

Cape Town's central waterfront: past, present, future: challenge and change

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Abstract

This paper chronicles the history of the planning and development of Cape Town's central or downtown waterfront since settlement in 1652. To the author's knowledge, it is the first attempt so to do.

It focuses particularly on the period from the late 1980's, when the Victoria & Alfred Waterfront (V & AW) came into being, and describes the measures that allowed it to be planned and developed to become the international success it is today. It briefly assesses the V & AW and gives reasons for its success.

The paper also discusses planning for the Port of Cape Town and adjacent areas and looks to their futures and to that of the V & AW.

Introduction

Urban waterfront lands are a special national resource. Because of their historic location and setting, they are unique in their potential to offer society diverse opportunities for heritage and cultural conservation, commercial development, public enjoyment and civic identity. The reuse of waterfronts presents a challenge to those who plan and decide upon urban

land use to improve the identity, environmental quality, and economic health of their cities.

Cape Town's Victoria and Alfred Waterfront (V&AW) is an example of an historic waterfront that has been recycled successfully now receiving some 22 million visitors a year. It has retained and sensitively rehabilitated the physical aspects of its late 19th Victorian/Edwardian historicism, and maintained key elements of the working harbour. It is today one of South Africa's best known built environment icons.

Changes in shipping technology have dramatically changed the economics of shipping world-wide, and the space and employment requirements of historic ports. In some instances, land and water have been made available for re-use by port obsolescence. In others, where there is lack of alternative deep water berthing and land for stacking containers, the port has been placed in competition with other users of scarce land and water. Looking ahead, the increasing size of container ships, their need for deep-water access and for vast stacking spaces will put huge strains on historic port cities and on their transport infrastructure.

A financially healthy port will contribute to a financially healthy city and region. Port planning and future development need to

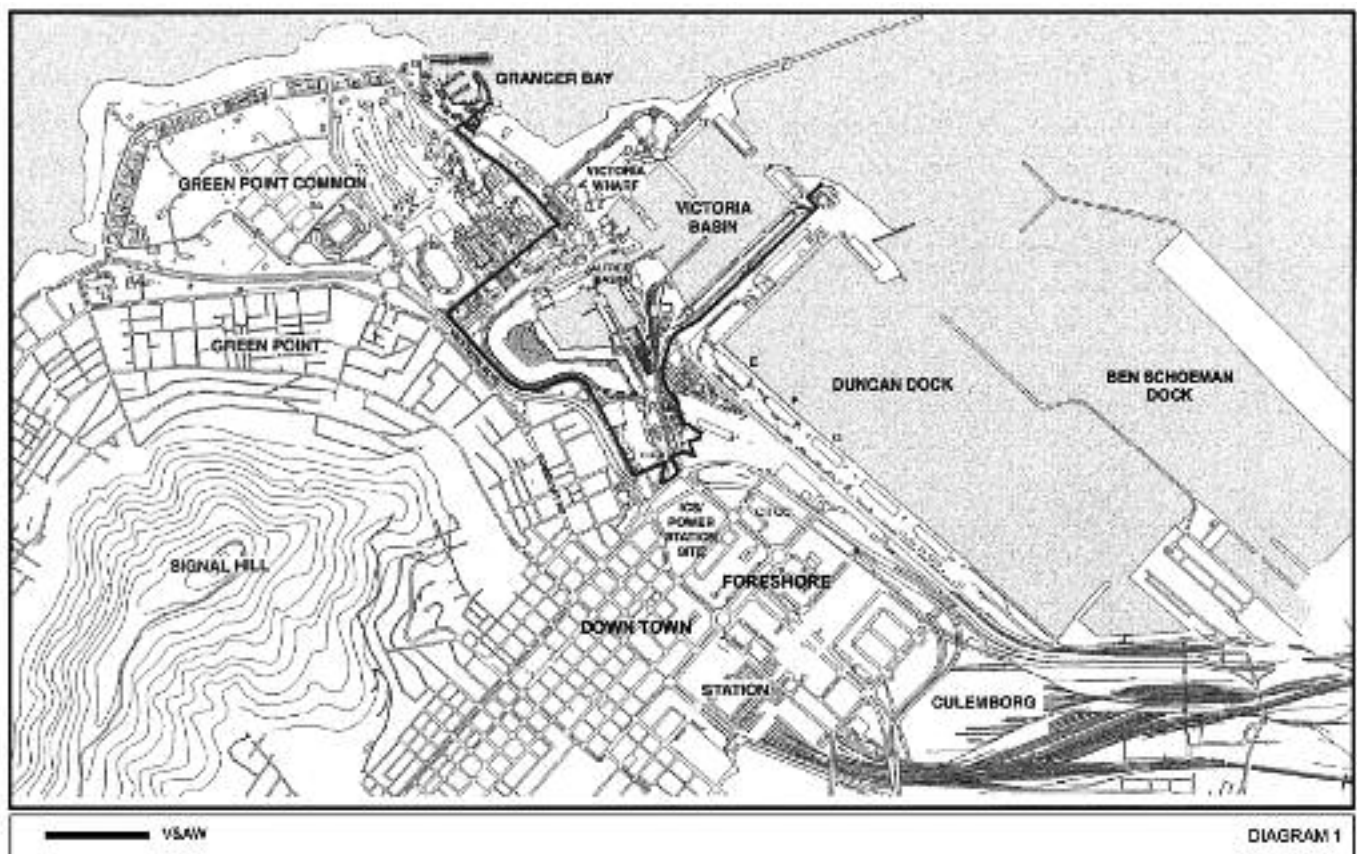


Figure 1: Locality plan: Victoria & Alfred Waterfront Company.

be integrated into a city's transport and services infrastructure, and into broader city planning. In Cape Town this has still to happen fully.

There are lessons to be learned – both positive and negative – from the planning, development and management of the V&AW, and its adjacent port, as there are from the other land areas that abut them, and from the recent planning for Football World Cup 2010.

The recent past: 1970 - 1980

Created by the establishment of the first breakwater in 1860, extended in 1905, the centre of Cape Town's shipping trade from the late nineteenth century through to the building of the Duncan Dock in 1945, (the Victoria and Alfred Basins) then faded into relative obscurity. New container vessels altered the nature of shipping activities in Cape Town Harbour, with a notable decline in the wake of the re-opening of the Suez Canal and the impact of international sanctions. (Worden 1994).

The creation of Duncan Dock in the 1940s was the first major separation of the historic city centre from the water's edge. The sand extracted in its construction was used to create a 230ha extension to Cape Town's downtown, triggering a consecutive separation. This area, with its modern town planning-derived super blocks and wide streets, was grafted on to the historic grid of 60m x 60m blocks. It furthered the separation of the historic core from the water's edge. While its scale was initially a disaster due to a complete disregard for the historic pattern of streets and open spaces, it turned into a blessing by creating a reservoir of land that has taken some of the redevelopment pressure off the historic parts of Cape Town's CBD. By the mid-1980s the Victoria and Alfred Basins were used primarily by the fishing industry and as a dry dock in contrast to their previous usage as commercial shipping having relocated to Duncan Dock.

The present: 1980 – 2006

The founding decade: the 1980s:

The city campaigned throughout the 1980s for the national government to release the Victoria and Alfred Basins, and the Granger Bay area to the north. Finally, in 1987, the then Minister of Transport agreed that Cape Town's historic dockland areas be redeveloped as mixed-use areas, retaining the working harbour elements that were still in operation.

Launching the rehabilitation of the historic harbour: formation of the Victoria and Alfred Waterfront Company (Pty) Ltd

Instead of entrusting planning, development and management to a department, the national government formed a private company in order to make provision for private sector investment. The Victoria and Alfred Waterfront Company Pty Ltd (V&AWC) was officially launched in November 1988, overseeing an area of 125ha. Its first Managing Director, as of 1 March 1989, was David Jack, architect, urban designer and former City Planner.

The following corporate ethic was developed to guide the V&AWC, its directors and consultants. It read:

to make the historic harbour a very special place for Capetonians and visitors through:

- creation of appropriate public places within the waterfront;

- development of the waterfront in ways which account for its special location, conditions and history; and
- achievement of self-sufficiency and the maximisation of value through management and development.

Bringing state-owned land within the regulatory frameworks and taxing powers of local authorities:

With the formation of the V&AWC, came the immediate challenge of how the area should be planned, developed and managed. Harbour property and its development fell under national legislation, not the provincial and municipal planning legislation that governed the development of land by private property owners. In 1989, the national government moved to regularise the national/local authority relationship. It introduced legislation, *The Legal Succession to the South African Transport Services Act No 9 of 1989 (SATS)*, which provided that for a period of three years, and without zoning, it would be necessary only to 'reach agreement' with a local authority to be able to undertake development of harbour and railway lands. Before the end of the three years, zoning would need to be recorded with the local authority, in accordance with the relevant provincial legislation.

This legislation brought into the local authorities' ambit harbour and rail lands that had hitherto been outside of their jurisdiction. National governments between settlement in 1652 and formation of the V & AWC in 1988 had 'acquired' (ie, expropriated) the most strategically located land in the cities in the form of harbours, rail termini and yards for passengers and freight, and the rights of way to them. While previously this land was in public ownership and being managed (ostensibly) for the public good, state privatisation was changing that. Former civil service departments had been changed into new 'business units'. These were now required to 'pay their way'; profit was the operative interest rather than the traditional public good.

The challenge was to determine how planning should proceed for the V&AW so that its planning, development and management would achieve the city's objectives for the area, while achieving the company's own objectives. A basis was also needed for the various agreements that would be necessary between the city and the V&AWC. What was required was a growth and change management strategy that would provide a framework, both spatial and procedural, to guide the process of development. Control needed to be linked to planning (whereas historically it was the zoning 'tail' that wagged the planning 'dog'). The process would have to provide the basis for accountability of both local authority and landowner, and give predictability to investors. The owner of the land had to have certainty about the development rights to the land so as to be able to commit to the infrastructure improvements that were an essential precursor to rehabilitating and redeveloping the historic docklands.

Providing an appropriate planning procedure: The 'Package of Plans' is born:

A new planning procedure was agreed on, called the 'Package of Plans':

a package or hierarchy of plans needs to be developed as part of a Master Agreement between the city, the V&AWC and SATS which will cover planning, servicing and financial matters. The key planning need was to meet the agreement condition of the SATS Act No. 65 of 1981; as well as to provide the V&AWC the flexibility it needed operationally; to

form the basis for the marketing, lease or sale of land by the Company; and to form a set of management tools by which the Victoria and Alfred Waterfront area will be planned, developed and managed over time (contained in a letter from P de Tolly to V & AWC's urban planning consultants, dated 1989-07-14).

The procedure was designed to have broader applicability to state land holdings elsewhere.

This approach was designed to ensure that development of state land, be it either for operational or commercial purposes, would be positively integrated into the structure and form of the adjacent city, and into its management. It sought to reconcile the key interests of each of the public and private sectors (the landowner, the local authority, prospective investors and developers, and the public generally). It created a set of tools by which land could be allocated, marketed, leased, sold and managed by government on the basis of agreed objectives and policies; by which land could be integrated legally and physically into the adjoining municipality; and by which the private sectors interest and involvement would be attracted and creatively focused (de Tolly 1990, 1992).

The package was a multi-tiered, interlocking system consisting of the following plan levels:

- contextual framework;
- development framework;
- precinct plans;
- site development plans; and
- building plans.

The package encompassed city and district wide considerations at the contextual framework level, becoming more specific as plans moved from context down to individual development sites and building plans. This provided for a process of 'progressive certainty' through the sequencing of integrated planning at increasingly detailed scales. Critically, spatial planning was integrated by way of a special agreement with servicing and financing roles and responsibilities. Responsibilities for plan preparation were allocated, and the contents and role of each plan level was described.

The development framework allocated a 'global' or 'floating' amount of permissible floor area (bulk), to be apportioned on a precinct-by-precinct basis; this was a first for the city. This allowed the V&AWC to respond to changing market conditions and gave them rights predictability. The city retained overall control through its right to approve the development framework, the precinct and site development plans.

In an interview on 29 August 2006, the Executive Manager – Planning and Development of the V&AWC, Piet van Zyl, commented that:

The Package of Plans was a key success factor because of the flexibility it has given the V&AW over the last 15 years. The quantum of rights was incredibly beneficial in light of the capital investment required that could be set against the overall rights. It was key to the creation of the public environment.

The Package of Plans has seen city and countrywide adoption as a procedure; even when normal zoning is in place. It is used by the national, provincial and local governments, and by private sector developers. The application of the plan/framework hierarchy depends on the size of the land

parcel and subdivisions. [A different route has been taken to when and how zoning shall be recorded.] Granting of land-use rights has varied according to regional enabling legislation.

Making provision for planning, financing and servicing agreements between the V&AW and the city:

While the Package of Plans provided the legal basis for the planning and development of the V&AW, an equivalent procedure was needed for financing and servicing arrangements. At the time of the formation of the V&AWC, 40% of its area lay outside the municipal area, and an arrangement was needed so that as commercial redevelopment took place the municipal boundary would be incrementally adjusted, with the V&AWC paying the city property taxes (rates). However, until the adjustment took place, the V&AWC would make a contribution in lieu of rates. There was also the need to exempt the working harbour areas, including the industrial activities of the fishing industry, from the payment of property taxes. New agreements were needed for the provision of both 'hard' and 'soft' services.

A mutually acceptable agreement was reached and on 28 August 1991 a legally binding Heads of Agreement that recorded the planning, financing, and servicing agreements was signed by representatives of the V&AWC, the city and Transnet. This agreement included adoption of the Package of Plans approach, with the first development framework as the basis for reaching agreement on the change of land use, future detailed planning and development, as well as recording a zoning. It also contained principles governing the provision of services, the payment of rates, contributions in lieu of rates and the incremental adjustment of the municipal boundary.

Protecting the heritage represented by the Victoria and Alfred Waterfront

The city's contextual framework contained heritage-focused sub-area policies for the V&AW, and these were elaborated in the V&AWC's development framework. The V&AWC funded three urban conservation studies. Each was used to inform the preparation of the precinct plans for those areas and to guide subsequent decisions at the site development plans and building design levels.

The conservation approach was as follows:

The V&AW project provides the forum for organised planning action to restore the physical and cultural ties between city and harbour and the means for a variety of development agencies and professional disciplines to operate towards a widely based common goal. This symbiotic relationship between shared cultural values and goals and the physical framework established to encapsulate them, is regarded as a precondition to good conservation practice and has rarely been achieved in Cape Town (Baumann 1992).

The need for an integrated approach was argued combining social, economic, and physical aspects, which should be closely aligned with the ongoing planning process.

There are many examples in the V&AW of the results of this thoughtful approach: the Ferryman's Tavern and Mitchell's Brewery, the North Quay Warehouse conversion into the Victoria & Alfred H, the Old Port Captain's building, the Union Castle dock offices, the Old Harbour Tea Room, the Old Dock Road Power Station, the Old Customs Warehouse, the conversion of

the Breakwater Prison into premises for the Graduate School of Business, the Clock Tower, and many others.

There has been criticism of the V&AWC's appropriation and repackaging of history to create a 'nostalgia [appealing to] a particular sector of Capetonians and moulded by the needs of profit and private enterprise' (Worden 1992). Further, that no tangible recognition was being given to the previous occupants of the Portwood Ridge and Upper Basin areas: the convicts and prisoners who from 1860 were the builders of all the harbour works. The V&AW has no equivalent to Fremantle Prison or Sydney's Hyde Park Barracks. The Breakwater Prison Building has been recycled into the University of Cape Town's Graduate School of Business.

The story of the convicts and prisoners has been made publicly available through the booklet *Cape Town Historical Walks: Waterfront* that the city, the harbour and the Safmarine Shipping Company published in 1988 to encourage people to visit the V&AW area although it was still part of the working harbour before the formation of the V&AWC. Subsequently, the V&AWC in 1992/3 did seek to bring the story of the 19th century construction of the original harbour and the development of the Alfred and Victoria Basins, the Tank Farms and associated works, and of those convicts and labourers responsible, to the public's attention by way of storyboards.

More recently as part of its Clock Tower Precinct development, the V&AWC has done justice to one of its most symbolic places: the point on Jetty One from which prisoners used to embark for Robben Island, 'home' for many years to some of South Africa's most famous political prisoners, including Nelson Mandela. Following approval by the Robben Island Museum, a new terminal for ferries to Robben Island (a World Heritage site as of 1999) has been built.

Achieving an exceptional design quality

On becoming Managing Director, one of David Jack's early initiatives was to set up a design review committee. This committee reviewed every single proposed alteration or new development.

In 1998, a V&AWC working draft of design criteria argued that:

Future developments at the V&AW should embody recognised criteria, such as:

- the quality and clarity of the design conception;
- skill in design and planning in response to the client's brief;
- aesthetic considerations of proportion, scale and texture; and
- sensitivity to context.

Further, 'that building in the Waterfront posed particular challenges and that sensitivity to context, was a criterion warranting particular care' The following questions were posed in relation to context:

- How does the new architecture respond to the unique conjunction of mountain, City Bowl and Harbour that constitutes the Waterfront?
- How are the sweeping vistas to mountain and sea acknowledged?
- Above all, how does the architecture, from broad planning to detailing, affirm a sense of place that is special to the V&A Waterfront?

Even the fishing industry has seen the imposition of urban

design guidelines to ensure that any alterations or additions are done appropriately.

While one can argue about this building or that, there is, nonetheless, a general consistency of high-quality urban design, architectural, landscape and graphic design. The public and private spaces the V & AWC has created are of a design standard comparable to virtually any internationally, as is much of the architecture.

There are numerous examples of the fine restoration and reuse of the Victorian/Edwardian historic buildings in the precinct and of sensitive infilling of new buildings into existing fabric. The overall quality of the landscaping is excellent, along the quay edges, between buildings and in the larger public spaces. The important historic remains of the Chavonnes Battery are now incorporated, for the public to visit, in the new Board of Executors Building, while the Amsterdam Battery will be part of the further development of the Gateway Precinct.

Assessment of the V&AW

It can be said that the V&AW is indubitably iconic and is a national and international success story. The starting point for this statement has to be the V&AWC's founding mandate. While the wording has evolved over the past 16 years, the intent has remained consistent to the principle of managing and developing [To manage and develop] Cape Town's historic docklands to maximise the long-term benefit to its shareholders, Capetonians and visitors. While return on investment, and profit have had to be a, if not the, major factor in how the development and management of the V&AW has unfolded, return has been tempered by ensuring that all development is of a high quality and appropriateness to place and context and that its marketing and management equally create and sustain a climate of excellence.

Mandate, of course, is no guarantee of outcome. It is how the mandate is exercised.

The following briefly assesses the V&AW in terms of the city's main sub-area policies for the area.

- Remains a working harbour with compatible commercial and recreational activities:

This has been achieved with the fishing industry continuing to occupy key parts of the Victoria and Alfred Basins, and the retention in active ship repair use of the synchrolift and Robinson Dry Dock. Harbour tugs still use jetty one, and cruise liners use jetty two. The public has access to quayside around the dry dock and close to the synchrolift. The V&AW has largely managed to avoid the ersatz sameness of most of the North American waterfronts.

As to recreation, people from all walks of Cape Town life can enjoy a year-round programme of special events and promotions. The quaysides and smaller open spaces offer entertainment through roving buskers, mime artists, etc.

- Achieves financial self-sufficiency and maximizes returns, having regard for the area as a public amenity and place, developed so as to take full account of its special location, conditions, environment and history:

The V&AWC over the 17 years of its existence has certainly achieved its financial goals. It has become the biggest payer of property taxes in the city. With 354 speciality stores, 83 restaurants, coffee shops and fast food outlets, 7 hotels, 17 cinemas, craft markets (174 tenants), convention facilities,

seasonal events and numerous other visitor attractions, it is widely recognised as the most widely visited attraction in the southern hemisphere, with some 22 million visitors recorded in the past year. At time of writing, the V&AW has 45 000m² of retail space, over 80 000m² of office space, primarily in the A-grade to Super A-Grade categories, and 273 apartments in sector one of the marina (550 eventually). Its economic impacts are significant. A 2004 survey showed that total permanent employment, excluding the fishing industry and industrial activities amounted to 11 100 jobs. The latter two generated a further 4 220 jobs. It has been estimated that over the project's 20 year development horizon, a cumulative total of some 21 000 jobs would have been sustained through development and construction activities (van Zyl 2006).

Creating a public amenity and place, defining its special location, conditions, environment and history, have all been priorities at the precinct and site development plan levels of plan preparation.

- Ensures convenient and visual links to adjacent city:

The historic docks had been separated from the adjacent city by the creation of the foreshore, the construction of the foreshore freeway in the 1970s and its extension northwards in the form of what is known as the Western Boulevard, and by security fencing. There are three main access ways to the V&AW, and all of them could do with improvement in convenience and aesthetics. This is a shared responsibility with the city.

- Year-round water oriented place designed to make people welcome and comfortable. Creates an attractive and interesting pedestrian environment. Provides urban spaces, especially adjacent to the water's edge:

The V&AWC has made a considerable effort to create a network of public places, with a high standard of landscaping. The latter has applied the landscaping proposals contained in the city's Greening the City report (1982) and A Pedestrian Network for Central Cape Town (1985). The first precinct plan, for the Pierhead area, set out an agreed hierarchy of public access: unrestricted; limited access; and restricted. The V&AW has provided unrestricted water's edge access to much of its quayside, other than in the new residential precinct, which has restricted access due to the need to guarantee personal safety. There is limited access in the vicinity of the water-fronting hotels.

- Creates new residential and mixed commercial-residential neighbourhoods for a variety of household types:

This has not been achieved. The housing that has been and is being built is not mixed commercial-residential. This form of development did not find a market in Cape Town's social and economic conditions in the mid 90's, nor would the cost of providing the canal and other infrastructure have made any form of non market-driven housing possible.

- Has a form, scale and configuration which ensures maintenance of views to the sea and harbour, particularly at ends of connector streets:

The urban design guidelines that have informed the various precinct plans have ensured a human scale to most of the new development. The residential development that flanks Dock Road, the upper level ring road, while carefully massed and scaled has unfortunately been designed so that pedestrians and passing motorists can no longer enjoy the wonderful views to the sea from Dock Road across the new marina and past the Alfred and Victoria Basins.

- Is planned and developed so as to become a part of the adjoining city, rather than a self-contained new-town-in-town:

Local geography is against this. The location of the V&AW, out of the city centre and bordered along most of its western side by the Western Boulevard, bounded by a median which separates it from the adjacent main road, makes it virtually impossible for the V&AW to become part of the adjoining city.

Some concluding remarks on the V&AW

The V&AW has a powerful, recognisable identity that now extends beyond Cape Town to the rest of South Africa, and the world. The following are contributing factors:

- the working harbour has been maintained;
- the waterfront is not a theme park. It is an environment for work as well as a celebration of urban life;
- the historic buildings and rich stock of good turn-of-the-century waterfront buildings have been conserved and maintained; and
- new buildings, particularly those adjacent to the historic core of the Pierhead and related precincts have for the most part succeeded in maintaining an appropriate scale and character.

Besides these, it is also a fun place to be; one that offers a wide spectrum of Cape Town society access to a variety of public spaces and the water's edge, as well as a wide variety of entertainment, eating and shopping. It is clean and safe. The overall achievement in terms of creating a quality public environment, and largely quality development, is astonishing; particularly in a country and city that during the '90s were going through major political, social and economic changes. That the V&AW has become the city of Cape Town's premier tourist, retail, commercial and residential location, and a major contributor to the city and regional economies, is no accident of fate made possible by the following key factors:

- The national government realising that the time was right for releasing the area for rehabilitation, for its acumen in setting up a subsidiary private company and for giving it the leeway and funding for operations and infrastructure (initial tranche of R205 million/US\$26.5 million) that was essential for it to attract subsequent private sector development funding;
- Leadership by David Jack, his ability to build a strong management team and to attract talented urban designers, planners, engineers and other professionals who dedicatedly focussed on all aspects of the company's mission;
- The assistance between 1988 and 1993, provided by the then Port Manager, in the relocation of tenants and other redevelopment facilitation, bridging the two 'worlds' of port and V&AW by serving on the V&AWC Board;
- The then SATS legislation providing the window of opportunity to introduce a way of planning that could provide the flexibility to adapt to changing circumstances, the predictability of rights that investors needed, and the safeguarding of the public interest;
- A local authority that had a number of senior managers with the experience and professionalism to design an appropriate planning process, and equivalent financing and servicing arrangements, and who had the persuasiveness to get the necessary political buy-in to set up a dedicated waterfront group to be able to

sustain the city's ongoing planning, statutory, and operational involvements with the V&AWC;

- A planning procedure that gave the V&AWC the tools to plan and develop to meet its mandate, the city's objectives and to respond to changing market circumstances;
- The public of Cape Town who responded to the unfolding pageantry of the V&AW and its distinctive waterfront environment, and voted with their feet, together with the overseas visitors, to make the V&AW the continent's most visited destination; and
- The investors who had faith in the vision, saw the opportunities, and responded to them in style.

The V&AWCs original goal was: "To make the V&A Waterfront a very special place for all Capetonians". That it has certainly achieved and very handsomely, not only for Capetonians, but also for all the others who visit.

The Port of Cape Town today

The Port of Cape Town is the premier general cargo port serving the Southern African region. It is also an important container port. Its future at the time of writing is planned but not decided.

Current port planning started in 1999 and the third draft Port Development Framework was submitted to the city for comment in 2002. During this time, South African ports were undergoing major organisational change, with the split of parent organisation, Portnet, into the National Port Authority (NPA) and South African Port Operations. In compliance with national environmental legal requirements, the Port of Cape Town had to undertake an environmental impact assessment of the proposed seaward expansion of the container terminal, together with a broader strategic environmental assessment (SEA). At the time of writing this paper, a further port economic analysis is being undertaken to evaluate the respective benefits/disadvantages of the previously planned expansion of the Ben Schoeman Container Terminal seawards, as opposed to linking the present terminal to an existing inland container storage area. Also, further marine analysis is being undertaken of the proposed seaward expansion. Each of these expansion alternatives has major land use, transport, and urban design implications for the city.

Recently, the NPA released its master plan for the Port of Cape Town. While it is a draft and must wait on the further EIA study results, the role of the port in the national and regional contexts is laid out.

In terms of city and port relations, there is some way to go. In discussing the port/city interface, the port master plan states that 'one of the crucial aspects of managing and harmonizing the relationship between port and city is the existence of 'a common vision for mutual development' between the two entities'. The NPA and the city have signed a memorandum of understanding in June this year.

The foreshore land adjacent to the port

Foreshore land, comprising the power station, Roggebaai Canal and the Cape Town International Convention Centre, creates the 'links' to the V&AW and also to the northwest end of Duncan Dock; that port/city 'interface' area which has been at issue between the two authorities for some time.

The power station site is part of the foreshore geographically,

but was never subjected to its zoning straight jacket, having been a functioning power station at the time the rest of the area was zoned. During the past decade it has been subdivided into a number of land parcels and these have been developed (two hotels, offices and a public square at the time of writing), and the remaining parcel is to be developed as the Desmond Tutu Peace Centre.

The Roggebaai Canal Precinct (owned by Propnet, the property arm of Transnet), features a canal that links the Cape Town International Convention Centre (CTICC) with the canal already built in the Gateway Precinct and which is currently being extended by the V&AW through the residential area to the marina. This canal will be able to serve as a commuter waterway navigable by flat-bottomed boats. The area will include apartments, hotels, amenity/tourist facilities, and retail/entertainment.

The CTICC currently comprises of 48 000m² of convention/exhibition space and a 500-room Arabella Sheraton Hotel. It was a long time in gestation, but after three years in operation is proving that it should have been built earlier. In its first year of operation it hosted 317 events attended by 516 090 visitors and delegates (200 000 more than was estimated). The University of Cape Town's Graduate School of Business estimates that the CTICC has contributed R2,4 billion (US\$ 300 million) to the national economy, and will add another R9,5 billion (US\$ 1.2 billion) to the GDP over the next 5 years. It is already an economic success story and needs to expand, particularly its exhibition space.

The future

The Victoria and Alfred Waterfront

On 20 September 2006, Transnet and its three pension funds sold the V&AW for R7.04 billion (US\$940 million). The new owners are the UK based L&R Consortium (50.1%), local black economic empowerment partners (25.1%), and Dubai-based investment company Istithmar (24.8%). The new L&R Consortium's vision as reported in *Business Day* (21 September, 2006) is to 'transform the current waterfront development to become the 'Cape Town Riviera', a leading international resort destination and shopping leisure experience, [and] to enhance the V&A Waterfront [so that it] will not just benefit the local community, visitors and residents, but upon completion, provide Cape Town with an unparalleled lifestyle destination'. The consortium's biggest challenge will be to ensure that development of a further 271 800m² of permissible floor area maintains that special V&AW sense of place.

The Port

The Port of Cape Town Master Plan is a deeply considered document. Its proposals and implications need serious consideration by the city and other key stakeholders. Its proposals have major economic, spatial and environmental implications for the city and region. The port and city need to embrace genuinely cooperative planning. Looking ahead, assuming that consensus is reached on its main proposals, the port, city, and new V&AW management will need to bind themselves to future cooperative planning, development and management.

Green Point Common and Somerset Hospital

Green Point Common is 140ha of public open space. Its future will be determined by planning and development for the

Football World Cup 2010, and by the recent planning for the provincial government's Somerset Hospital Precinct.

The stadium will be in the wrong part of the city, given that a significant percentage of football's followers tend to live on the Cape Flats, a long way away, and that there is poor public transport from the centre city to the Green Point Common area. Given the scale of the facility, its ancillary spaces, and the nature of its use, it is hard to see positive impacts accruing from the stadium for any of its users.

Redevelopment of the 3.4 ha Somerset Hospital area includes a commercially driven mixed-use development, a range of housing options and a consolidated 260 bed hospital set behind the current historic hospital building. This will be adapted for other uses. Redevelopment of this area will extend the residential and commercial markets currently being served by the V&AW, bringing new residents of different income groups which will, hopefully, satisfy the city's concern for diverse housing opportunities in the area. This would benefit the common and Green Point area as a whole.

Conclusion

The past 20 years have seen the historic harbour excised from its adjacent port, and comprehensively rehabilitated and developed. The Victoria and Alfred Waterfront is world-renowned, fully deserving of its iconic status. Its new owners are yet to reveal their intentions. Over this period, the Port of Cape Town while expanding its container and commercial logistics handling capacity, has largely, in its relationship to the adjacent city, stayed as it was in 1980. The Port of Cape Town has lagged behind in its planning and although the National Ports Authority has recently completed comprehensive master planning for the port's future and its relationship to the adjacent city, it still has to submit its latest additional EIA analyses to the responsible minister. The city and the V&AWC have yet to consider the master plan. At all times, decision makers need to remember that the port and the V&AW, together with the convention centre and adjacent office concentrations, are primary metropolitan economic drivers.

Indeed, the ultimate concern has to be responsibly growing the economic and tourism strengths of the region to reduce the still considerable levels of poverty and inequality, and to help create a sustainable future. The ultimate result should be the NPA's vision of a world-class port of the western seaboard in a world-class city. Certainly, if the present city councils' mission claim, 'This city works for you', is to be achieved, then it must have the port developed and working to its potentials to meet international and regional shipping needs, and generating much needed jobs and other economic contributions to the city and region.

Acknowledgements

I wish to acknowledge and thank the following persons who assisted me in my production of this paper: Larry Aberman, Nicholas Baumann, Stephen Boshoff (City of Cape Town), Billy Cilliers (NPA), Neil Schwartz (V&AWC), Peter Wilkinson, and Piet van Zyl (V&AWC), who have all been generous in providing reports and illustrations, and with their time. Any errors are mine.

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