

# Warwick Junction Durban, South Africa

February 22–27, 2015



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Connecting People, Place, and Purpose  
in the eThekweni Metropolitan Municipality

February 22–27, 2015

# About the Urban Land Institute

**THE MISSION OF THE URBAN LAND INSTITUTE** is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both the built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and

- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 35,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

Cover photo: Tom Eittler

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1025 Thomas Jefferson Street, NW  
Suite 500 West  
Washington, DC 20007-5201  
USA

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# About ULI Advisory Services

**THE GOAL OF THE ULI ADVISORY SERVICES** program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and

to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

## ULI Program Staff

Gayle Berens  
*Senior Vice President, Education and Advisory Group*

Thomas W. Eittler  
*Vice President, Advisory Services*

Beth Silverman  
*Director, Education and Advisory Group*

Daniel Lobo  
*Director, Awards*

Carly Bushong  
*Senior Associate, Advisory Services*

Kathryn Craig  
*Senior Associate, Education and Advisory Group*

James A. Mulligan  
*Senior Editor*

David James Rose  
*Associate Editor*

Joanne Platt, Publications Professionals LLC  
*Manuscript Editor*

Betsy Van Buskirk  
*Creative Director*

Deanna Pineda, Muse Advertising Design  
*Graphic Designer*

Craig Chapman  
*Senior Director, Publishing Operations*

# About the World Bank

**THE WORLD BANK, ESTABLISHED IN 1944**, is a vital source of financial and technical assistance to developing countries around the world. The World Bank is not a bank in the ordinary sense; rather, it is a unique partnership whose goals are to reduce extreme poverty and promote shared prosperity globally. The World Bank Group comprises five institutions managed by their member countries, each with a specific role aimed at the achievement of those twin goals.

In South Africa, the World Bank has partnered with the National Treasury through an advisory services agreement. Those advisory services are provided to the National Treasury and participating metropolitan areas across six

thematic areas and draw on the World Bank's global experience and network of urban experts. The following are the six thematic areas of the advisory service:

- Jobs and competitiveness;
- Urban renewal and infrastructure;
- Land and housing markets;
- Public financial management and governance;
- Integrated urban transport planning; and
- Environmental and social management of urban investments.

# About the Cities' Support Programme

**THE CITIES' SUPPORT PROGRAMME (CSP)** is a unit within the National Treasury that provides technical assistance to cities in South Africa. That assistance is aimed at helping cities manage the built environment in a way that promotes economic growth, job creation, access to basic services, environmental sustainability, and public accountability. That support includes the creation of more efficient cities, which acknowledge the linkages among

transport, housing, and social infrastructure. The CSP's objectives are (a) to strengthen governance capacity over a range of management areas (planning, financial, etc.) in order to orient cities toward integrated management of the built environment and (b) to align the sectors of the built environment with various fiscal, regulatory, and support instruments.

# Acknowledgments

**ON BEHALF OF THE URBAN LAND INSTITUTE**, the panel would like to thank the many individuals who assisted with this process, including the Cities' Support Programme of the National Treasury, specifically Nhlanhla Mncwango; the eThekweni Metropolitan Municipality, specifically Sibusiso Sithole, Musa Mbhele, and Afika Ndimu; the Inner City eThekweni Regeneration and Urban Management Programme (iTrump), specifically Hoosen Moola; the Durban University of Technology, specifically Len Rosenberg; and

the World Bank, specifically Valerie Santos, Gary Goliath, Zena John, Julian Palma, and David Sisen.

The panel also thanks the more than 50 leaders and representatives from the community, local businesses, traders, and organizations and others who agreed to be interviewed and gave their time and energy to the panel process.

# Contents

ULI Panel and Project Staff .....	8
Background and the Panel's Assignment .....	9
Setting the Stage .....	11
Observations and Guiding Principles .....	19
Development and Planning .....	24
Implementation .....	34
Conclusion .....	36
About the Panel .....	37



# ULI Panel and Project Staff

## Panel Chair

William P. Kistler  
Managing Partner  
Urban Innovation Network  
London, United Kingdom

## Panel Members

Michael Beyard  
Senior Resident Fellow Emeritus  
Urban Land Institute  
Washington, D.C.

Peter Holland  
Director, International Property Economics  
Urbis  
Melbourne, Australia

Andrew Irvine  
Principal, UDLA/RNL Design  
Abu Dhabi, United Arab Emirates

Liz Ogbu  
Principal  
Studio O  
Oakland, California

Rod Stainton  
Rokwil Pty Ltd.  
Kloof, KwaZulu-Natal, South Africa

## ULI Project Staff

Thomas Eitler  
Vice President, Advisory Services  
Washington, D.C.

# Background and the Panel's Assignment

**SOUTH AFRICA'S NATIONAL TREASURY**, through its Cities' Support Programme, engaged the Urban Land Institute through the World Bank to assemble an Advisory Services panel of international land use and development experts to provide the municipality with strategic advice regarding the Warwick Junction area.

## eThekweni Metropolitan Municipality and Durban

The eThekweni Metropolitan Municipality, created in 2000, is the regional municipality that includes the city of Durban and surrounding towns. With a total population of 3.4 million, it was formed from seven formerly independent local councils and tribal land. Durban is the largest port in Africa.

## Description and History of Warwick

Durban is competing on the global stage for talent, investment, and jobs. It is the third-largest city in South Africa and a vital part of the country's economy.



*Regional map.*

As its name implies, Warwick Junction is a place of connections. Its location as the physical hub of eThekweni's rail, bus, and taxi network makes Warwick the heart of a vibrant and growing metropolitan region. It connects the commercial center of Durban with the rest of the KwaZulu-Natal region and South Africa.

Warwick is about much more than physical connections and infrastructure. It connects Durban's peoples and cultures, its institutions and its services, and ultimately its past to its future. Strengthening those links is fundamental to Durban and eThekweni's prosperity and ability to compete as a global city. Failing to do so will leave the ambition of being "Africa's most caring and livable city" by 2030 as no more than a dream.





Warwick Junction.

Although larger projects, initiatives, and investments are envisioned for Durban—from the new cruise terminal to hosting the Commonwealth Games—none has more transformative potential than upgrading the Warwick precinct. Enhancing the quality, efficiency, and character of this gateway to the city will act as a catalyst that can accelerate and leverage other initiatives throughout the city and municipality. Warwick is the gateway to Durban, the face of the city that plays a central role in shaping the impressions of residents and whether they feel proud of or embarrassed by their city.

The opportunity for a positive effect is great, and the ULI panel believes that Warwick is the key that can unlock Durban's great potential. The price of inaction is high, and problems will worsen, and the central business district (CBD) will continue to decline.

## Summary of the Panel's Recommendations

The panel's primary recommendations include the following:

- Establish a set of ten principles to help guide the city and the district's stakeholders so that going forward, every action contemplated can be measured and judged as it is conceived, planned, and implemented.

- Recognize and take advantage of the huge daily influx of workers who pass through Warwick Junction. Recognize the market opportunities that such an influx brings to a specific area with regard to buying power, social cohesion, and synergies.
- Improve various components of the public realm (such as sidewalks, crosswalks, directional signage, and landscaping) and improve safety and security.
- Undertake important catalytic projects, including social housing, student housing, the development of the Berea Station, and the transformation of Julius Nyerere Street into a pedestrian corridor.
- Understand and leverage the transportation improvements being implemented by the city, especially bus rapid transit.
- Establish new approaches to managing Warwick Junction, including a new project management structure on the city side with the appointment of a new Programme Executive, regular progress meetings, and short-term actions that will improve the cleanliness and safety of the area.

The remainder of this report elaborates on those primary recommendations.

# Setting the Stage

**THE eTHEKWINI MUNICIPALITY**, commonly referred to as Durban, has a population of 3.5 million; as such, it is the largest city in the province of KwaZulu-Natal. It is also the third-largest city in South Africa, sitting behind Johannesburg at 4.4 million and Cape Town at 3.8 million. Durban is an important city for manufacturing, trade, finance, and community services. Key manufacturers in the area include Toyota, Unilever, and Samsung. Durban is famous for its port, which plays an important role in facilitating economic growth in South Africa. It is the busiest port in South Africa and the third-busiest container port in the Southern Hemisphere. According to the National Port Authority of South Africa, last year, it carried 80 million tons of cargo, with 60 percent of all imports to and exports from South Africa passing through the port.

With its attractive coastal setting, Durban is a tourist destination with significant unfulfilled potential. At present, it attracts only 2.3 million overnight visitors annually, 435,000 of whom are international visitors. The importance of tourism to the future growth of the Durban economy is recognized, and efforts are being made to grow tourism in Durban with the completion of new attractions, new infrastructure, and increased marketing efforts.

With regard to demographics, the Durban population is diverse (51 percent black African, 24 percent Indian and Asian, 15 percent white, and 9 percent other), relatively

young (38 percent under the age of 19), and low income (compared with the other large metropolitan areas in South Africa). Unemployment remains a major ongoing issue, with the current rate of unemployment at 25 percent and youth unemployment at closer to 50 percent. The Durban economy tends to grow at a similar, but slightly higher, rate than South Africa as a whole. Since 2010, Durban's growth in real gross domestic product has averaged 2.8 percent per year; but growth over the two most recent years (2013 and 2014) was lower. Employment growth for 2014 was 1.7 percent.

Durban is experiencing many of the same challenges as the other cities are in relation to poverty, unemployment, insufficient and inadequate housing, personal safety and security, and aging infrastructure.

## The Changing Role of the Durban Central Business District

Traditionally, the Durban CBD was the principal driver of economic activity and the home for most of Durban's major commercial, cultural, and civic facilities and entities. Similar to many other global cities, however, over the past two decades most of the growth in Durban's new residential and commercial development, infrastructure investment, and employment opportunities has been in the suburbs rather than in the CBD. Of particular relevance

*Durban and the eThekweni Municipality constitute the second-most-populous metropolitan area in South Africa. Durban is famous for being the busiest port in Africa. The city is also viewed as a major center of tourism because of its climate and extensive beaches.*



has been the substantial growth in the northern beach areas around Umhlanga, which has become a favored location for office parks, middle- to high-end housing, shopping malls, and the necessary support facilities and services, such as schools. Some 20 years have passed since the last office building was completed in the CBD, and virtually all of the major corporations have relocated from the CBD.

The implications for the CBD associated with this flight to the suburbs include the following:

- Underused building stock;
- Disinvestment in the CBD;
- A perception of safety and security issues; and
- Abandoned buildings and urban decay.

Unless action is taken, the Durban CBD could continue along the same downhill path that other CBDs have experienced. Although government and industry have made and continue to make a concerted effort to recover and reverse this trend, this challenge is extremely difficult and will take a

long time to show meaningful results. Importantly, the longer the CBD decline is left to continue unabated, the longer and more difficult it will be to recover and to reverse this trend. The city recognizes this issue and has begun a number of initiatives to reduce or abate the decline of the CBD.

According to the Warwick Junction Urban Renewal Project, 460,000 people pass through the junction every day. Warwick is the gateway to the Durban CBD, and positive action in Warwick will inexorably affect the CBD. It is essential that all levels of government—national, provincial, or municipal—believe in the ongoing importance of the Durban CBD. Hence, they must be prepared to address and prioritize the improvement of Warwick by taking the necessary action to restore the health of the CBD and to make it a vibrant, attractive, and safe place where the people of Durban will again be keen to live, work, and play. This task will not be easy and, needless to say, it will require the strong support and commitment of the private sector, which over recent years has been at the forefront of the flight to the suburbs.

## Urban Gateway: Definition

*Urban gateway* is a term used in the urban planning, design, and public policy professions to refer to a specific geographic area that by virtue of its location, construction, orientation, or volume acts as either a physical or visual entrance to one or more geographic areas. Gateways are areas that control the nature of transmission in urban space that can affect an individual's experience, symbolically, psychologically, and politically, with the sociospatial context. Traditionally, natural or constructed barriers (i.e., rivers, forests, roads, or walls) tend to focus human movement (vehicular or pedestrian) in specific

discreet locations before dispersion into a broader area. A gateway serves as a metaphorical entrance hall, portal, or foyer that then allows the individual to enter a new locale. The modal change from train to bus, to taxi, to pedestrian in Warwick provides most visitors with a particular sense of arrival in an urban setting having just come through the rural and suburban locations along transportation routes leading to the central business district. This gateway can be a critically important location for influencing the visitor's perception using urban design strategies that can make the CBD more welcoming.

*Examples of gateways and gateway features.*







The Markets of Warwick are centered on the roads and rail lines that accommodate up to 450,000 people each day. Numerous informal markets are located on the streets and sidewalks adjacent to these formal markets.

This analysis leads to the panel's conclusion that Warwick Junction, as the primary gateway to the CBD, is critically important to the overall economy of eThekweni.

## The Markets of Warwick

The study area that is the focus of this panel report is a collection of formal and informal markets and the infrastructure that caters to the 450,000 people who move through the area daily. The following section attempts to describe that area and its unique place in Warwick and the city.

### Victoria Street Market

The Victoria Street Market was established in 1910. The original traders in this area were Indian indentured laborers who traded along the paving of Victoria Street between 1860 and 1910. In 1910, the municipality allocated this area to house those traders; currently, the market supports 180 traders. This market has small individually owned



Victoria Street Market opened in 1903. It has small, individually owned stores selling jewelry, spices, skin products, meat and fish, traditional arts and crafts, and beadwork.

stores selling jewelry, spices, skinned products, traditional arts and crafts, and beadwork.

### **Impepho and Lime Market**

Two distinctive products are sold within this market. Lime traders sell balls of white and red lime mined from iNdwedwe, north of the city. The lime is used for trainee and recently qualified *izangoma* (practitioners of traditional healing). Other traders sell impepho (incense), which is used to facilitate communication with one's ancestors. The impepho comes from either KwaZulu-Natal or the Eastern Cape.

### **Brook Street Market**

This vibrant, colorful multiproduct market is adjacent to the iconic Badsha Peer Shrine. The market boasts brightly colored pinafores, traditional Zulu hats, shoes, bags, and household products, all beneath the shaded roof. A portion of the market was donated by the Badsha Peer Mazaar Society in 2000. Other trade in Brook Street includes food products, electronics, and media. The Brook Street Market connects with the Music Bridge and Herb Markets.

### **Bead Market**

This attractive colorful market exhibits the work of bead vendors who travel from the coastal regions adjacent to the city to sell their products that they have designed and handcrafted. Products include beaded jewelry, hats, shoes, bags, and traditional clothing.

### **Traditional Herb Market**

Sometimes referred to as the traditional medicine market, this market houses the traditional healers and herb sellers who trade within this vicinity. The Herb Market provides trading space for roughly 700 vendors; in addition, thousands more supply this market. The Herb Market is unique to Durban and highlights the differences between Western and African medicine. Traders will prescribe cures, grind herbs, and mix medicines on the spot for any ailment.

### **Music Bridge Market**

Located on the bridge between the Brook Street Market and Herb Market, the Music Bridge offers a wide variety of music and multimedia, as well as hats, scarves, and shoes. Upon



*The Herb Market is unique to Durban and highlights the differences between Western and African medicine.*

the relocation of the Herb Market, the steel interlinking Music Bridge was built. Vendors requested permission to trade along one side of the bridge, arguing that their permanent presence would discourage criminal activity.

### **Early Morning Market**

Described as “the Mother Market,” the Early Morning Market is now 100 years old. It provides an extended trading opportunity for over 2,000 people. It is the historical cornerstone of the area. Boasting over 670 stalls that sell a variety of fresh produce, spices, flowers, and live poultry, this market is a true heritage of Durban city. The traders buy their produce from farmers or the municipal bulk market, and the operation of the market relies largely on barrow operators who cart the produce to each stall. The

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barrow operators are managed separately. They transport the produce on barrows that can weigh up to 300 kilograms (661 pounds). It is called the Early Morning Market because it is busiest in the morning, when street traders buy their day's supplies for resale.

### **Berea Station Market**

The Berea Station Market exhibits traditional Zulu spears and shields and religious attire, as well as CDs, DVDs, shoes, belts, wallets, and bags. Informal traders operate alongside permanent shops on the concourses serving the station. This market gets extremely busy during the peak commuter periods. The Berea Station Market models the collaboration between the informal and formal market sectors.

### **Bovine Head Market**

Bovine head meat is a Zulu delicacy. Cow heads are collected by trolley operators from local butcheries and then skinned, and the meat is boiled in large pots. The boiled meat is then presented on wooden chopping boards to customers, with condiments. Traditional bread called dumpling is also made at the market and is eaten with the bovine meat. Originally, this market was a loose conglomeration located along the sidewalks in Warwick, but defrosting the meat in the sun along the pavement became a logistical and health concern. The new location is an open shed located on Julius Nyerere Street.

*Bovine head meat is a Zulu delicacy. Originally this market was a loose conglomeration located along the sidewalks in Warwick. The new location is an open shed located on Julius Nyerere Street.*



### **Other Markets**

Other informal markets are located in and around the Warwick Junction area. Street traders, either legally or illegally, set up their makeshift stalls in almost every conceivable location in and around the markets described above. Quantifying how many and what products each of these traders are selling is difficult.

### **Other Uses in the Warwick Area**

The formal and informal markets are by no means the only land uses in the Warwick area. The variety and complexity of residential, retail, office, industrial, medical, and institutional uses are almost too difficult to explain. However, in 2011, the eThekweni Transport Authority, the city Architects Department, and the Development House (a private firm that develops software) approached members of the Durban University of Technology's Town and Regional Planning Department to undertake a land use survey of Greater Warwick.

That survey provides an excellent base from which the municipality, private organizations, and institutions can begin to understand how the varying components of land use, infrastructure, and real estate function in the Warwick area. From the panel's perspective, the survey's key feature is a detailed explanation and description of uses on both a two- and three-dimensional level. That detailed and useful tool will help decision makers in the regeneration of the Warwick area, and it will prove very useful as the municipality undertakes the implementation of the ULI panel's recommendations, noted later in this report.

### **Retail and Commercial Establishments**

Commercial (primarily retail) establishments are concentrated in and around the Warwick Junction area. Although there is robust informal trading and street trading, most businesses and a majority of the employees who work in Warwick Junction are housed in hundreds of thousands of square meters of permanent commercial, office, and institutional space.





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These establishments are concentrated along major roads, especially in the portions of Warwick north and east of Berea Station and near the hospitals. Additional commercial establishments are found along Lancers Road and King Dinuzulu Road.

### Medical Uses

Medical uses are concentrated in the northeastern portions of the study area between Johannes Nkosi Street, Centenary Road, and the Greyville Race Track. City Hospital and St. Aiden's Hospital are two important institutions that anchor this district. Because of the sheer number of people moving through the Warwick area, medical uses such as hospitals, pharmacies, or smaller clinics play an important role in improving the health care for the entire city. Key concerns include equitable access and safety for the patrons.

### Educational Uses

The Durban University of Technology (DUT) is really the crown jewel of the Warwick area. Located in the north-western portion of the study area, DUT was formed in 2002 by the merger of Technikon Natal and ML Sultan Technikon and was previously known as the Durban Institute of Technology. With more than 23,000 students, DUT is an economic engine, and its demographic and social contributions to the inner-city area of Durban cannot

be underestimated. DUT provides several very important elements that can be leveraged into strategies for revitalization:

- DUT's desire to house up to 50 percent of the undergraduate student body on or near the campus (presently, only about 5 percent of the student body is housed on or near the campus). That increase would equate to a significant number of residential units, and it is clear that residential units drive demand in other portions of the economy, especially retail.
- DUT's desire to expand its land holdings for academic and other nonresidential activities in the Warwick area.
- DUT's various community engagement programs, including its Town and Regional Planning Department, as sources of knowledge and expertise.
- DUT's brand as an institution, both within South Africa and internationally.

### Religious Institutions

Religion has played an important role in the lives of those who pass through Warwick. Muslims, Jews, and Chris-

*The Durban University of Technology, with more than 23,000 students, is an economic engine for Warwick.*





Religion has played an important role in the lives of those who pass through Warwick. Emmanuel Cathedral (left) and the Juma Masjid Mosque are both located in the study area.

tians, as well as traditional African religions, have all, in some way, influenced and motivated the spatial and social development of the area. Because the Urban Land Institute is a real estate and land use education and research organization, the panel's comments are confined to those physical and development issues that are pertinent. However, the panel was impressed and heartened by the account of the cooperation between the Denis Hurley Centre and the Juma Masjid Mosque during the anti-foreigner violence in 2008.

The panel did see an opportunity for enhancing one of the gateways into Warwick with the activation and programming of space on the public land located between Emmanuel Cathedral and the Denis Hurley Centre.

## iTrump

The Inner City Thekwini Regeneration and Urban Management Programme (iTrump) is the municipality's area-based management organization for Durban's inner city. Its

*The Inner City Thekwini Regeneration and Urban Management Programme (iTrump) staff briefs the ULI panel. iTrump was established as a response to the urgent need to prioritize regeneration of the inner city.*



area of responsibility extends from the Umgeni River in the north, the beachfront and Durban Point to the east, Victoria Embankment to the south, and Warwick Avenue and Umgeni Road to the west.

iTrump was established as a response to the urgent need to prioritize the regeneration of the inner city. The panel understands that it was created primarily to focus on Warwick Junction but has since taken on additional responsibilities for the strategic value of the inner city. iTrump focuses on six key outcomes: (a) increasing economic activity, (b) reducing poverty and social isolation, (c) making the inner city more viable, (d) increasing the effectiveness and sustainability of urban management, (e) improving safety and security, and (f) developing institutional capacity.

iTrump is the quest to create a sustainable city in the new South Africa. The initiative strives to be proactive rather than reactive, working to stimulate private sector interest while fulfilling the needs of the individuals who use public spaces.

## Integrated Development Plan and Warwick Junction Precinct Plan Development Framework

The Urban Land Institute understands that the municipality and its various departments have spent countless hours gathering information, studying, planning, and engaging with stakeholders on the Warwick Junction area and for the city as a whole. In the past, conflicts between and among permanent merchants, informal traders, property owners, developers, and the government and institutions

have led to strife, but also accommodation, at least temporarily. A current effort is underway on both the Integrated Development Plan and the Warwick Junction Precinct Plan Development Framework. Much of that effort will be defined by improved circulation, better accommodation of traders and uses, and identification of new development opportunities without disrupting the current uses, especially the legally operating informal traders.

It is not the panel's intention to ignore, dismiss, or replace either of those efforts. It is the panel's sincere hope that the recommendations in this report will provide additional considerations and will enhance the ultimate end products of those initiatives.

# Observations and Guiding Principles

**THE OBJECTIVE OF CONNECTING** people, place, and purpose requires an understanding of what Warwick represents to its various stakeholders. They include the traders, property owners, residents, visitors, and institutions. It requires identifying the challenges and opportunities that exist. This section also suggest a series of guiding principles that can be used by the stakeholders to evaluate future actions.

## Challenges and Opportunities

Moving toward change requires first acknowledging the challenges, both real and perceived. The government and the private sector often want to base decisions on fact, but it is important to acknowledge that perceptions of Warwick, the surrounding area, the CBD, and the people who inhabit those spaces play just as big a role in framing the discussions around the existing conditions and the potential transformation as do the quantitative data. Perceptions are not necessarily the opposite of reality, but the degree to which they are ingrained can be a barrier to change in itself.

Over the course of its research, the panel found some prevailing perceptions that many have of the Warwick area:

- **A symbol of a third-world city.** As Durban seeks to compete on the global stage, the presence of informal traders and minibus taxis is viewed as a barrier to the city's aspirations to be considered a world-class city.
- **A place of crime and grime.** Although crime and grime are definitely part of the reality of the study area, many view the area as so fundamentally broken and deprived that only complete urban renewal can fix it.
- **The back door to the city.** The vision plans of the municipality refer to Warwick as a gateway to the city, but for many, it has not shed its apartheid-era designation as the back door to the city (through which nonwhites were able to access the designated white city).
- **An area filled with illiterates and the needy.** A perception exists that most of the people who inhabit the Warwick area, particularly the traders, are the poorest of the poor and completely dependent on government aid. Although Warwick provides a lifeline for many poor residents, they are not without resourcefulness, pride, and aspiration.

To understand that reality, one must look at the data. The municipality has been thorough in its collection of quantitative data, but qualitative data can be just as critical for providing nuance that gives meaning to the numbers. Stories are data with soul.

Those stories can allow one to see not only all the problems of Warwick but also all the assets of Warwick. The panel looked and listened closely and found Warwick to be the following:

- **A place of perseverance,** where a man has tirelessly run his tuck shop for over 35 years, working from 7 a.m. until 7 p.m., providing for his children and grandchildren.
- **A place of ingenuity,** where a street trader figured out how to increase her income through a series of workshops regarding best practices for marketing and shares her wisdom with other traders, including leading a group of 20 other street traders to sweep their area regularly to make it more attractive to their customers.
- **A place of pride,** where a man who is a fourth-generation trader at the Early Morning Market documents the history of his community and works with his fellow traders to share those important stories with the wider public.

- **A place of opportunity**, where two religious institutions continue to seek opportunities to provide amenities that tangibly strengthen the surrounding community, from a new resource center to a desired pedestrian plaza.
- **A place of *ubuntu***, where this spirit so fundamental to South African culture plays out daily, from the group of traders who cook soup weekly for HIV patients at the local clinic to a former corporate executive who leverages her skills and network to provide better educational futures for low-income children.

Those positive stories are not intended to sugarcoat the more challenging realities of Warwick. Any discussion of change must contend with a number of persistent challenges, some very real such as odors, cleanliness, and noise, and others just perception such as crime. And the extent to which those challenges are felt by the people and institutions that inhabit, visit, and surround Warwick should not be underestimated. There is a high degree of frustration on the part of the traders, shop owners, and visitors about the general upkeep of the physical assets in the district.

- **A place of substandard service delivery.** There are severely substandard and overcrowded housing conditions for students and the poor. Homelessness is also prevalent. Buildings such as the Early Morning Market and Brook Street Market badly need repairs and have yet to receive any despite the traders' frequent complaints to the market owners, iTrump, and the city over several years. And the lack of adequate washing facilities is a basic human rights issue. In some cases, there are not enough. In other cases, they are not adequately cleaned. The panel understands that the public toilets close at 1700 but that most traders do not leave until 1900, leaving them and transit passengers with no sanitary alternatives.
- **A place of insufficient livelihood support.** The lack of critical business services such as adequate electricity affects the operation of several businesses in the markets, such as the Brook Street Market. Many have also expressed the desire to learn skills that would help

them move up the economic ladder, such as marketing. Although the city and iTrump provide some skills workshops, they appear to be of uneven quality and scope. And according to the panel's stakeholder interviews with the traders, they are not adequately advertised and provided. Many traders have also seen their incomes dramatically decrease because of the influx of new types of competition in the surrounding area (e.g., wholesalers opening up retail sections), and rules that apply to informal traders have not adapted to help them remain competitive.

- **A place that is off the map.** The truth is that Warwick is not part of the daily life of many residents of the municipality, particularly those who are not poor. As the panel members traveled around town, they found many people who had never been to Warwick, including some who had no idea what or where it was. If Warwick is to become a gateway to the city, it cannot be a part of the life of only the poor.
- **A place where institutions and the private sector are not adequately supported.** The burden for development cannot fall on the shoulders of only the government. From land development to service provision, the ability to uplift Warwick and the people who inhabit the area will require cross-sector partnerships and investment. Yet there is a critical lack of incentives for those reluctant to develop, support for institutions ready to develop, and integration of supportive services.
- **A place with a severe lack of trust and communication.** Although services and infrastructure have been declining for several years, the controversy associated with the replacement of the Early Morning Market with a new shopping mall is still a lightning rod in the community. There is a strong reality of broken bonds of trust, lack of tangible acts of respect, and a weak consultation framework that will hamper any attempt at development.



## Guiding Principles for Urban Regeneration in Warwick Junction

Warwick Junction has been treated for decades as Durban's backdoor. The place itself and many of its activities have been underappreciated. But through a combined effort of the city, the market owners, and the traders, change is coming. That change brings the opportunity to restore Warwick Junction as the gateway, front door, and most important crossroads for the entire city and its residents.

In 2009, *Working in Warwick: Including Street Traders in Urban Plans* was published by the School of Development Studies at the University of KwaZulu-Natal for the WIEGO Network (Women in Informal Employment: Globalizing and Organizing). This excellent document has a variety of strategic and tactical suggestions that help introduce new approaches to Warwick. The authors identified two of the fundamental approaches that should be employed to help implement improvements in Warwick: (a) decisions should be area based and interdepartmental, and (b) decisions must include a strong commitment to participation and consultation with all stakeholders.

The ULI panel concurs with these fundamental approaches and incorporates them into the following ten guiding principles. These guiding principles are suggested as a means to evaluate every decision and action contemplated by the city and the district's stakeholders. The guiding principles are driven by the panel's fervent hope that the city and all of Warwick's stakeholders can and will work together to create an environment where all of the many diverse activities and people in the district will be empowered to thrive and prosper as the city grows.

### **Principle 1: Engage All Stakeholders from Day 1**

The ULI panel strongly believes that all constituent groups and stakeholders must be engaged in the decision-making process for rebuilding Warwick Junction from the earliest stages of all area planning, improvement proposals, and development projects. Bottom-up rather than top-down decision making is essential. That means asking for

stakeholder opinions, determining user needs, considering ideas, and keeping people informed throughout the process. By honestly engaging constituents and understanding their needs, accountability will be increased, buy-in will be achieved more easily, and projects will be more sustainable. It also means that any actions by the city will be based on an area-based approach to ensure that they are grounded with a firm understanding of specific local conditions.

### **Principle 2: Connect and Diversify the Place**

The city should recognize the critical and indispensable importance of the diverse range of activities and historic landmarks currently within the district, enact ongoing policies to enhance those activities and places, and adopt policies that ensure their long-term success. Those activities specifically and especially include the Berea Train Station, all of the historic markets, the Durban University of Technology, Emmanuel Cathedral, the Juma Masjid Mosque, and the range of health and social services. The mix and diverse range of those activities give Warwick Junction its unique and authentic character and make it the irreplaceable heart of the city. The fact that many of the area's public facilities (most of which are managed by the city) are dilapidated is a call for rehabilitation, not an excuse for elimination.

### **Principle 3: Improve Safety and Security for All**

The safety and security of everyone who moves through Warwick Junction, as well as those whose destination it is, must be of paramount importance in any and all redevelopment efforts. People must feel safe in Warwick Junction, or they will avoid the area if they can, or they will feel uncomfortable and afraid if they cannot. Allowing high levels of crime in the district is unacceptable and disrespectful of the community; crime is not compatible with its long-term social or economic success. At the same time, the city and stakeholders must do whatever is possible to reduce the perception of crime.

Safety also means creating an environment that attracts more visitors from throughout eThekweni and beyond. And safety means not only protection from criminal danger and

activity but also separation and protection from traffic. Today, pedestrians do not have adequate and safe connections from one place to another within Warwick Junction because of traffic conflicts, stairs that are inaccessible for the elderly and infirm, and dark places that are dangerous and unappealing.

#### **Principle 4: Create an Exciting Urban Place**

The Warwick Junction area serves many important functions in the lives of those who work or pass through it, including a locale for workplace meals, daycare for workers' children, health care services, educational opportunities, daily shopping needs, and modal change from one type of vehicle to another. However, most of those functions are widely separated from one another, so pedestrians must follow routes that are unpleasant and that detract from their experience.

The ULI panel believes strongly that there is a great opportunity to create an exciting urban place in Warwick that will appeal to a broad constituency, including residents, shoppers, commuters, students, employees in the district, and tourists. Cultural facilities, historic sites, colleges, churches and mosques, entertainment venues such as cinemas, places to sit and eat food from the many markets, and shopping all tied together safely will create an exciting public realm.

#### **Principle 5: Improve the Quality of Life**

The quality of life for many who live, work, and pass through Warwick Junction needs improvement. The many different types of traders are especially vulnerable to change and must be protected. But other groups are equally important, and the services provided should reflect their specific needs and desires. The environment in the Warwick area must be improved with (a) comfortable outdoor areas; (b) parks and open spaces; (c) protection from the elements; (d) enhanced vegetation; (e) street activation with cultural performances, art displays, and meetings; (f) high-quality and attractive building materials; (g) better lighting and signage; and (h) a more convenient and wider array of services.

#### **Principle 6: Protect and Provide More Jobs**

According to Richard Dobson and Caroline Skinner, the authors of *Working in Warwick*, up to 8,000 informal traders do business in Warwick Junction, and it is a major and growing job center. As the area becomes more successful and desirable, more uses, employment, and density will be drawn to the area. The panel believes that outcome is desirable, given the unequalled accessibility of Warwick Junction within the eThekweni metropolitan region and its location in the city's very heart. The panel also believes that the long-term success of Warwick Junction depends on bringing more people to the district to support the activities and businesses that are there today and will be there in the future and to take advantage of the multiple transportation options and growing capacity of the area. That result will ensure economic growth and prosperity for more and more of the area's people at all income levels.

#### **Principle 7: Upgrade, Enhance, and Maintain the Infrastructure**

For Warwick Junction to be successful, the existing infrastructure must be upgraded, enhanced, and maintained to higher standards than what exist today. Therefore, separating automobiles and pedestrians; creating links to surrounding neighborhoods and important nodes of activity, especially the historic markets, the university, health services, and Berea Train Station (including the proposed shopping center); and ensuring that the utility systems—including sewerage and drainage, toilets, kitchen and refrigeration facilities, water and electricity supplies, and storage and marshaling facilities for food products—meet existing and growing demands. Road and sidewalk improvements should be leveraged to make the area a more appealing place to invest.

#### **Principle 8: Improve Mobility**

The panel believes that mobility for all citizens of eThekweni who pass through Warwick Junction must be improved. Currently, sidewalks are narrow and crowded, and adjacent automobile traffic presents a dangerous situation. Providing convenient, safe, and enjoyable walkways, parks, and linkages among all of its nodes of activity, especially to and from the train station and other transportation access

points, is essential. Also improving and enhancing connections to the rest of the city, including the downtown core and the waterfront, provide an excellent opportunity to enliven the CBD. Part of the mobility equation must be to ensure that those connections are accessible to everyone, including the disabled and the elderly.

### **Principle 9: Restore the Cultural and Historic Structures**

The existing cultural and historic buildings give the Warwick Junction district its compelling emotional, spiritual, and visual heart. That feature cannot be quantified, but those buildings' value is immeasurably important. The buildings must be preserved, protected, and restored. They represent a physical and cultural linkage to the past that resonates powerfully with the diverse populations in eThekweni, and they can never be replaced. Those structures embed the identity of the place in the minds of those who experience them, and they make Warwick Junction unique.

### **Principle 10: Work toward a Broader Customer Base**

The panel believes that it is important to work toward a broader customer mix at the retail markets by building on existing markets and shops, by offering more types of goods and services at different price points, and by providing more experiences for the consumer to enjoy and to make life more enjoyable. That means accommodating the

planned expansions in the district as well as the proposed new developments, specifically the historic markets, the Berea Train Station, the Durban University of Technology, the Warwick neighborhood's health and social services, and the proposed shopping center.

Residents, shoppers, students, and others have different retail needs and desires, and so retail offerings in the future should be broadened and specialized to cater to those different demands. The panel is convinced that with the buying power of the more than 460,000 individuals passing through the area each day, the opportunity for additional retail and services (both "brick and mortar" and informal trading) is not only possible but also inevitable. The challenge for the city is finding the right locations for each where they can benefit from a symbiotic relationship.



# Development and Planning

**THE PANEL PROPOSES A SERIES** of development and planning initiatives to enhance the physical and functional premise on which Warwick Junction is based. Strategies are outlined for the public, private, and institutional realms followed by several specific projects with explicit actions for housing, the new shopping center, and community services.

## Projects in the Public Realm

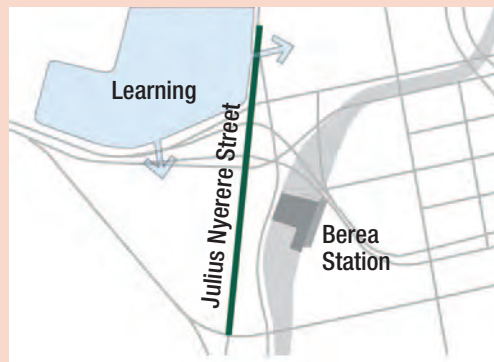
The public realm is the primary social open space within cities. It is a place of safety from traffic, a place for social interaction, and, in the instance of Durban, a place of commerce and exchange. Functional requirements for the public realm are safety and security, universal access,

### Organizing Warwick

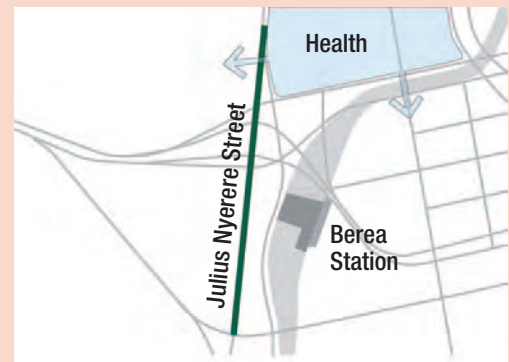
For the purposes of analyzing Warwick, the panel organized the study area into four quadrants on the basis of their predominant use.

These four quadrants surround Berea Station and Julius Nyerere Street, which act as the central organizing features for the entire district.

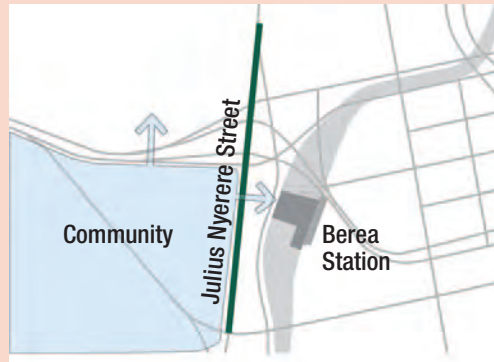
Northwest—Learning



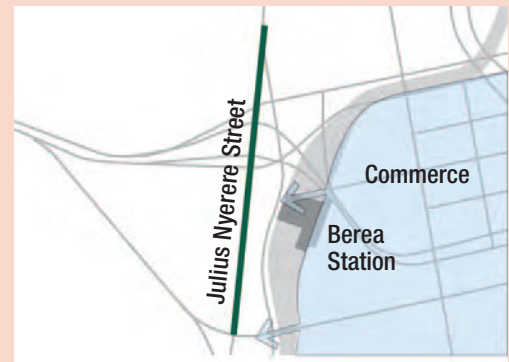
Northeast—Health



Southwest—Community



Southeast—Commerce



and efficiency. Social requirements include a hierarchy of spaces to promote human interaction, cultural expression, and delight.

It is important to recognize that consideration of the public realm includes more than an understanding of the purely fixed assets, but also understanding that they are important places of social exchange, and that their success relies on a supportive management and maintenance overlay. Budgetary and staffing challenges have resulted in inconsistent levels of management and maintenance to existing facilities, which have resulted in public concerns about health and safety. With a lack of care given to their upkeep, what would normally be considered major assets in the urban environment become liabilities and problem areas.

Major elements of the public realm to be considered here include the pedestrian environment, plazas, and parks.

### **Pedestrian Environment**

The entire Warwick Junction area serves as a transportation hub with major pedestrian and vehicular connections between the university, the train station, medical facilities, city social services, and the informal and formal markets. The rail station is a primary generator of pedestrian movement within the precinct, and future plans for development and revitalization must recognize that fact with appropriate decisions regarding traders and sidewalks. Sidewalks are the most important pedestrian infrastructure in cities.

Trading is a dominant use within sidewalk areas, a use that needs to be regulated in order to maintain functionality. Recent improvements have been installed in Dr. Pixley Kaseme Street that offer an excellent model for integrating street trading into the sidewalk environment, which has been used as a case study for other cities.

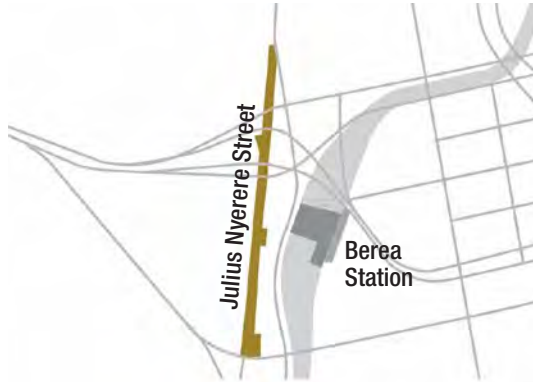
Design improvements to sidewalks should include shade and shelter, street trees, and pedestrian lighting to improve the perception of safety and security. Paving materials should be selected for durability and ease of maintenance, particularly in the vicinity of the markets.



### **Julius Nyerere Street**

A major initiative is underway to make Julius Nyerere Street a pedestrian-only street between Berea Road and Cannongate Road. The street would become a pedestrian and bus rapid transit (BRT) spine. An improved pedestrian connection between the station and destinations to the north and south (including important communities such as DUT, schools, and health facilities) is supported by the panel. The design of those improvements needs to weigh other functional demands of the street corridor, including local access to traders and convenient access to taxis. However, where included, the design should prioritize pedestrian function and amenity. The corridor can be designed to close down other traffic functions at key times

*In Warwick, sidewalks serve the dual purpose of pedestrian routes and display space for informal traders. Use of such space by the traders must be balanced with the need for sufficient room for mobility and safety so that pedestrians are not forced to walk in the streets.*



*Julius Nyerere Street is the transportation spine that serves as a central organizing feature for the entire district. Conversion of this spine to a pedestrian-only facility will require close coordination with the traders. The new walking space should not be inundated with new street traders and should prioritize pedestrians with such amenities as lighting, tree plantings, and urban art.*



*Urban plazas should offer the gathering spaces that are currently absent in Warwick.*

so as to operate as a linear festival space if required. The corridor should integrate formal street trading booths, generous pedestrian-scale lighting, tree plantings, and urban art.

### Plazas

Urban plazas offer important gathering spaces in the urban environment to support a range of commercial and cultural uses and activities, as diverse as offering respite from the busy city bustle to seasonal festivals, which help bring together residents, workers, and visitors in a place of social exchange.

### Market Spaces

- Provide both ground-level and elevated market spaces to function as public plazas within the district.
- Improve the circulation on the repurposed bridge structure currently being used as the Herb Market.
- Dedicate sections of the market spaces as gathering and seating areas, rather than just commercial uses.
- Incorporate lighting for improved safety and security.

### Victoria Plaza

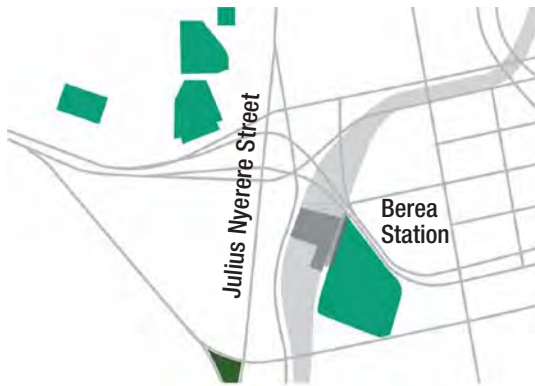
- Create a ground-level gathering place at the western side of Victoria Market.
- Create a plaza between Emmanuel Cathedral and the Denis Hurley Centre to support church and center-related social activities and functions.
- Relocate cars from the street, and control taxi parking.

### Potential Market Redevelopment

- Create new robust commercial connections linking the western and eastern sides of Warwick.
- Integrate public gathering and social spaces within the new market redevelopment.
- Create new public plaza entrances to the rail station, with the primary public plaza situated on the western side of the rail corridor, functioning as the new Warwick gateway.
- Create a new plaza around the university building at the southern end of Julius Nyerere Street and the current English Market to integrate with the pedestrian spine concept, supporting a new cultural place to amenitize the area.

### Parks

Urban open space is distinctly lacking in the Warwick Junction area. Curries Fountain Park in the northern part of the study area has been identified as the most



*There is a lack of park space within the Warwick Junction area. New development proposals, whether by the public sector or the private sector, need to include significant commitments to public open space. Connecting urban plazas with park space could be a useful exercise to improve the experience for both the worker and visitor.*

significant open space within the city and was one of the sources of the original water supply for Durban. And although adequate park and open space amenities exist within the northern part of the area (university grounds, botanic gardens, and racecourse), very little is set aside for general public use. In the southern portions of the study area, the only green open space is the cemetery gardens; however, again, not usable for the general population. A small park at the southern end of Julius Nyerere Street is the only publicly accessible open space within the precinct.

The panel suggests that the municipality seriously explore as part of the concept additional public and private open space. New development proposals, whether by the public sector or the private sector, need to include significant commitments to public open space. All new development and redevelopment should contribute monetarily to a fund for open space, if there is no possibility to create open space through the redevelopment process. Cities large and small around the world have open-space funds and conservancy funds that require new or redeveloped property to either provide publicly accessible open space or contribute a fair share toward such open space if the individual site is too small to accommodate it.

## Cultural Heritage

Warwick Junction has a distinctive cultural history, much of which is not evident to the casual visitor. Redevelopment within the precinct should take advantage of telling the important stories of the people and the past. That includes preservation of significant buildings and urban elements, such as the Early Morning Market structure and the signature mural located on the eastern side of Market Street. In addition to the preservation of existing built elements within the precinct, means of celebrating the cultural heritage include integrating interpretive signage and historical descriptions within the public realm and incorporating interpretive material within the markets and tourist center. Consistent with the ten principles mentioned earlier, the following strategies should be implemented:

- Reinforce the diversity of the cultural heritage within the public realm by incorporating urban art and interpretive elements.
- Activate public spaces and the public realm with programmed cultural heritage events and celebrations where and when possible.
- Integrate cultural heritage reference material into a tourist center and new built initiatives within the precinct.
- Design the African Bazaar to accommodate urban plazas and spaces that can be used for cultural activities and events.

## University

The Durban University of Technology is arguably the most important economic catalyst within the area and provides a strong influence on the future growth of the area. In accordance with national requirements, the university has prepared a master plan documenting growth and consolidation within the 2014–2035 time frame. Although that document has been prepared in relative isolation from the city and other government initiatives, the city staff has been issued a copy for review and should consider the document an important reference with regard to strategic



growth and development in the area. Key considerations for the university include the following:

- DUT currently enrolls 23,000 students.
- There is a shortfall of student housing. Currently, 5 percent of the student population is housed in the vicinity of the university, and the university desires to increase that proportion to 50 percent.
- Currently, the institution operates independently of the city. Dialogue needs to be established to ensure alignment of opportunities and initiatives.
- An opportunity exists to better connect the university with the markets and the rail station/BRT.
- Improved safety and security would create a greater opportunity for student involvement and integration into the area.

It should be recognized that the graduates of DUT are an important part of the economic future of Durban. The impressions that they form of the city, their pride in it, and the likelihood that they remain engaged in its future will be

shaped by their experience of commuting to, studying at, and/or living in Warwick Junction.

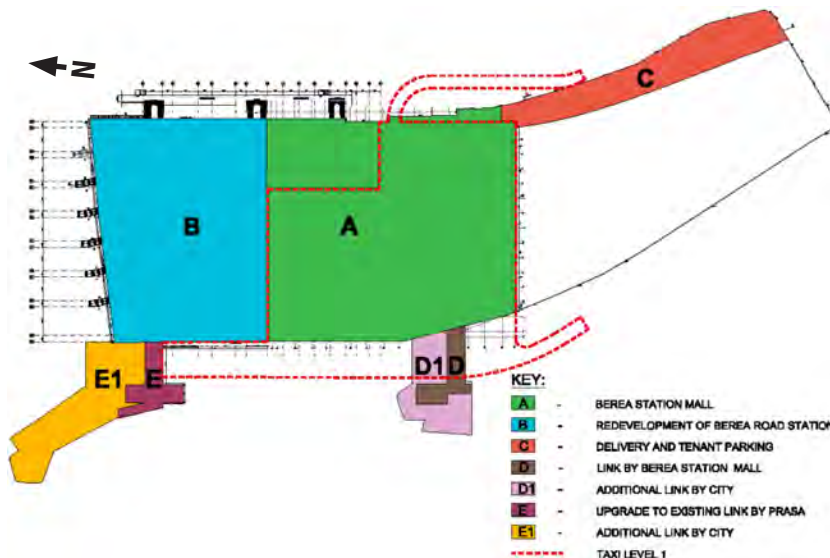
## Transportation Infrastructure

The robust infrastructure framework, notably related to public transit, is the major purpose behind Warwick Junction's existence. The station is the face of the city for some half million daily commuters. The current modal connection consists of rail and taxis, with the concentration of taxis creating a sense of congestion within the bustling street network. Based on panel observations and stakeholder interviews, separating the transportation functions from the storage functions would help resolve many of the spatial demands placed on the adjacent street network. The retail mall concept being proposed above Berea Station presents an opportunity to incorporate a taxi storage level into the mall's roof deck.

### Train Station

The station is one of the primary catalysts and major reasons for development within Warwick Junction. The train station and taxi interchange is a major economic hub within the city, and its function and contribution should be recognized and celebrated by city officials. The high volume of commuter traffic generated at the station supports a high density of trade, employment, and residential uses that are currently undercapitalized.

*The train station is a major economic hub within the city, and its function and contribution should be recognized and celebrated. The redevelopment of Berea Station offers an unprecedented opportunity to upgrade Warwick. It not only offers an improved space for traders and commuters, but also provides new public open space, green space, and additional public bathrooms that are currently lacking. In addition, it attempts to address the needs of the taxis by providing new ranks.*



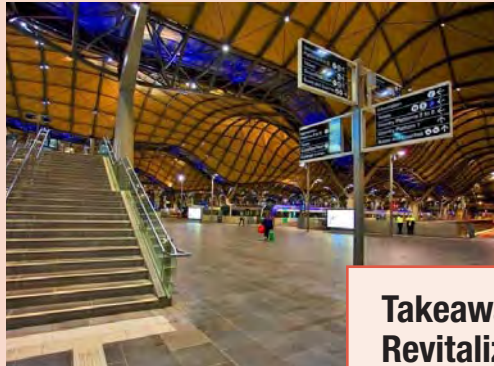
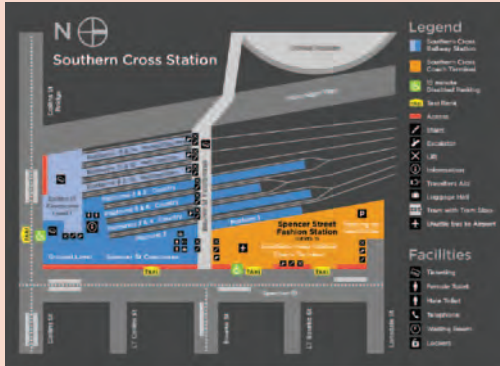
The panel has reviewed the proposal for the development of air rights above the rail lines and views the shopping center as a positive step toward improving Warwick Junction. In addition to significantly improving connectivity, the plan offers additional space for traditional traders and new shop space that can be beneficial in diversifying those who would otherwise avoid shopping in Warwick. It also offers public open space, green space, and additional public bathrooms that are currently missing in Warwick. In addition, it attempts to address the needs of the taxis. Although some space will be temporarily disrupted, in the long run the mall will benefit the area. The panel believes that the proposed mall could work very well with the proposal to pedestrianize Julius Nyerere Street.

# Rail Station Development Examples

## Southern Cross Station, Melbourne, Australia

Southern Cross is the major railway station and transport hub for Melbourne. It is one of the five stations on the City Loop, and commuters can enjoy the convenience of a Woolworths

Express, over 40 retail stores and cafés, with direct access to Etihad Stadium, Melbourne's Docklands precinct, the central business district, and Spencer Outlet Centre.



Southern Cross Railway Station, Melbourne, Australia.

## Takeaway from Rail Station Revitalization Efforts

A prime focus of the development process for the rehabilitation of both Southern Cross and St. Pancras Stations was the successful preservation of historic character while accommodating the need for integrating new facilities with modern design. A similar approach (albeit for cultural and social sensitivity as opposed to architectural and historical sensitivity) can be applied to Berea Station. At Berea, the design for the upgrade of the station needs to be sensitive to the existing traditional traders and cognizant of the social functions of the larger Warwick markets. The panel believes that if the new design for Berea Station can comport with the suggested ten principles in this report, the design for the shopping center/traditional traders area/new train concourse can be successful.

## St. Pancras Station, London

St. Pancras is one of several major railway stations in London. After World War II, St. Pancras, along with King's Cross and other stations, began to decline. A major renovation, allowing modern international trains to use the station, saved it from demolition. The station's length had to be doubled, and six new platforms were needed to serve both international and domestic trains simultaneously. To preserve the original architectural design, a wholly separate extension was constructed in concrete, glass, and steel. A series of light wells were cut through the platform deck into the undercroft to create a wonderful new space from which customers can now view the roof in all its glory. The station renewal took three years, from 2004 to 2007, and followed a rigorous and painstaking process of conservation.



St. Pancras International Railway Station, London, United Kingdom.



### **Bus Rapid Transit Initiative**

Durban's BRT initiative is part of the city's larger integrated rapid public transit network (IRPTN). The BRT is an early phase of the entire IRPTN strategy and will significantly reduce the number of long-haul taxis entering Warwick from the periphery of the municipality. The strategy will allow a reduction in the total number of taxi ranks and will allow consolidation of the remaining taxi ranks in strategic locations that better serve the geographic proximity of those who continue to use taxis for long-haul service. That consolidation will free up several strategic parcels along major road corridors in Warwick and will significantly reduce congestion during peak traffic hours. The panel is supportive of this approach. But that support depends on the premise that not only will pedestrian mobility and safety be improved across the train tracks and roadways, but also that the implementation of the current plan will integrate taxi drivers into the BRT driver pool, helping mitigate any loss of employment associated with introducing a new mode of transit into the city.

### **Taxis**

Taxis and taxi ranks are an integral part of Warwick Junction and Durban. For a large number of citizens who do not own their own vehicles, taxis are the only current mode of transportation from the townships to the central city. Numerous taxi ranks are scattered around the Warwick area. Those ranks use valuable space that, from the panel's perspective, could be allocated for other uses.

As noted earlier, in its Warwick Junction Precinct Plan, the eThekweni Municipality has proposed consolidating many of those taxi ranks. The Precinct Plan focuses on grouping taxis by origin and destination, which would reduce congestion. The panel generally supports this approach; however, the panel suggests that the city initiate a dialogue with the taxi drivers regarding changing operations as a result of introducing the BRT, new taxi ranks, and holding area, and retraining and employment opportunities associated with the BRT.

### **Driving School**

The driving school has long provided an important training function within the Warwick Junction area. The area is convenient to the university and to the public transit network used by many of its clients. Anecdotal information provided to the panel suggests that this use has been located in the area for approximately 45 years and comprises up to 25 operators, with as many as 300 employees.

The facility currently operates on an ad hoc basis, with no permanent home or training area for parking and teaching driving techniques in a safe and dedicated environment. Previous administrations have offered an informal agreement for the users to operate in the area; however, that agreement should be formalized to avoid police harassment and to support signage and promotion of the facility to current and future users. The panel recommends that the city investigate potential available land within the area to accommodate the administrative functions supporting that use and investigate off-site facilities for use as a permanent parking and technique training area for all operators.

## **Projects**

There are several projects that could prove catalytic in the revitalization of the Warwick Junction area. Each of those projects will require an extraordinary focus and partnerships between the municipality, the university, and the private sector. The one very positive point that the panel observed was that the sheer scale of activity (460,000 people) moving through the area daily can attract private sector investors. That attraction can be realized only if the municipality has a focused strategy for implementation and that a couple of catalytic projects such as those mentioned below start moving forward.

### **Social Housing**

The panel recommends increased density and social innovation by providing new models of social housing in the Warwick area.





*The reorganization and relocation of taxi and bus ranks will significantly improve congestion in the Warwick area.*

Currently, little housing in the central city has been adequately developed for low-income families. Much of the existing housing stock is substandard, including derelict buildings run by slumlords and office buildings occupied by squatters. There is also a significant homeless population. Those situations are exacerbated by the fact that although many traders have homes outside the inner city, they stay in the inner city during the week to be close to the market and to save on transportation costs (and time) for themselves and their goods.

Housing is not only a critical need in the area, but also contributes to the diversification of services, which can help with the overall improvement and sustainability of the Warwick area and the larger inner-city area.

Government-supported housing has served primarily the poor and has been concentrated outside the inner-city area. The economics and physical profiles of housing in those areas are by default fundamentally different from what can be done in the inner city. As a result, new social housing stock not only needs to be developed but also needs to play with new typologies to be introduced. Poten-

tial options include low-rise developments, townhouses, and live/work developments.

New typologies pertain to both building stock and ownership options. Looking at ways to play with rental models or to provide ownership options within the city can also be explored.

### **Student Housing**

The panel recommends increasing the density and diversity of productive residential uses in the Warwick area by enabling the development of student housing for DUT (and to a lesser extent KwaZulu-Natal) in the Warwick area.

Warwick is more than a transport hub. Some significant institutions border the area. They include DUT, which has been growing and will continue to grow significantly in the next few years. One of the university's critical needs is housing. The school currently houses only 5 percent of its students. Many others are living under appalling conditions in buildings run by slumlords in the area. As a result of a nationally mandated master planning process, DUT has formulated an expansive plan for development that



***Quick win: Review the existing building and land inventory to identify a city-owned property on which to develop a pilot project. The city owns a substantial number of properties in the northeastern and southwestern quadrants. The recent inventory identifies those locations that might provide an opportunity for new residential developments.***

includes thousands of new housing units. The goal is to house 50 percent of the students on or near the campus. The panel believes that the current opportunity for near-campus housing is best focused on the quadrant west of Julius Nyerere Street and south of the N3.

Introducing student housing also provides an opportunity to diversify housing beyond social housing. That can create an economic mix that can help support the overall economic sustainability of the area. The panel recommends that the city and the university create a working group to undertake a student housing initiative that starts with identifying appropriate locations in the study area that can accommodate student housing and then begins the tactical steps of planning, acquisition, and funding for it. The panel believes that getting one multifamily student housing project underway in the learning, community, or health quadrant would have a catalytic impact on development in the area. That impact would be a step toward the gradual elimination of preconceptions that inhibit investment in the study area.

The expanded DUT development also has the potential to provide linkages between the Warwick area and the surrounding areas to the north of the inner city. Most immediately, linkages can be provided to the existing development initiative on the edge of the Greyville Racecourse.

### **Shopping Cluster**

The panel recommends that the Warwick area be defined as an integrated shopping district. That district would include existing informal markets, existing formal markets, and the proposed new shopping center at Berea Station.

Warwick is viewed primarily as a haven for informal trading. And to a certain degree, that form of trading is regarded as a negative attribute of the area, something to ultimately eliminate. There is a prevailing belief that the ultimate aim is to move all informal activities to the formal market. But in reality, that informal trade is a critical part of the commercial market globally, from New York to Shanghai to Durban. Rather than conflicting with the formal market, informal trading is a part of a healthy retail spectrum. The panel observed that if the commercial markets are bifurcated into a simplistic division of good and bad, it would only serve to perpetuate the transactional and siloed development on the ground and at the municipal decision-making level.

Warwick is about connections—not only the connection of spaces but also the connection of markets. The panel envisions Warwick as the municipality's most dynamic shopping district, one that serves the diverse customer base, which represents the diversity of residents (in both class and income) of and visitors to eThekweni. That view recognizes that all of those groups are of value to the health and wealth of the city.

This retail cluster includes the proposed African Bazaar, a shopping center (formal markets), trading nodes (informal markets), and cash and carry. The new tourist center can also offer another shopping option.

### **Community Services**

The panel recommends that the city implement a group of strategies that provide opportunities not only to put more money in people's pockets and time in their day but also

to enable new skills and opportunities that increase the capacity for better lives.

Such strategies include providing (a) an expanded health cluster by allowing health clinics to physically expand and better integrate access to health services with the transit hub, (b) a community hall where groups can come together in town to meet and celebrate, (c) an access point to government programs (even consideration of a mobile city hall), and (d) access to education and training, including business skills such as merchandise marketing and life skills such as household finance and family counseling.

# Implementation

**THE PANEL BELIEVES THAT SUCCESSFUL** implementation of its recommendations will require a focused and concerted effort on the part of the municipality and its leadership. For more than 65 years, ULI Advisory Services panels have been making such recommendations, and the panel is fully aware of the administrative and political difficulties of implementing change, especially when such change could disrupt long-held positions of influence and authority. The following sections outline the panel's observations about how the city and Warwick function and then present several important strategic and tactical steps that will help the city implement the panel's recommendations.

## Organizational Structure

As the panel has indicated, Durban's current organizational structure focuses on individual transactions, projects, and operations. The panel found a disconnect between what is said in the various plans and how the administrative organization and processes implement those plans. The development review process is so complex that neither the city department staff, transit agency staff, property owners, traders, nor institutions know with any reasonable certainty all the conditions that must be met for project approval.

Although some of those issues result from ingrained economic and social conditions, others are directly influenced by challenges at the city level, including

- A lack of a systematic framework that ties the municipal vision to clear and actionable criteria for development;
- A reactive (instead of a proactive) development mindset; and
- A fragmented planning process.

The city has not yet formulated a clear, definable forum in which to create a mission and develop strategies to implement and nurture its adopted plans and best practices. The consultancy approach presented to the panel as a means to engage the various entities in Warwick may be a good start, but that consultancy has yet to be put into practice.

In the panel's opinion, the current process of strategic and spatial planning, development review, permitting and licensing, and operational support and maintenance is failing in the Warwick area. It should be clear that failure is due not to a lack of talent, experience, or dedication from the current employees but primarily to a lack of mandates, funding, organizational capacity, and clear lines of administrative authority.

The implementation of the larger vision for the city, and for Warwick in particular, requires a more efficient and resolute approach. The panel believes that the successful regeneration of Warwick will require a new entity that can better focus on improvements and operations specifically for Warwick coupled with improvements to the planning, review, and permitting processes currently used by the municipality. That entity will be a dedicated group with a wide-ranging mandate to address all levels of the real estate and economic development process, from strategic planning to permitting, licensing, and maintenance. Although ultimately responsible to the eThekweni Municipality through the city manager, this entity will operate with a substantial degree of autonomy in undertaking revitalization and development actions. Such an organization will require a champion.

## Programme Executive for Warwick

The panel's primary recommendation for implementation revolves around a new paradigm for day-to-day management of Warwick. The panel suggests the appointment of a Programme Executive who will be responsible for Warwick Junction. The Programme Executive will be a city employee but will have authorization from the city manager to act in his stead on all issues associated with the capital improvements, operational expenditures, and management of the Warwick area. The Programme Executive will also act as the primary liaison with the private sector, the medical facilities, the traders, and the university. The Programme Executive will lead the university working group and will lead the reconstruction of the new train station and the transformation of Julius Nyerere Street into a pedestrian corridor.

## Critical Agenda Meeting

One suggestion that might be useful is what might be termed a "critical agenda meeting": a regular meeting with rolling agenda items. Chaired by the city manager or the deputy city manager for economic development and planning, the new Programme Executive will be the focal point of every meeting. Meetings must include department heads (no substitutes) and must regularly include the deputy city manager for human settlement, engineering, and trade and the deputy city manager for trading services. The goal of each meeting is to identify issues and programs, action and progress, and responsibility. The intent is to move the important issues on and off the agenda as quickly as they are resolved. It does not mean achieving unconditional consensus for each initiative or issue. It will require hard decisions on the part of the city manager, the deputy city manager, and the Programme Executive, who must listen to a diverse set of stakeholders and formulate actions that are in the best interest of the city on the basis of the vision established for Warwick.

## Short-Term Actions

In addition, before implementing the strategic managerial moves and planning and development actions mentioned above, the panel believes that some short-term actions can be implemented immediately to improve the Warwick area:

- Wash down the sidewalks around the markets, train station, and publicly owned land daily.
- Sweep the trash from all public walkways and parks around Warwick Junction daily.
- Through the Programme Executive, hold public town hall meetings for each market, the taxi drivers, students, shopkeepers, and others to announce the beginning of the Warwick redevelopment.
- Fix the toilets and hose connections used to wash down the markets, and patch leaky roofs that are affecting businesses. Keep toilets open until 1900. Inform users that permanent fixes are being planned. Use portable toilets as a stopgap measure to reduce open defecation.
- Assign more police officers to patrol the district and to introduce themselves to shopkeepers, traders, and others in the neighborhood. Expand their presence until after markets close at 1900.
- Designate a city staff person, who reports to the programme executive, as a liaison to the Warwick community.

# Conclusion

**IN THE PANEL'S OPINION**, the success of Warwick is directly linked to the success of downtown Durban; therefore, the implementation of the larger vision for Durban relies on success in Warwick. The panel views Warwick Junction as a potentially transformational location, and nothing less than the rebirth of Durban's central business district is at stake.

There is no doubt that the city can perform. In the past, it has executed significant and complex infrastructure projects, which have been successful within the framework of their mandates. It is clear that if the city can harness the

institutional capacity of its employees and the leadership of its appointed and elected officials, it can accomplish great things. The panel believes that if the guiding principles for urban regeneration are adopted and used, the public realm improvements funded and built, the catalytic projects identified and constructed, and the new management structure outlined in this document implemented, then the objective of connecting people, place, and purpose can be achieved, and Warwick Junction and the city will improve significantly.





# About the Panel

## William P. Kistler

*Panel Chair*

*London, United Kingdom*

Kistler is a strategist with a global network of industry and government relationships. He has held leading development, advisory, and investment roles in the corporate, retail, leisure, and residential sectors.

Currently, he is the managing partner of the Urban Innovation Network, a partnership of cities, universities, businesses, and place makers that supports metropolitan investment and development. He also leads Kistler & Company, offering advisory, investment, and development services to cities and the real estate industry.

Earlier, Kistler led Korn/Ferry International's Europe, Middle East, and Africa (EMEA) real estate executive search practice. From 2003 to 2009, he was EMEA president of the Urban Land Institute, a global nonprofit research and education institute.

Previously, he was managing director of Equinox Partners, a real estate advisory firm serving developers, investors, corporations, and governments in Europe, India, and the Middle East. Before that, he was general manager of Disney Development Company in Europe, directing the development of the large-scale, mixed-use community of Val d'Europe at Disneyland Paris.

Kistler's earlier experience includes roles as vice president of JMB Properties and vice president, corporate services, at Cushman & Wakefield in New York, providing strategic real estate consulting to U.S. corporate clients. He began his career at IBM, where he spent 12 years in various roles overseeing the company's real estate portfolio in the United States and EMEA.

Kistler is a trustee of the Urban Land Institute. He is an architect and holds a BS in architecture from the University of Southern California.

## Michael Beyard

*Washington, D.C.*

Beyard is an urban planner and economist with more than 30 years' experience in the related fields of real estate development, land use planning, and economic development. His experience is focused in both the United States and Europe on commercial and retail development, shopping centers, e-commerce, location-based entertainment, and downtown revitalization.

Until January 2009, Beyard was a senior resident fellow and Martin Bucksbaum Chair for Retail and Entertainment at ULI and is now a senior fellow emeritus at ULI. He is the author of the *Business and Industrial Park Development Handbook* and the *Dollars & Cents of Shopping Centers* series and coauthor and project director of numerous books, including *Developing Urban Entertainment Centers*, *Shopping Center Development Handbook*, *Value by Design*, *Developing Power Centers*, *Downtown Development Handbook*, *The Retailing Revolution*, *Ten Principles for Reinventing Suburban Strips*, *Ten Principles for Rebuilding Neighborhood Shopping Streets*, *Ten Principles for Rethinking the Shopping Center*, and *Ten Principles for Creating Sustainable Town Centers*.

He created and for 15 years directed ULI's International Conference on Reinventing Retail Development as well ULI's technology, internet, and retail real estate forums. He also created *ULI on the Future*, ULI's annual publication devoted to emerging land use and development trends and issues, and the *Entertainment Zone* monthly newsletter.

In his role as senior fellow, Beyard continues to be a featured speaker and adviser in the United States, Europe, and Latin America on retail, entertainment, and downtown development issues, and he is a widely quoted expert in the national and international media, including the *New York Times*, *Wall Street Journal*, CNN, CBS News, *Los Angeles Times*, *Washington Post*, and *Chicago Tribune*, as well as American and European planning and real estate journals.

Prior to his current position, Beyard was vice president of strategic development at ULI and was responsible for the Institute's research, data collection, books, and conferences in the commercial development field, as well as its new strategic initiatives. He created ULI's program in the retail entertainment field, including international conferences, books, *Urban Land* magazine supplements, and strategic partnerships with other organizations. In addition, he is the former director of ULI's advisory work in central Europe under the auspices of the United States Agency for International Development and the coordinator of program activities for ULI Europe.

Before coming to ULI, Beyard was a senior consultant in the fields of urban planning and real estate development. He spent ten years at Booz Allen & Hamilton, Planning Research Corporation, and Gladstone Associates advising both public and private clients on market analysis, feasibility, and development planning. Beyard has been honored with membership in Lambda Alpha, the International Land Economics Honorary Society, and was an appointed member of the Mayor's Interactive Downtown Task Force in Washington, D.C.

Beyard travels widely and to date has visited for business or adventure more than 75 countries in Europe, South America, Africa, Australia, and Asia, including four trips overland across the Himalayas and a successful ascent of Mount Kilimanjaro. He holds a BA in international economics with honors from Rutgers College and a master's degree in urban planning and development from Cornell University, where he was elected to Phi Kappa Phi.

## Peter Holland

*Melbourne, Australia*

Holland has 28 years' experience consulting in property and retail economics to a wide and impressive range of clients. He has a strong interest in the shaping of the built environment, and most of his work involves large property projects. In addition to having specialist skills in the retail and entertainment sectors, Holland also has wide experience in other property sectors, including office, residential, and hospitality.

In recent years, most of Holland's time has been devoted to assignments in Asia and the Middle East in both mature and emerging markets. Countries outside his homeland Australia in which he has undertaken retail assignments include China, Egypt, Japan, South Korea, Libya, Malaysia, Morocco, Pakistan, Qatar, Saudi Arabia, Syria, Taiwan, and the United Arab Emirates, as well as Hong Kong and Singapore.

Holland has participated in many ULI convenings, including as a panelist for the ULI Advisory Services panel for the Kai Tak Airport in Hong Kong. Holland is chair of the Urban Land Institute in Australia as well as the Property Advisory Board for the Melbourne University School of Design.

## Andrew Irvine

*Abu Dhabi, United Arab Emirates*

Irvine is an energetic Australian national who heads RNL's international urban design and landscape architectural practice. He is a creative and hands-on professional with a passion for design and for facilitating meaningful community outcomes. Irvine has strong communication skills and a proven track record in building, motivating, and managing interdisciplinary teams and participation in a broad range of project types across a number of geographies.

Irvine has significant experience working on landscape architecture and broadscale master-planning projects in emerging economies. He was project manager for the award-winning Kigali Master Plan and the Rwamaganna

Master Plan in Rwanda that provided sustainable urban growth strategies and redevelopment of informal settlements. His work included consensus building at the highest levels of government, extensive community outreach, and capacity building with local education institutions. The Kigali Master Plan was awarded the 2009 Daniel Burnham Award along with a number of regional and national American Planning Association and American Institute of Architects awards.

Recent assignments working with local populations and capacity building include the Erbil Downtown development in Kurdistan, the Changxing Island Master Plan in northern China, and selection of the winner of the 2013 ISOCARP design excellence award. He is currently working with local officials in the preparation of a master plan and development strategy for Aburi Botanic Gardens in Ghana.

Before joining RNL, Irvine was vice president of design for Lend Lease Communities. He also worked with EDAA in both the United States and Australia as a senior urban planner and landscape architect. He has participated in eight ULI Advisory Services panels, together with assisting in the formulation of ULI's *Ten Principles for Building Healthy Places* publication in 2013.

## Liz Ogbu

*Oakland, California*

A designer, urbanist, and social innovator, Ogbu focuses on sustainable design and spatial innovation in challenged urban environments around the world. From designing shelters for immigrant day laborers in the United States to leading a design workshop at the Clinton Global Initiative's annual meeting, Ogbu has a long history of engagement in the design for social impact movement. Currently, she has her own multidisciplinary consulting practice that works with nonprofits, municipalities, and companies to tackle wicked social problems through creative transformations of places, systems, and communities. Her clients include the Nike Foundation and Pacific Gas and Electric. And her network of collaborators has been equally dynamic,

including the likes of HealthxDesign, envelope Architecture + Design, FOURM design+build, and Rebar.

In 2011, Ogbu was part of the inaugural class of Innovators-in-Residence at IDEO.org, IDEO's sister nonprofit dedicated to fostering global poverty reduction through design and innovation. Previously, she was design director at Public Architecture, a national nonprofit mobilizing designers to create social change.

In addition to her practice work, Ogbu has had a long commitment to bringing social impact work into the classroom where her courses and research explore opportunities at the intersection of design, innovation, and community engagement. She has taught at the California College of the Arts and the D school at Stanford. Ogbu has written for and has been profiled in such publications as *Places Journal*, *Metropolis*, *Core 77*, and the *Journal of Urban Design*. Her work has been exhibited at the Cooper-Hewitt National Design Museum, Biennale Rotterdam, and Yerba Buena Center for the Arts. Ogbu earned a BA in architecture from Wellesley College and a master's in architecture from Harvard University.

## Rod Stainton

*Kloof, KwaZulu-Natal, South Africa*

Stainton is a businessman and property developer based in eThekweni, South Africa. He is involved in multiple aspects of land development, including development management, project management, quantity surveying and cost control, subsidiary contracting, civil and earthworks, real estate finance, and governmental relations.

He is currently involved with Keystone Park, a 152-hectare (375.6-acre) light-industrial, warehousing, and logistics precinct located within the primary growth corridor between Durban and Pietermaritzburg and Cornubia Square, a 1.5 billion rand mixed-use development in Cornubia. Stainton has developed a variety of residential buildings, office parks, and small light-industrial facilities in several cities in South Africa.

By training, he is a chartered accountant.

## Thomas Eitler

Washington, D.C.

Eitler is the vice president of Advisory Services for the Urban Land Institute, a nonprofit education and research organization that focuses on issues of land use, real estate, and urban development. The mission of the Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. Since 1947, ULI has been conducting Advisory Services panels that provide strategic advice to communities and organizations on a wide variety of real estate development, urban planning, and urban design and public policy subjects.

Eitler is an urban planner and land use professional with more than 25 years of experience in comprehensive planning, revitalization, historical preservation, transportation systems, infrastructure planning, and sustainable design. He is an expert on zoning law, municipal codes, and urban design and government operations. He has prepared and conducted dozens of community engagement plans, charters, advisory groups, workshops, and panels. Eitler has authored numerous plans, studies, strategies, articles, and reports on urban planning, design, land economics, public administration, and real estate development. He was the principal author of ULI's *Ten Principles for Building Healthy Places*. He has participated in more than 70 ULI Advisory Services panels and has managed more than 180 panel assignments since 2006. He has directed urban planning projects in both the public and private sectors in a variety of locations throughout the United States, Europe, Africa, the Middle East, and Asia.

Prior to joining the Urban Land Institute, Eitler was a principal with Community Planning Associates LLC, a land planning consulting firm based in Washington, D.C. He was previously director of operations for the Onyx Group,


a planning and architectural firm with offices in Virginia, California, and Hawaii. Eitler had served as a principal planner with a number of local governments, including chief of long-range planning for Prince William County, Virginia, where he helped establish the county's first urban growth boundary initiative, traditional neighborhood design ordinance, and financial guidance for its impact fee system.

He holds a master's degree in urban and environmental planning from the University of Virginia's School of Architecture and three undergraduate degrees in urban studies, political science, and public administration. Eitler is a member of the American Institute of Certified Planners, the land economics society Lambda Alpha International, and the Dean's Advisory Board at the University of Virginia's School of Architecture.

# A ULI Advisory Services Panel Report



1025 Thomas Jefferson Street, NW  
Suite 500 West  
Washington, DC 20007-5201  
USA

 Printed on recycled paper.