and the best way to resolve conflicts is communication rationality. This way of thinking reemphasises a shift to focusing on "socially constructed processes engaging experts and stakeholders" rather than overreliance on the planner as the expert (Innes and Booher, 2010: 5-9).

While the Florida Road UIP has been useful in bringing some stakeholders together, problems persist due to insufficient commitment on the part of all stakeholders. This suggests the need for mediation in the form of collaborative planning that aims to foster social cohesion through communicative rationality. Although communicative rationality has been criticized for placing too much faith in the agents of communicative action (Rienstra and Hook, 2009), the critical theory of planning finds its way into collective action by giving society the benefit of the doubt and believing that different groups can in fact be fair irrespective of their position and power(Sager, 2013: preface). If this judicious perspective is employed from the start, cyclical power relations within collaboration are not afforded a chance to develop.

It is therefore concluded that involving residents in planning is invaluable and should be prioritised very early in the planning process. This would prevent chronic neighbourhood problems.   In cases where social ills are evident, their input as a constituency that reserves the right to be safe within their

environment is also invaluable. Critical urban theory tells us that residents can take up the role of being agents for social change where they question planning practice. This means that even if planning practice is being subliminally controlled by capitalist intent it is not allowed to undermine the notion of social progress. The conflicts of interests between some of the business and residents can be used as an opportunity for emphasizing coherence though collaborative effort. This case shows that their day-to-day neighbourly interactions are being eroded.

This neighbourhood coherence should be continually reinforced in city building strategies, especially cities that aspire to be globally recognised. Global recognition is founded on 'liveable' cities and hence liveable neighbourhoods that are compact, diverse, mixed, accessible and sustainable. The results of this study presented in chapter four revealed that the precinct is valued by the city's inhabitants with accessibility (access to shops) being ranked top of the list by almost all residents and users/visitors and convenience rated as the most important feature by businesses.

6. Introduction

This chapter addresses the key findings of the study in an effort to make suggestions on how best to integrate social aspects into land use planning processes when using the model of collaborative planning. The study found the area is rich with history and has a combination of the built environment factors that make it a good place to live and visit temporarily. The area does present significant opportunities for improvement which can only be realized if the stakeholders involved are able to impact the decisions made in a fair manner.

6.1. Summary of research findings

Currently, residents and some business respondents lack confidence in the municipality's ability to enforce its authority. Reversing this situation requires an understanding of current land use status and establishing and maintaining a synergistic relationship between land uses in order to enhance harmony and the quality of life within the precinct. Land use conflict in the study area has led to increased social disharmony. Fortunately, the extent of this disharmony has not resulted in the movement of permanent residents (property owners) out of the area yet they are openly committed to the area because of its history and potential. Their active involvement in the management of the area through the Florida Road UIP meetings has resulted in commendable place-making improvements. The research results have also shown that there is a need for a very context-specific approach for the precinct due to the nature of the issues that have arisen. The precinct has underlying sensitive issues which up an opportunity for an intimate municipal intervention. What is apparent now is that the issue is not the land use change itself but the intensity of the activity generated by the use in terms of its impact on residential harmony.

6.2. Recommendation

The US Urban Land Institute has designed a framework that shows how each land use may affect others in proximity.   Table 6.1 below was adapted and modified from Adelaide City Council's *Guide to Mixed Use Development (2010)* shows the level of synergy as applied on the Florida Road study area. This is done as an attempt to show which uses are much more compatible than others.   It is read as primary use (major use) x synergistic use (less intensive).

Table 6.1: Amenity Synergy

PRIMARY USE	SYNERGISTIC USE						
	Office	Residential	Retail	hotel	Entertain. (Bar/club)	Cultural/ Civic/ Recreation	Commercial
Office		*****	****	*****	***	***	***
Residential	****		****	*****	*	**	**
Retail	*****	****		*****	*****	****	***
Hotel	*****	****	*****		***	***	***
Entertainment	*****	**	*****	***		****	***
Cultural/ Civic/ Recreation	***	***	****	***	***		***
Commercial	***	**	***	***	***	***	

* = very weak or no synergy   ** = weak synergy   *** = moderate synergy   **** = strong synergy

***** = very strong synergy   Source: Author (2014)

The table is a recommended matrix which shows how the various uses can be used to reinforce neighbourhood synergy in mixed use areas. Such a method of analysis would strengthen the inherent social relations emanating from change in land use. This study found that, in Florida Road, a use such as Entertainment (Bar/club) is the least compatible or synergistic with residential use. While this may not be new information, this model's emphasis is on making land use placements work in naturally occurring mixed use precincts. Florida Road displayed stronger synergy in areas that have a combination of office, residential and retail uses but could also handle a portion of entertainment provided it is less intensive. This demonstrates that the areas character need not be compromised.

In the case of Florida Road an ideal situation would be a series of public meetings involving all stakeholders, and a community planning advocate would be tasked with helping the Florida Road community to determine ways of addressing their management and/or planning related issues. This advocate would have to take a leadership role in negotiations to reduce land-use conflict and this would also involve being part of the formulation of municipal by-laws in order to ensure that all interests are fairly represented. There is also a need to determine how the community's interests can be included, not only in municipal by-laws but also as part of the municipal vision. It is recommended that an intense public participation process is conducted through design and vision workshops; this is a lighter way to build a sense of community. This would enable people to relate their experiences, generating knowledge that could inform planning. It is one way to gain an in-depth understanding of community concerns and priorities.

What remains is that the lack of collaboration is a perilous factor in an environment that relies on human interaction to thrive. Furthermore, achieving diversity through collaborative planning is based on two factors. The first is a strong, common vision formulated in partnership with all stakeholders, while the second is that there are no barriers that hinder the public participation process (See Figure 6.1 below).

Figure 6. 1: Cycle of Collaboration
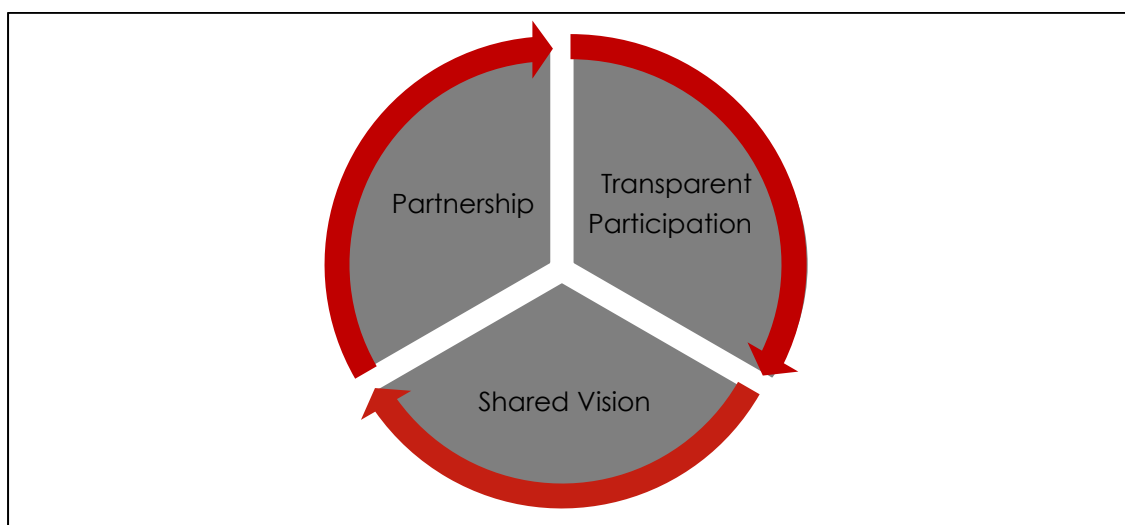
Source: Author (2014)

6.3. Conclusion

"The question of what kind of city we want cannot be divorced from that of what kind of social ties, relationship to nature, lifestyles, technologies and aesthetic values we desire" (Harvey, 2008: 23).

Most cities continually reinforce the importance of place making elements (concepts such as live, work and play)in the creation of a sense of place as part of the city's future (Gehl, 2010). They employ strategies to diversify based on place-based needs. This requires that a balance is achieved between aesthetics, economic benefits and spatial justice. Should this not also be the case for either planned or organic mixed use precincts that find themselves part of a residential neighbourhood? The reality is that, in mixed use precincts, be they predominantly entertainment or commercial in use, change and the social impact is foreseeable.

Harvey's quote above is a call for a community-based attitude to the development of our cities. It calls for an understanding that spaces yield cultural history and personal memories and create a sense of belonging among the people that occupy them, whether temporarily or for long periods of time. It is for this reason that cultural considerations coupled with people's experiences cannot be ignored in urban planning and policy considerations. South African cites stand to gain much if they take advantage of the diversity of their people, history and places through enhancing community spirit.

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Appendix 1: Letters and consent

1. ETHICAL CLEARANCE.pdf

Informed Consent Form

Dear Participant:

My name is Desiree Cele, a masters (Town & Regional Planning) student at the school of the Built Environment and Development Studies, of the University of KwaZulu-Natal (UKZN). You are invited to participate in a research study that will attempt to understand the role of collaborative planning in mixed-use precincts.

The following information is provided in order to help you make an informed decision whether or not you want participate. If you have any questions please do not hesitate to ask.

Project:
Achieving Diversity through Collaborative Planning in Mixed-use Precincts:
A case study of Florida Road

Purpose of the Project:
The aim of this study is to determine the influence of collaborative planning on mixed use precincts.

This study will investigate:
The experiences of Florida Road residents/visitors/business/planning officials in order to determine the extent of community engagement between all stakeholders involved in the planning process.

Procedures:
If you are both a resident/user/visitor/ business representative you will be asked to fill out a questionnaire which will include demographic information and questions aimed at exploring your perception of the area.

If you are a local authority representative/precinct manager you will be asked to participate in an interview, and allow the researcher to understand your views and contribution towards the development of the precinct. The interview will take approximately an hour of your time.

If you are willing to be interviewed, please indicate (by ticking as applicable) whether or not you are willing to allow the interview to be recorded by the following equipment:

	willing	Not willing
Audio equipment		
Photographic equipment		
Video equipment		

Risks and/or Discomforts:
There are no risks or discomforts associated with this research. You do not have to be in this study if you do not want to. If you decide to participate in the study, you can stop at any time. If you have any questions at any time, please ask the researcher.

Benefits:
The information gained from this study may help us to better understand the experiences of Florida road residents/visitors/business/planning officials and their contribution towards planning changes that occur within the area.

NB. If you sign this form it means that you have decided to participate and have read everything that is on this form.

I can be contacted at:
Email: Desireec@dut.ac.za
Cell: 0739109112

My supervisor is Mr. L. Chipungu of the University of KwaZulu-Natal.
Email: Chipungu@ukzn.ac.za

You may also contact the Research Office through:
Ms. Phumelela Ximba   Premlall Mohun, Research Office,
Tel: 031 260 3587   OR   Tel: 031 260 4557
Email: ximbap@ukzn.ac.za   Email: mohunp@ukzn.ac.za.

<u>DECLARATION</u>

I.. (full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire.

SIGNATURE OF PARTICIPANT   DATE

…………………………………   …………………………………

Appendix 2: Residents Questionnaire

QUESTIONNAIRE: The Residents

☐ Introduce yourself
☐ Discuss the purpose of the study
☐ Provide informed consent

Section A: Personal Particulars

1. Gender

Male	Female

2. Age

Under 25	
25-35	
36-45	
Over 45	

3. Race

Black	
White	
Indian	
Coloured	
other	

4. Highest Educational Level

Matric	
Diploma	
Degree	

Other (please specify)

5. Occupation

Unemployed	
Professional, Managerial,Technical	
Housewife	
Labourer	
Artist/entrepreneur	
Self-employed	
Retired	
Student	

Other (please specify)

6. What range closely resembles your households' annual income level?

Less than 100 000	
100 000-300 000	
300 000-400 000	

More than 400 000	

Section B: Residence

1. How long have you lived at your present address?

Less than 1 year	
1-2 years	
3 -5 years	
Over 5 years	

2. Reasons for Residency?

Location	
Atmosphere	
Rent Prices	
Work	

Other (please specify)

3. In the time that you have lived in the area, have you noticed a change in the overall appearance of your area?

yes	no

If yes, what change have you noticed in this area?

4. Have you ever considered moving to another area?

yes	no

Section C: Use of area

1. What do you do most often in the area?

Park	
Shopping	
Worship	
Leisure/entertainment	

Other (please specify)

2. How often do you make use of the facilities in the area?

Daily	
Weekly	
Monthly	

Other (please specify)

Section D: Perception of Area

1. What do you like about your area?
2. What do you dislike about your area?

3. How would you rate the following features of your community? **(rank from 1-4 with 1 being the most important and 4 being the least important)**
   a) Access to shops
   b) Public transport system
   c) A good place to live
   d) Historical character of the area

Order of Importance (Please place ONE of the above letters **(from a to d)** in each of the following):

1:_____ 2:_____ 3: _____ 4: _____

Least important►

4. What do you value more about the precinct**? (rank from 1-4 with 1 being the most important and 4 being the least important)**
   a) Convenience
   b) Visual appearance
   c) Comfort
   d) Vibe and feel

Order of Importance (Please place ONE of the above letters **(from a to d)** in each of the following):

1:_____ 2:_____ 3: _____ 4: _____

Least important►

5. What other facilities or activities, if any, would you like to be provided?

Section E: Surveillance

1. Do you feel it is safe when walking on Florida Road?

yes	no

2. If you were in danger on your street, would you be able to be seen and/or be heard by someone?

yes	no

3. Do you feel safe walking at night?

yes	no

4. Do you normally travel alone?

yes	no

5. If No, in what way should Florida Road be made safe?

Section F: Public Engagement

1. Are you aware of any changes in any of the listed features on Florida Road?

Land Uses	
Buildings	
Parking spaces	

2. Are you interested in receiving any notifications of any changes occurring in the precinct?

yes	no

3. Are you given an opportunity to either agree or disagree on proposed changes?

yes	no

4. Do you read the newspaper?

yes	no

5. if yes, please specify

Ilanga	
Mercury	
Metro Ezasegagasini	
Daily News	
Highway Mail	

Other (please specify)

6. Are you happy with the current method of municipal advertising notices on the newspapers or on the site or local authority website?

yes	no

7. Which additional notification method/s would benefit you?

Neighbourhood notice board	
Short Messaging Service(sms)	
Social Network Site (Facebook/Twitter)	
Email Alerts	

Other (please specify)

8. Have you attended public meetings as part of the public participation process on Florida Road in the past two years?

yes	no

9. What kind of collaboration or relationship do you expect with the Municipality?
10. In what way can the relationship be improved?

Section F: Overall Comments

1. How would you enhance the living quality of the area, what would you suggest?

Thank you for your time and co-operation.

Concluding Statement
□Thank them for their participation
□Ask if they would like to see a copy of the results

Appendix 3: Visitor/user Questionnaire

QUESTIONNAIRE: User or visitor
☐Introduce yourself
☐Discuss the purpose of the study
☐Provide informed consent

Section A: Personal Particulars

1. Gender

Male	Female

2. Age

Under 25	
25-35	
36-45	
Over 45	

3. Race

Black	
White	
Indian	
Coloured	
other	

4. Highest Educational Level

Matric	
Diploma	
Degree	

Other (please specify)

5. Occupation

Unemployed	
Professional,Managerial, Technical	
Domestic worker	
Housewife	
Labourer	
Artist/entrepreneur	
Self-employed	
Retired	
Student	

Other (please specify)

6. What range closely resembles your households annual income level?

Less than 100 000	
100 000-300 000	
300 000-400 000	
More than 400 000	

Section B: Residence

1. Place of residence? Please state the suburb/district

2. How long have you lived at your present address?

Less than 1 year	
1-2 years	
3 -5 years	
Over 5 years	

3. How long does it take you from home to here?

Less than 15min	
15-30 min	
30-1 hour	
More than 1 hour	

4. In the time that you have visited the area, have you noticed a change in the overall appearance of the area?

yes	No

If yes, what change have you noticed in this area?

5. Have you ever considered moving into this area?

yes	No

Section C: Use of area

1. What do you do most often in the area?

Temporary resident (hotel)	
Shopping	
Worship	
Leisure/entertainment	

Other (please specify)

2. How often do you visit the area?

Daily	
Weekly	
Monthly	
Annually	

Section D: Perception of Area

1. What do you like about the area?

2. What do you dislike about the area?

3. How would you rate the following features of your community? (rank from 1-4 with 1 being the most important and 4 being the least important)
   a) Access to shops
   b) Public transport system
   c) A good place to live
   d) Historical character of the area

Order of Importance (Please place ONE of the above letters (from a to d) in each of the following):

1:_____ 2:_____ 3: _____ 4: _____

Least important▶

4. What do you value more about the precinct? (rank from 1-4 with 1 being the most important and 4 being the least important)
   a) Convenience
   b) Visual appearance
   c) Comfort
   d) Vibe and feel

Order of Importance (Please place ONE of the above letters (from a to d) in each of the following):

1:_____ 2:_____ 3: _____ 4: _____

Least important▶

Thank you for your time and co-operation.

Concluding Statement
☐Thank them for their participation
☐Ask if they would like to see a copy of the results

Appendix 4: Business Questionnaire

QUESTIONNAIRE: Business

☐Introduce yourself
☐Discuss the purpose of the study
☐Provide informed consent
☐Provide structure of the interview

Fieldworker ID: _____ Date: _____

Time: _____ Place: _____

Personal Particulars of Respondent:
Name _____

Title/Rank_____

Name/Type of Business_____

Section A: Location

1. How long has your business been at your present address?

Less than 1 year	
1-2 years	
3 -5 years	
Over 5 years	

2. What factors influenced your decision to locate on Florida Road?

FACTORS	YES	NO
Location		
Living quality		
Coincidence		
Popularity of the area		
Available space		
Rent prices		
Development opportunities		
Available young people		
Dynamic mix of people		
Networking with similar business		

Other (please specify)

Section B: Contribution

1. What kind of impact does your business have on the neighbourhood?
2. What are the business operating hours?
3. Are you active in any neighbourhood organizations?

yes	no

If yes, please specify

4. Have you attended public meetings as part of the public participation process on Florida Road in the past two years?

yes	no

5. What kind of collaboration or relationship do you want with the Residents and the Municipality, when it comes to changes in the neighbourhood that impact on your business?

6. In what way can the relationship be improved?

Section C: Perception of Area

1. What do you value more about the precinct? (rank from 1-4 with 1 being the most important and 4 being the least important)

   e) Convenience
   f) Visual appearance
   g) Comfort
   h) Vibe and feel

Order of Importance (Please place ONE of the above letters (from a to d) in each of the following):

1:_____ 2:_____ 3: _____ 4: _____

Least important►

2. How would you rate the quality of life in the neighbourhood?
   Circle one (scale of 1-10,   1=bad   10=perfect).

   1   2   3   4   5   6   7   8   9   10

3. How could the quality of life in the neighbourhood be improved?

Thank you for your time and co-operation

☐Thank them for their participation
☐Ask if they would like to see a copy of the result

QUESTIONNAIRE: The Church

¨ Introduce yourself
¨ Discuss the purpose of the study
¨ Provide informed consent
¨ Provide structure of the interview

Fieldworker ID: _____ Date: _____

Time: _____ Place: _____

Personal Particulars:
Name _____

Title/Rank_____

Name of Church_____

Section A: Location
1. How long has the church been at your present address?

Less than 1 year	
1-2 years	
3 -5 years	
Over 5 years	

Section B: Contribution
1. What kind of impact does the church have on the neighbourhood?
2. Is the church part of any neighbourhood organizations?

yes	no

Please specify

3. Have you attended public meetings as part of the public participation process on Florida Road in the past two years?

yes	no

If yes, Please specify

4. What kind of collaboration or relationship do you expect with the **Residents** and the **Municipality**, when it comes to changes in the neighbourhood that impact on the church?
5. In what way can the relationship be improved?

Section C: Perception of Area
6. How would you rate the quality of the neighbourhood?
   Circle one (scale of 1-10,   1=bad   10=perfect).

   1   2   3   4   5   6   7   8   9   10

7. How could the quality of the neighbourhood be improved?

Thank you for your time and co-operation

This interview forms part of a research study of collaborative planning in Florida Road. This interview is carried out in terms of the requirements for the Degree, Masters in Town and Regional Planning, at the University of KwaZulu-Natal in Durban.

INTERVIEW: Florida Road Urban Improvement Precinct Management

Personal Particulars:

Name _____

Title/Rank_____

Key Questions:

1. Could you please briefly tell me what the responsibility of the UIP is, in the overall neighbourhood area?

2. What is your general understanding and perception of the Florida Road Precinct?

3. What difficulties have you found, if any, in terms of the impact, performance and use of Florida Road by residents/visitors/business?

4. What do you think of the Florida Road community's involvement/interest on any changes occurring in the area?

5. Are there any other comments that would improve the quality and function of this area that you want to add?

6. Is there anything else you would like to add besides what we have discussed?

   ❖ Suggestions and Recommendations

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INTERVIEW: Local Authority Official

Personal Particulars:

Name _____

Occupation_____

Institution_____

Planning Design Principles

A set of design principles namely; creativity, accessibility, connectivity, integration, vibrancy, uniqueness and sustainability guide the future development of mixed use precincts.

1. Do you have any views on these principles in relation to the Florida Road precinct?

Key Questions:

2. Could you please briefly tell me what the responsibility of your department is, in the overall municipal area?
3. What is your general understanding and perception of the Florida Road Precinct?
4. What is your responsibility with regards to urban land use change and management on Florida Road?
5. What difficulties have you found, if any, in terms of the impact, performance and use of Florida Road?
6. What do you think of the Florida Road community's involvement/interest on planning processes occurring in the area?
7. Is there any progress with the Urban Core Extension Project (which the Florida Road precinct is part of)?
   - ❖ Please explain what information you have, e.g. objectives, challenges/ difficulties.

8. In your opinion, are land use schemes the only means of managing land use?
   - ❖ How can planners expand the tools that they use to manage land use? (e. g. conditions of approval, conditions of title, land use scheme, enforcement).

9. Are there any other comments that would improve the quality and function of this area that you want to add?

10. Is there anything else you would like to add besides what we have discussed?

This interview forms part of a research study of collaborative planning in Florida Road. This interview is carried out in terms of the requirements for the Degree, Masters in Town and Regional Planning, at the University of KwaZulu-Natal in Durban.

INTERVIEW: Local Authority Official

Personal Particulars:

Name _____

Occupation_____

Institution_____

Key Questions:

1. What is your role as the eThekwini Metropolitan Municipality's Urban Design and Landscape Planning section?

2. What challenges have you experienced in fulfilling the role of Florida Road as an architectural conservation zone?

3. What are the types of architectural styles on Florida road and what are their associated influences in terms of the social fabric?

4. Why is the conservation and protection of these diverse buildings vital for Florida Road?

5. Implication of change of land use on change of actual building (physical appearance)?

6. What are the opportunities for the future?

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INTERVIEW: Resident

Personal Particulars:
Name _____

Occupation_____

Institution_____

Key Questions:

Residence
1. How long have you lived at your present address?
2. In the time that you have lived in the area, have you noticed a change in the overall appearance of your area?
3. Have you ever considered moving to another area?

Perception of Area
6. What do you like about your area?
7. What do you dislike about your area?
8. What other facilities or activities, if any, would you like to be provided?

Surveillance
6. Do you feel it is safe when walking on Florida Road?
7. If No, in what way should Florida Road be made safe?

Public Engagement
11. Have you attended public meetings as part of the public participation process on Florida Road in the past two years?
12. What kind of collaboration or relationship do you expect with the Municipality?
13. In what way can the relationship be improved?

Use of area
1. How often do you make use of the facilities in the area?

Overall Comments
14. How would you enhance the living quality of the area, what would you suggest?

Appendix 7: Land Use Survey Sheet

2. LAND USE TABLE.pdf

Appendix 8: Plans

3. CENTRAL ZONING_BEREA NORTH_EXISTING.pdf

4. CENTRAL ZONING_BEREA NORTH_PROPOSED.pdf

Appendix 9: Scheme Regulations

ZONE: GENERAL COMMERCIAL

SCHEME INTENTION: To provide, preserve, use land or buildings for:
- Medium impact commercial purposes. Accommodation of commercial or business activities within a residential area where the commercial activity provides a service to the residential community and is not detrimental to the residential amenity of the area.

MAP COLOUR REFERENCE: Dark Blue   **MAP REFERENCE:**

PRIMARY	SPECIAL CONSENT	PRECLUDED	
• Action Sports Bar • Arts and Crafts Workshop • Betting Depot • Car Wash • Conservation Area • Convention Centre • *Flat • Flea Market • Funeral Parlour • Garden Nursery • Government/ Municipal • Health & Beauty Clinic • Health Studio • Hotel • Institution • Massage Parlour • Motor Display Area • Motor Vehicle Test Centre • Motor Workshop • Museum • Office • Office – Medical • Place of Public Entertainment • Place of Public Worship • Private Open Space • Public Open Space • Shop • Restaurant/ Fast Food Outlet • Sports and Recreation • Veterinary Clinic	• Adult Premises • Base Telecommunications Transmission Station • Builder's Yard • Crèche • Display Area • Educational Establishment • Escort Agency • Fuelling and Service Station • Industry – Light • Laundry • Market • Night Club • Parkade • Pet Grooming Parlour • Shelter • Special Building • Transport Depot • Workhouse • Any other use authorised in terms of clause 9.7	• Agricultural Activity • Agricultural Land • Airport • Beach Amenity Facility • Boarding House • Cemetery/Crematorium • Chalet Development • Container Depot • Correctional Facility • Direct Access Service Centre • Dwelling House • Industry - Extractive • Industry - General • Industry - Noxious • Landfill	• Mobile Home Park & Camping Ground • Mortuary • Motor Garage • Multiple Unit Development • Nature Reserve • Recycling Centre • Reform School • Refuse Disposal • Restricted Building • Retirement Centre • Riding Stables • Scrap Yard • Truck Stop • Warehouse • Zoological Garden

ADDITIONAL CONTROLS

1. All landscaping at the discretion of the eThekwini Municipality.
2. *A Flat shall be permitted only above the ground floor.
3. *Shops shall be restricted to the ground floor only.

DEVELOPMENT PARAMETERS

SPACE ABOUT BUILDINGS		DWELLING UNITS PER HECTARE	MINIMUM ERF SIZE(m²)	HEIGHT IN STOREYS	COVERAGE	FLOOR AREA RATIO
BUILDING LINE	**SIDE AND REAR SPACE**	N/A	900	N/A; Point Lanes / CDDP – 59° from the opposite side of the street (max 30m) or 110m with a 5.0m set back at each 15m	50%; N/A in C.D.P.P and Point Lanes Areas	1.5; 5.3 applies to Point Lanes Areas and CDPP (parts of Gillespie street) 1.0 only for business in Point Lanes only
3.0m; Point Lanes – Nil	Nil					

ADDITIONAL CONTROLS – DEVELOPMENT PARAMETERS

1. The development on Portion 3 of Erf 2074, Wentworth situated on Anstey Road, Wentworth (General Commercial Zone) shall be restricted to
   a. Height: maximum 3 storeys.
   b. Floor Area Ratio: maximum 1.0:1.

2. **Coverage:** The Head: Development Planning, Environment and Management shall permit the coverage to exceed 50% where such excess is to be used solely for the parking of motor vehicles.