

City of Johannesburg

**Draft Inner City Regeneration  
Charter for Discussion**

Inner City Summit  
5 May 2007

# Introduction

---

This Inner City Regeneration Charter is the result of 6 months of intensive dialogue with a wide range of Inner City stakeholders, starting in November 2006 and concluding in May 2007. This draft of the Charter is not the final draft. It is the draft for discussion at the Inner City Summit on 5 May 2007, convened at the request of the Executive Mayor.

Further input will be taken on this draft at the Summit and for a period following 5 May. The final document will only be concluded and approved by Mayoral Committee in June.

The Inner City Regeneration Charter is divided into 3 parts:

**Part A:** This provides an overview of our vision for the Inner City, taking into account current challenges and opportunities to re-contextualise the Vision statement agreed with all stakeholders in 1996 / 97.

**Part B:** This is divided into 6 Sections. These reflect the structure of the stakeholder consultations run over the last six months. They are:

1. Urban management, safety and security
2. Public spaces, arts, culture and heritage;
3. Economic development;
4. Social development;
5. Transportation; and
6. Residential development

Each section highlights the critical issues identified by stakeholders, provides a statement of the desired outcome in relation to the issue, and sets out a number of clear measurable commitments that will be pursued over the next few years.

**Part C:** This provides an overview of the institutional arrangements that will be established to oversee the implementation of key Charter commitments.

## Part A: Vision for the Inner City

---

In mid-1997, (then Deputy) President Thabo Mbeki launched a new Vision for the Inner City of Johannesburg. This Vision – The Golden Heartbeat of Africa – was the product of months of intensive dialogue with provincial and national government, business, community and other stakeholders.

The Vision stated that the Inner City would become:

- A dynamic city that works...
- Liveable, safe, well-managed and welcoming
- People-centred, accessible and celebrating cultural diversity
- A vibrant 24-hour city
- A city for residents, workers, tourist, entrepreneurs and learners
- Focused on the 21st Century
- Respecting its heritage and capitalising on its position in South Africa, Africa and the whole world
- A truly global city
- The trading hub of Africa, thriving through participation, partnerships and the spirit of Ubuntu.

Many aspects of this vision statement remain fresh and relevant today, ten years later. However, it is important to re-contextualize key elements of this vision through an understanding of what has been achieved over the last decade, and an overarching assessment of some of the pressing challenges and key challenges facing the Inner City.

The 1997 vision statement laid a foundation for a number of concrete strategies and plans aimed to address the stresses and strains resulting from the rapid structural transformation of this area. The most important, immediately following the release of the new Vision, were:

- An Inner City Economic Development Strategy (1999);
- An Inner City Spatial Framework (1999), focused on 12 parallel strategies; and
- A City Centre Development Framework (2000), focused on precinct development plans.

These strategies and plans guided the work of an Inner City Office (ICO) established in 1998. The ICO initiated a wide range of interventions and projects aimed at halting and reversing the decline that had become apparent over the previous decade. Initiatives included Constitutional Hill; Newtown; Joubert Park Precinct Pilot Project; and the Better Building Programme.

The new Mayoral term starting in December 2000 saw increased importance and urgency given to the regeneration of the Inner City. Inner City Renewal was declared as one of six Mayoral Priorities. A Member of the Mayoral Committee was given a portfolio dedicated to the Inner City. Much of the preliminary work of the ICO was institutionalised in the newly established Johannesburg Development Agency (JDA).

The increased importance accorded the Inner City in the 2000-2005 Mayoral term led to the scaling up of strategies and plans. The most important were:

- An Inner City Regeneration Strategy (February 2003), which interpreted the aims of Joburg 2030 into a 5 pillar strategy that would “raise and sustain private investment leading to a steady rise in property values’. The 5 pillars were: Address Sinkholes; Intensive Urban Management; Maintain & Upgrade Infrastructure; Ripple-pond Investments; Support Economic Sectors.
- An Inner City Regeneration Strategy Business Plan (March 2004), which translated the Strategy into concrete projects. This was a three year Business Plan for the period July 2004 to June 2007.

Through interventions carried over from the ICO into the JDA, or through new projects developed in terms of the Strategy and Business Plan, the 2000-2005 Mayoral term saw a growing positive impact on the Inner City. Successfully implemented initiatives included: Constitutional Hill and Newtown; Fashion District; the Main Street Upgrade; Metro Mall; Mary Fitzgerald Square; Faraday Taxi Rank; the upgrading of Braamfontein; the Nelson Mandela Bridge; etc.

Many of these initiatives were successful because they were planned and implemented in conjunction with stakeholders and partners from other spheres of government, business or civil society. Many other regeneration achievements have been realized because private sector players took the lead and established the conditions for further private investment through the upgrading and improved management of urban spaces. The work that has been done in areas of the City covered by City Improvement Districts demonstrate physically what can be done when non-government stakeholders are energized and are enabled to enter into collaboration with government.

In 2004 the conditions for this kind of collaboration were significantly enhanced with the introduction of an Urban Development Zone tax incentive. This has begun to have dramatic effect as property owners redevelop their properties and new investors start new developments. The upswing in building refurbishments for middle and upper income rental accommodation reflects this.

Despite these successes the Johannesburg Inner City has not yet been stabilised. Urban decline has accelerated in some areas, manifested in: deteriorated public environments; poorly supported/controlled informal activities; appropriation of streets for taxi ranking; illicit building conversion to residential use; slum-lording and building hijacking; continued high levels of petty crime in areas not covered by CIDs; etc. In the face of these challenges, City efforts have sometimes been seen as localised, fragmented and episodic and have been critiqued as not always sensitive enough to the circumstances of poorer residents and informal businesses.

The challenge going forward is to scale up regeneration efforts to ensure more rapid, even and sustained positive impacts on the entire Inner City, without having a detrimental effect on Inner City communities.

The sections of the Charter that follow set out in detail the core issues that the City of Johannesburg, working together with the full community of stakeholders, will focus on in the years ahead. For each issue there is a clear statement of the desired outcome to be achieved. The final Charter will synthesize an overall picture of what kind of Inner City is envisaged on the basis of these projected outcomes. Provisionally, this Draft Charter proposes that all stakeholders envisage the future Inner City as a place:

... That will be developed in a balanced way in order to accommodate all people and interests.

... Which remains as the business heart of Johannesburg as a whole, but which balances future commercial, retail and light manufacturing development with a large increase in residential developments.

... Which works as many other cities do elsewhere in the world as a key residential node where a diverse range of people from different income groups and backgrounds can have their residential needs met. Our Inner City will not be a dormitory for the poor, nor an exclusive enclave of loft-apartments, galleries and coffee shops.

... Of first entry into Johannesburg, but also a place where people want to stay because it offers a high quality urban environment with available social and educational facilities, generous quality public open space, and ample entertainment opportunities.

... Which serves as both the key transportation transit point for the entire Gauteng Global City Region, but also as a destination point where people want to walk in the streets

... Where the prevailing urban management, safety and security concerns are a thing of the past. Fast changing city centres that accommodate a wide range of functions and interests in a dynamic mix do not have to be places where waste is not collected, by-laws are not enforced, buildings are in decay and public spaces deteriorating, and where many people cannot walk in the streets free of the fear of crime. Regardless of the functions and people it accommodates in future the Johannesburg Inner City will be well-managed, safe and clean.

## Part B: Issues, outcomes and commitments

---

### SECTION 1. URBAN MANAGEMENT, SAFETY AND SECURITY

#### 1. Urban Management

***Issue:***

In the past the City of Johannesburg has not had an integrated and consistent approach to the management and maintenance of the public environment. Occasional blitzes, campaigns and joint operations, led by one or other department, have been effective at cleaning up areas on a temporary basis, but have had no lasting effect. Poorly capacitated systems of by-law enforcement, inadequate everyday-service co-ordination, a lack of responsiveness to a range of public nuisances, and an inability to mount creative responses to underlying problems that give rise to grimy and disorderly urban spaces, has extended the perception that the Inner City is still in systematic decline.

It is recognized that the private sector has responded positively to the situation by establishing City Improvement Districts (CIDs), and implementing a range of other initiatives that have sought to protect and enhance property investments. In areas where the private sector has proactively intervened, or where the City of Johannesburg and private sector players have been able to work in partnership, the urban environment tends to be much better managed and maintained. The challenge is to continue to support private sector efforts, through CIDs or other mechanisms, while striving to bring the rest of the Inner City up to the same standard of urban management.

***Desired outcome:***

The acceleration, scaling-up and sustainability of urban regeneration efforts, either through targeted public investments or new private investment in property or business activity, is contingent on better everyday management and maintenance of the urban environment. The City of Johannesburg has resolved to set up a new urban management function in all regional administrations across the city. The City will work to ensure that the urban management function in Region F is established and fully capacitated in the shortest possible time. In recognition of the fact that urban management structures and systems must respond to the unique challenges presenting in different areas, the City will give dedicated attention to the Inner City within the broader regional approach to urban management.

***Commitments:***

- By June 2007 a Regional Urban Management Plan (RUMP) will be developed for Region F as a whole. a second more focused RUMP will be developed for the Inner City and released by

September 2007.

- Dictated by the findings and recommendations of the RUMP, as well as parallel processes to design institutional arrangements for the unique circumstances prevailing in the Inner City, urban management structures and systems will be fully established and fully capacitated on a phased basis by June 2008. These structures and systems will at least include:
  - Capacity to detect, record and analyze all occurrences of urban management problems in the Inner City;
  - Capacity to report urban management problems to the relevant City departments and / or municipal entity, and then oversee the satisfactory response to the problem;
  - Capacity to integrate the enforcement of by-laws across a wide-range of disciplines;
  - Capacity to analyze stubborn urban management problems and structure out-of-the-box solutions to these;
  - Specialist capacity to respond to unique urban management challenges in the Inner City such as bad buildings;
  - Capacity to more effectively liaise with stakeholders in efforts to detect and respond to urban management challenges;
  - Capacity to more effectively interface with the existing City Improvement District system.
  
- A independently validated report on progress in dealing with urban management challenges will be made public annually in June of each year starting June 2008. Un-audited, interim reports on progress with addressing key concerns will be issued quarterly.

## **2. By-Law enforcement and education**

### ***Issue:***

The urban management structures and systems developed within Region F will provide for an integrated approach to the enforcement of by-laws as well as national legislation typically enforced at the local level. This does not mean the consolidation of by-law enforcement capacity in the Regional offices, simply improved co-ordination of enforcement through a coherent perspective on the unique circumstances prevailing in the Inner City. Enforcement capacity will remain in a range of different departments/directorates, including the Johannesburg Metropolitan Police Department (By-law Enforcement Unit), Building Control, Environmental Health and Emergency Management Services. It is important that this capacity continues to grow in response to the challenges presenting in the Inner City. At present this capacity is not optimal:

- There has been a large turnaround in staff in recent years, which sometimes means a lack of experience in the processes and procedures of applying by-laws;
- Staff capacity has not grown to match escalation in the challenge, which makes regular, everyday enforcement difficult;
- In some cases circumstances have changed, resulting in a situation where the available body of legislation and by-laws are no longer the appropriate instruments to deal with the circumstances as they currently exist.

In addition prevailing conditions on the ground often make it difficult to apply by-laws in traditional

ways. Many building owners have abandoned their buildings, leaving it unclear who is responsible for management. Many people living in the Inner City are unaware of the by-laws. Many are also without identity numbers and fixed addresses, making it very difficult to issue and follow-up on notices and fines. The Municipal Court has not functioned optimally as a result.

***Desired outcome:***

In line with changing circumstances and an escalating challenge, the City of Johannesburg will grow and refine its capacity to enforce by-laws and the national legislation that it administers. Through a zero-tolerance approach to more effective law-enforcement, as well as education and creative mechanisms that make it easier for owners and residents to comply, the City aims to achieve a culture of compliance in the Inner City where infractions are an exception rather than the rule.

***Commitments:***

- By March 2008, the City of Johannesburg will have comprehensively reviewed all relevant by-laws to ensure an easily understood and easily applicable body of law appropriate to the circumstances in the Inner City;
- Starting June 2008, and by March 2009, the City of Johannesburg, together with a range of stakeholders, will roll-out a comprehensive by-law education programme across the Inner City. This will be followed up with targeted measures to alert people to the law in key locations, and smaller campaigns on an annual basis;
- Together with other stakeholders the City will develop a range of creative alternative mechanisms to punish by-law infringements. This may include the introduction of satellite courts;
- By December 2007 the City will have finalized a by-law enforcement capacity development plan with specific attention paid to the requirements in the Inner City. This plan will be rolled out over the three year period. By December 2010, the City will have fully capacitated all its by-law enforcement functions in various departments.

### **3. Waste management**

***Issue:***

A key concern of a wide range of stakeholders is the lack of effective management of waste in the Inner City. Littering, illegal dumping of waste, poor management of activities such as street trading and on-street taxi-ranking, and the increase in the number of buildings with collapsing management structures, all contribute to the challenge. Waste management infrastructure and routine service delivery systems and processes have failed to respond adequately. Enforcement capacity to give effect to by-laws has also been lacking. The challenge will not decline in future. The Inner City population will continue to grow significantly in the years ahead. In addition the Inner City economy has begun to revive and new economic activity is beginning to respond to the increases in residential densities. This will bring new businesses such as restaurants that are large contributors to the waste stream.

Unmanaged waste has a spillover negative effect in other areas. There is a demonstrable relationship between grime and crime. Correspondingly, efforts to remove unsightly waste restores dignity to the inhabitants and users of an area, and conveys to all a public expectation to abide by a set of common norms of conduct. Stricter by-law enforcement on issues such as littering publicly communicates a zero-tolerance approach to all infringements of the law that eventually translates into lower crime levels.

***Desired outcome:***

The City of Johannesburg will ensure a clean, waste-free Inner City, through the development of waste management and cleansing services operating on a 24/7 basis.

***Commitments:***

- An additional R99 million injection of operating budget will be allocated to Pikitup in the 2007/08 financial year to build a new system of waste management and street cleaning with a specific focus on the Inner City.
- A single Service Level Agreement setting out uniform outcome standards across the Inner City (and differentiated levels of effort) required for different parts of the Inner City will be signed and made public in December 2007.
- The 2007/08 tariffs for consultation recognize the discrepancy between the charge for waste removal to properties up to 300m<sup>2</sup> (R26,37 proposed for 2007/08) and the charge per unit for units in blocks of flats (R46,60 proposed for 2007/08). The need for revision is acknowledged. By December 2007 research will be undertaken and proposals made into a revised tariff structure to be implemented as from July 2008.
- By December 2007, the City will complete the piloting of a new underground bin system for commercial and residential buildings. This system will be rolled out across the Inner City by 2011.
- By July 2008, the City will introduce a set of measures and incentives to support the development of waste compactors in all new buildings and buildings undergoing major refurbishment.
- By July 2008 the City will launch an Inner City recycling programme that will support small and medium sized enterprises operating in the Inner City to grow sustainable waste recycling businesses.
- By March 2008 by-laws will be revisited to adjust the schedule of fines for illegal dumping, littering and poor management of waste. Capacity to vigorously enforce these by-laws will be built as part of the urban management system.
- Before December 2008, the Gauteng Provincial Government will lead a major anti-litter campaign in the Inner City, with the participation of a wide range of community organizations. The City of Johannesburg will support the campaign.

## **4. Visible policing**

### ***Issue:***

There is evidence that where policing capacity is constrained, visible 'bobby-on-the-beat' policing is not necessarily the best use of scarce resources, since other measures may have a greater effect in bringing down levels of reported priority crimes. Nevertheless, the importance of visible on the street policing is emphasized in a context where a real or perceived lack of safety on the street has a major negative impact on further investment in residential and commercial property, on after-dark economic activity especially in the service sector, and on the utilization of public spaces and community infrastructure necessary for an acceptable quality of life of a growing Inner City population. Police visibility is especially necessary at known hot spots of crime, places of repeated by-law infractions and traffic bottlenecks. Visible patrols are similarly required during peak periods along major pedestrian movement lines and around transport nodes. The same applies to public facilities such as parks and squares throughout the day. This will require a significant increase in police resources for on-the-ground policing.

It is recognized that neither the SAPS stations nor JMPD currently have the staff or vehicles to undertake this intensive form of policing, either in vehicles or on foot, even in areas identified as crime hot-spots. JMPD's contingent of staff and vehicles for Region F is stretched to cover an area far south of the Inner City, is also taken up with traffic management responsibilities, and is frequently called upon to manage safety and security at major public events.

### ***Desired outcome:***

Resources for both the SAPS and JMPD will be systematically increased over the next three years, so that by 2010 a highly visible 'bobby-on-the-beat' policing system can be institutionalized in the Inner City. This system will ensure a permanent policing presence, day and night, in high-priority areas. While focused on deterrence of street-level crime, the system will enable faster and more predictable reaction times to any and all reported crime incidents. Improved communication and interaction with CID guard corps, private security companies and community policing initiatives will be a cornerstone of this visible policing system.

### ***Commitments:***

- The number of JMPD officers dedicated to the Inner City will be increased to at least **x**, and the number of JMPD vehicles to at least **y** by December 2009.
- The number of SAPS officers and vehicles dedicated to patrolling the Inner City will also be increased systematically, with numbers still to be determined.
- JMPD and SAPS will each institutionalize a system of visible on-the-street patrols. In the case of JMPD this will be institutionalized by July 2008 and with increased resources will be scaled up systematically to March 2010. In the case of SAPS capacity will be focused on a number of key hotspots.
- Through the new CCTV control room an effective platform for communication between SAPS,

JMPD, the CID guards and private security operations will be established by March 2008.

- Using Neighbourhood Improvement Districts as the organizing mechanism where appropriate, a system of voluntary Community Patrollers will be institutionalized in priority residential areas by end of 2008. Building on Community Policing Forums and Sector Crime Forums where they exist, and also utilizing Neighbourhood Improvement Districts where appropriate, this will be linked to a system of street and block committees established by the SAPS.

## **5. Surveillance technology**

### ***Issue:***

Safety and security in the Inner City rests on effective behind the scenes and visible on the street policing. Comprehensive coverage of Inner City streets by closed circuit television cameras (CCTV) adds significantly to the ability of law enforcement agencies to combat crime and bolsters public perception of safety and security. The CCTV infrastructure established prior to 2007 had a marked impact on both levels of crime and public perception of security. However, the previous arrangements did not cover a large enough geographic area; did not optimize response rates & times to detected incidents; and did not fully achieve possible integration between public and private CCTV systems.

### ***Outcome:***

To reduce incidents of crime and enhance perceived safety and security on the streets of the Inner City on a 24/7 basis the CCTV network will be upgraded through a new contracting arrangement. The new arrangement will see significant improvement in geographic coverage as well as reaction times to incidents detected. The new CCTV system will be based on digital technology, enabling much 'smarter' law enforcement (including, for example, through number-plate recognition), urban management and by-law enforcement, traffic management and disaster mitigation and management. As far as possible and desirable the system will be integrated with existing private CCTV systems. Private- and public-sector partners will also be able to 'buy into' the system to meet their specific security or service monitoring requirements.

### ***Commitments:***

- Before the end of 2007, the City of Johannesburg will double the network as it existed in 2006/7 by installing 216 cameras in and around the Inner City. The network will cover a wider geographic area than the pre-existing system, with a spread of cameras, but priority will also be given to the location of cameras at entry and exit points to the Inner City, public spaces such as parks and squares, transport termini, crime hot spots and high-risk areas from the perspective of key economic institutions such as banks.
- The network will be further extended in future years to ensure full coverage of the Inner City by 2010/11.
- The network will be manned 24 hours a day by a control centre containing officers from the JMPD and SAPS.

- Within 90 days of the tender being awarded, a committee containing representatives from the City, the SAPS and the private sector will negotiate with the preferred bidder to define a process and costing for linking existing private CCTV networks to the City's network, as well as for potential new entrants that would like to 'buy into' the network. This will include details on costing and ownership of cameras, monitoring costs and arrangements, etc.
- The JMPD and SAPS will provide dedicated response capacity on the ground to respond to incidents picked up on the camera network. JMPD will commit **x** cars and **y** personnel by **[date]**.
- By end March 2008, JMPD and SAPS will negotiate a protocol with key private security companies to enable their guards and response vehicles to also respond to recorded incidents where appropriate.

## **6. Bad buildings**

### ***Issue:***

So-called bad buildings have become a major challenge in the Inner City of Johannesburg. They are a concern from the perspective of:

- Crime prevention since they are often utilized by criminals as bases for operations;
- Health safety (A lack of water and sewage services in occupied buildings creates potential public-health time bombs);
- Fire safety (Illegal connections of electricity and sub-standard wiring poses a major fire risk. Water disconnections often leads to tenants hacking into fire hydrants, and circumstances where there is no water in apartments to deal quickly with fires if and when they start);
- Urban management more generally, since grime and waste generated within bad-buildings spills out onto the street;
- Sustainable rates and service charge revenue for the City, since the conditions that lead to a lack of investment in buildings are the same conditions that impact on payment practices, and since building decline negatively affects property values and economic investment in the area.

To date the City's response to bad-buildings has often been reactive and had often resulted in a situation where evictions of residents seems to be the only feasible way forward. A new system is required to detect bad-buildings as soon as they start to decline and to proactively deal with conditions in these buildings in an integrated multidisciplinary way that solves root problems.

### ***Desired outcome:***

The City will eliminate all bad-buildings in the Inner City by 2015. To achieve this, the City will scale up its Better Buildings Programme (see Residential Development Section), but also institutionalize a proactive approach to detecting and dealing with potential problem buildings. This will combine regular inspections; strengthening of tenant associations / body corporates; targeted by-law enforcement; innovative approaches to improving health and safety in buildings. Measures will include approaches to creatively reconstitute collapsed/collapsing payment arrangements, including for instance putting buildings under administration where landlord and tenant relationships break down to the extent that the building poses major revenue risks to the City and major health and

safety risks to the community.

**Commitments:**

- By December 2007 a multi-disciplinary team will be established in the Region F Offices. The team will include capacity from the SAPS and the City's municipal owned entities.
- By March 2008 the City will review all by-laws and procedures to ensure that an integrated approach to managing bad buildings can be undertaken with all necessary legal instruments.
- By June 2008 the City will integrate all current database and mapping systems utilized to detect and track bad buildings.
- By March 2008 the team will develop a portfolio of measures to deal creatively with problems in bad buildings as they emerge. As part of this portfolio the City will explore various options to contract directly with tenants, to introduce new technologies that more effectively provide for restrictions while allowing end-user households to still receive Constitutionally guaranteed allocations of free water, and allocations of free electricity as per current policy, etc. The portfolio will also include enhanced legal recourse to enable the City to pin-point and deal with culprits who act outside the law in fragile payment / service delivery arrangements, including perpetrators of fraud who seek to hijack payment arrangements, slum-lords, individuals who tamper with restricted service-delivery infrastructure, etc.

## **7. Disaster management**

**Issue:**

The Inner City is the hub of South Africa's financial system. The headquarters of three major banks are all located within a radius of approximately 1km in the centre and southern quadrant of the Inner City. These institutions are supported by a network of operations, all in close proximity, enabling data-processing and inter-bank settlements averaging approximately R70 billion per day.

Financial institutions share the Inner City with other economic institutions of critical importance to the national economy. These include key insurance companies; transport and logistics parastatals, firms and operations; and the headquarters of a number of global mineral-resource companies. In all more than 33 000 highly-skilled professionals are employed in the area.

The day to day operations of all of these institutions are dependent on continuous, stable provision of telecommunications, electricity, water and sanitation supply services. Should any major disaster strike the Inner City, and/or any of the networked infrastructure services in the Inner City be seriously disrupted for any length of time, the business continuity of these key economic institutions will be jeopardized, with potentially major consequences for the South African economy as a whole.

It is also recognized that the Inner City is home to an increasing population, many of whom are extremely vulnerable residents living in high-rise apartments that are not well-maintained. Any disaster incident that strikes across the Inner City may potentially lead to a major loss of life because of these circumstances.

**Desired outcome:**

Recognizing the national economic importance of the Inner City, and the potentially serious consequences that any disruption to normal business activity in the Inner City may hold for the national economy as a whole, as well as the vulnerability of large numbers of people in dense high rise apartments, the City of Johannesburg will work systematically to anticipate and prevent any and all disasters that may occur. Working together with all stakeholders, it will further enhance its capacity to manage and mitigate the effects of any disasters should they occur in order to ensure business continuity of key economic institutions, and to minimize after-the-fact impacts on the population.

**Commitments:**

- Within the City's evolving Disaster Management Plan the critical importance of the Inner City to the ongoing daily functioning of the national economy will be recognized. Building on the work of the Strategic Interest Group, a standing Stakeholder Working Group with representatives from key private and public sector institutions within the Inner City will be established. In consultation with this Group, priority disaster prevention, management and mitigation plans and actions catering specifically for the Inner City will be developed and incorporated into the City's Disaster Management Plan by June 2008. These plans will make recommendations in respect of appropriate institutional arrangements, special prevention and protection measures, required by-law and service system changes and improvements, and any essential upgrading of key network infrastructure.
- From January 2008 the process of approving all development applications in the Inner City will give special recognition to disaster management considerations, with all applications circulated to disaster management specialists within the City prior to approval. The Region F Regional Spatial Development Framework for 2008/09 will be strengthened with special attention given to preventing land uses that may in future exacerbate disaster risks in the area.
- Within the process of developing public open space, detailed in Section x of this Charter, new public open space will be developed in the south and south western part of the Inner City to cater explicitly for emergency evacuation and recovery of personnel from the key economic institutions in this area, as well as the effective deployment of emergency and relief responses, in the event of disasters. These public open spaces will be developed by June 2009.
- To improve disaster risk quantification and analysis a GIS-based electronic incident register will be developed to capture all significant breakdowns in public-service delivery. This disaster management information system will be integrated into the Urban Management systems described above.

## **8. Liquor outlets**

**Issue**

Liquor outlets are an inevitable feature of urban landscapes, but they present a significant urban management and safety & security challenge. Statistics indicate the close association between

liquor outlets and certain types of crime and by-law infringements. Stakeholders indicate that there are too many liquor outlets in inappropriate locations in the Inner City. Many are operating without permits, and many are not compliant with health and safety laws.

***Desired outcome***

The City of Johannesburg will work to eliminate all unlicensed and non-compliant liquor outlets in the Inner City by the end of 2009. This necessitates the establishment of a system of regular inspections (and if necessary repeat inspections) by multi-agency teams from the City to check liquor licences and monitor compliance with relevant legislation, regulations and by-laws. This is required under the proposed Gauteng Liquor Licensing Policy, since licensees will in future need to produce a compliance certificate from the City to get licenses renewed annually.

***Commitments***

- By December 2007, capacity and systems will be established in the City to ensure that relevant departments and the SAPS are able to provide input on all liquor licence applications, to ensure that licences are not granted in places where there are already too many outlets or liquor-related problems.
  
- By December 2007, capacity and systems will be established in the City to ensure regular annual inspections of liquor outlets by multi-agency teams.

**Other key urban management, safety and security issues dealt with in other sections of the Charter:**

1. Street trading / micro-retailing: See Economic Development section
2. Taxi-ranking: see Transportation section
3. Transportation and traffic safety: see Transportation section

## **SECTION 2. PUBLIC SPACES, ARTS, CULTURE & HERITAGE**

### **1. Parks, playgrounds and other public places**

***Issue:***

International comparison suggests an acceptable benchmark of 2 hectares of quality public open space per 1000 residents in dense urban settings. By this measure the Inner City of Johannesburg has a severe dearth of parks and playgrounds to cater for its rapidly increasing population. The current lack of quality public spaces means existing parks and playgrounds are over-utilised. In addition, a lack of accessible community sports facilities means that parks originally designed for passive recreation now have to cater for active recreational usage. As a result the available public open space has been significantly degraded within a short period of time. The City needs to upgrade existing public open space, and also develop new space taking into account innovative new concepts such as tot-lots/pocket parks.

***Desired outcomes:***

The City of Johannesburg wishes to achieve a liveable Inner City with sustainable and cohesive neighbourhoods in which all people, whether wealthy or not, can live in dignified circumstances. Such neighbourhoods require culturally appropriate and authentic public places that are accessible to all. To realise this, the City will work with all stakeholders to increase the amount of space within or immediately adjacent to the Inner City that is made up of parks, playgrounds and other quality public places. The aim will be to see at least 5% of total space within the boundaries of the current UDZ developed as quality public open space, and to ensure that no person needs to walk more than 300 meters to find either hard or soft public open space. This will be achieved by 2015.

In line with sustainable cities principles and specific Department of Environment and City Parks objectives, all new and refurbished public open spaces will be designed, developed and upgraded in a manner that is compliant with ecological best practice in respect of storm-water attenuation and run-off management, heat island effect mitigation, etc.

***Commitments:***

- By December 2007 the City of Johannesburg will draft an implementation plan for a coherent approach to upgrading and maintaining currently dysfunctional open spaces and parks. This plan will be rolled out by March 2009. Key parks to be re-developed include the Alec Gorschell Park; the Donald Mackay Park; the End Street Park; the Pieter Roos Park and the Wilds. Opportunities will be sought for creative approaches to the management of public open space where appropriate, including co-management arrangements with property-owners/developers and community organisations.
  
- By March 2008, the City of Johannesburg will, together with stakeholders, identify possible new spaces to contribute towards the desired outcome. In this plan it will:
  - Explore the development of “Partnership Places”, to be co-designed and co-managed with *communities*. For example, the residents and management of the eKhaya precinct

- has identified three spaces that should be upgraded into landscaped public places, such places to be managed by the precinct;
- Following the Main Street model, explore the development of other “Partnership Places”, to be co-designed and co-managed with the *private sector* under an arrangement that guarantees public accessibility;
  - Develop simplified procedures for lease agreements over public places re management & maintenance;
  - Identify potential buildings to be released from the Better Buildings Programme or City of Johannesburg owned property that can be demolished to make way for public open space.
  - Develop new public open space concepts that can feasibly be developed in the dense urban landscape of the Inner City. Special attention will be given to so-called pocket parks or tot-lots.
- As a major intervention the City will investigate the feasibility of constructing a linear, continuous public open space ‘spine’ from Yeoville Ridge, through Pullinger Kop, down along the End Street Park, across decking the railway line to the south of the Johannesburg Art Gallery, and finally linking the new Park Station precinct with the original Park Station building in Newtown.
    - A feasibility and business / development plan will be completed by July 2008;
    - If the feasibility plan concludes the idea is viable, the development and upgrade will be completed by March 2010;
    - A management agreement will be in place by September 2008.
  - Other key public open space interventions to be investigated by March 2008 include: Braamfontein Cemetery; a park at the base of the Hillbrow Tower; a major park east of the Supreme Court and West of Joe Slovo Drive to cater for the large number of conversions from office to residential currently underway; and public open space east of the Standard Bank Superblock.
  - Within the process of upgrading existing public spaces and creating new spaces, the City of Johannesburg will identify and configure a number of places that can be used as Fanfest Spaces for the 2010 Soccer World Cup. These will be developed by March 2010. Design and development will ensure that these spaces remain as appropriate, meaningful and well-used legacy places after the World Cup event has concluded.
  - Public spaces will be developed in a way that encourages and enables the installation of public art in alignment with the City’s Public Art Policy of 2006.

## **2. Walkable streets**

### ***Issue:***

Street upgrading in Braamfontein and Main Street shows what can be done, but most Inner City streets remain un-refurbished, cluttered, and, in particular, un-walkable after dark. The opportunity for some streets to be pedestrianised has not been fulfilled. Some pedestrian thoroughfares need

to be upgraded. Alleyways are not well managed.

**Outcomes:**

The City of Johannesburg, in partnership with private sector property owners and communities, will work consistently towards a walkable Inner City, with a safe, clean and green public environment in a good state of repair, and with streets connected to appropriate and interesting public open spaces and or iconic public places.

**Commitments:**

- The City will develop a comprehensive Inner City streetscape / public environment upgrade plan by December 2007, and implement this fully in a phased manner by March 2011. This upgrade will include:
  - New paving;
  - The planting of street trees;
  - The rolling out of edge treatments in line with ecological principles for managing run-off;
  - Street trading management;
  - Provision and maintenance of clean public amenities;
  - The provision of appropriate street furniture (seating, bus-stops etc)
  - The replacement of existing lighting, and the provision of new lighting suited for a pedestrian environment;
  - The provision of refuse bins;
  - The replacement of manhole covers;
  - The integration of all ICDS / BRT stops with walkable street network and public places;
  - The upgrade of relevant facades & foyers adjacent to semi-public places, such facades & foyers to be identified in agreement with the CoJ;
  - The ongoing monitoring of visual clutter.
  
- Upgrading of identified *priority* streets and precinct areas will be implemented by December 2009. Key streets will include:
  - Rissik Street as a processional boulevard;
  - Kerk Street as east/west connector, pedestrian priority road, with limited and managed linear market;
  - Diagonal Street as pedestrian priority and partnership space in alignment with relevant development framework;
  - Eloff Street reconfigured and re-landscaped as pedestrian priority, high level retail use at ground floor and public transport dedicated lanes;
  - Pritchard Street as connector spanning Diagonal Street, High Court Precinct, Fashion Kapital and End Street;
  - The completion of Main Street as pedestrian priority to complete the link with ABSA campus.

Key precinct areas will include:

- Hillbrow/Berea;
  - Fashion District;
  - [others to be determined].
- 
- As part of a structured “Partnership Places” agreement facilitated through JICBC, selected

private sector partners will lead and fund a complimentary programme of public-environment upgrades in key areas (the programme will be operationalised through leases, management & maintenance agreements as per the established practice of recent street upgrades such as Main Street).

- Private sector property owners will assist the City of Johannesburg with litter removal, monitoring, managing and maintenance of pavements and street edges adjacent to their own properties.
- Where possible and appropriate, private sector property owners will work with the City of Johannesburg to open up and upgrade semi-public spaces (e.g. bases adjacent footprint of buildings, wide entrances to buildings, ground floors and foyers) in alignment with design principles adopted by the streetscape upgrade programme, such places to be identified and agreed with CoJ.
- Through JICBC structures the City will work to promote alternatives to existing steel roller-shutter options, to provide more light and interest on the streets at night, without compromising the safety of ground-floor business.

### **3. Iconic Public Places**

***Issue:***

Over the last five years a number of new 'iconic' public place projects have been completed. These include Constitutional Hill, Drill Hall and Mary Fitzgerald Square. These 'iconic' public place projects are distinguished from other public spaces described in Issue 1 above in that they are generally focused on a building or cluster of buildings as opposed to an open space; have strong symbolic, cultural or heritage significance; are key tourism destinations; have served as so called ripple-pond investments, often within broader area focused/precinct re-development projects; and have provided key new geographical anchor points to the urban form and fabric of the Inner City.

While they have made an enormous contribution to the regeneration of the Inner City, a challenge with some of the iconic public places that have been developed over the last five years is that they have not yet reached their full potential. Some have not been fully completed, with completion delayed due to a number of administrative factors. Some are not yet accessible to or well-utilized by the public. Some are yet to see the establishment and full capacitation of an institutional arrangement with secure operating finance that is able to maintain the facility in good order.

Apart from the iconic public places that have already been developed, there are also a number of further opportunities for major public place interventions that have not yet been realized. The most obvious example is the Gauteng Provincial Government Precinct / Square.

***Desired outcomes:***

The City of Johannesburg, working with a range of stakeholders, wishes to see the iconic public spaces developed over the last few years reach their full potential and achieve full operational sustainability. It also wishes to see other new opportunities for iconic public space implemented in

order to complete the spatial picture of an interesting, attractive and liveable Inner City.

**Commitments:**

- Working with stakeholders the City of Johannesburg will finalize a sustainable management and financing model for all key iconic public places by December 2007. This will resolve some of the outstanding issues holding back the completion of some of the developments.
- Through the leadership of various stakeholders, feasibility and business plans for the development of a number of other key iconic public place projects will be finalized by March 2008. These may include the Old Park Station and the Gauteng Provincial Government Precinct Square, as well as others.
- To rehabilitate the site of the Worker's Library in the heart of Newtown, the City will promote and facilitate the development of a world class museum of labour migration by March 2010.

## **4. The visual cityscape**

**Issue:**

The visual appearance of most dynamic central cities is almost invariably busy. However, concern has been raised that the visual appearance of the Johannesburg Inner City is becoming unnecessarily cluttered through an excess of inappropriate outdoor advertising and building wraps. In addition, there is evidence that in the difficult rental market for both commercial and residential property, wrapping an Inner City in advertising may sometimes bring in more reliable revenue than would fully letting the building. This provides a strong negative incentive against re-investment.

A careful balance must be struck between different interests. On the one hand the interests of property owners and advertisers must be respected within clearly established rules of the game. On the other hand the desire of a general public for a cityscape that is not overwhelmed by inappropriate visual clutter must also be recognized.

A related issue is the quality of architecture and urban design. In rapidly redeveloping inner cities, especially where there is a concern to meet pressing demand for new uses such as residential space, there is a risk that architecture and urban design of lasting quality, that is rooted in local contexts and reflects prevailing societal norms and desires, may be sacrificed for mere functionality. In its 5-year IDP, the City of Johannesburg has committed itself to improving urban design, both by stimulating debate about good urban design and by setting out appropriate principles.

**Desired outcomes:**

The City of Johannesburg wishes to see a visually coherent cityscape without excessive clutter from too many inappropriate outdoor adverts and building wraps, and with quality architecture and urban design appropriate to the local context.

**Commitments:**

- By December 2007 the City of Johannesburg will review its current policy governing outdoor

advertising and building wraps through a consultative process involving a range of stakeholders.

- As part of this review the City will introduce strict regulations prohibiting the full wrapping of buildings on a semi-permanent or permanent basis, in lieu of using the building for its established use.
- The City will make every effort to collect revenue from outdoor advertising due to it, with funds accruing from outdoor advertising in the Inner City being devoted to public environment upgrading in the area.

## **5. Public events and public art**

### ***Issue:***

Public open space, walkable streets and iconic public places should not be static spaces. Once refurbished they provide ample opportunities for more active usage on a planned basis, either through public cultural events or through dynamic forms of public art. The annual Diwali festival in Newtown or the New Year's eve Carnival through the streets of the Inner City demonstrate the opportunities.

### ***Desired outcomes:***

- The City of Johannesburg will scale up a programme of sustainable public events such as festivals and carnivals to be run in Inner City streets, parks and public places. A calendar of possible events will be drafted for public input by September 2007, and developed for roll-out on an annual basis from July 2008. A steering committee of City officials and stakeholders will be constituted to develop and oversee the implementation of the programme.
- Together with the finalisation of a calendar of public events, the City will develop mechanisms to ensure the proper and sustainable financing, organisation, marketing and management of all events to occur in public places.
- The City will translate its public art policy into a clear public art programme that plans and schedules the roll-out of key public art interventions and installations in tandem with the redevelopment of public spaces and streets. The envisaged public art installations may be of a temporary or permanent nature. Planning and roll-out will be done in close consultation with key stakeholders.
- The City will also work with various civil society organisations to support well-managed organised activities in parks, with a special focus on the needs of children.

## **6. Arts and culture sector connections and networking**

### ***Issue:***

By their own admission, organizations and initiatives in the Arts, Culture and Heritage sector are

often fragmented. They face many challenges in structuring regular communication, interaction and joint action, and therefore lack sector-wide coherence and voice. Mutual support between organizations with similar objectives, but varying capabilities, is constrained. The sector is also poorly connected to the City of Johannesburg and other spheres of government, and therefore lacks the ability to articulate, and secure support for, collective interests, visions and plans. Assistance is required for improved networking between arts, culture and heritage organisations, and for more structured interactions between the sector and the City.

**Desired outcome:**

The City of Johannesburg will work with organizations and initiatives in the arts, culture and heritage sector to establish two 'platforms' for improved sectoral interaction and coherence:

- A *Sectoral Advisory Forum* bringing major players together. This "advisory forum" will bring together the major stakeholders in the sector such as SABC, the two Universities, DAC, Provincial DSRAC, the NAC, NFVF, NHC etc. as well as some key organisations such as Constitution Hill, Arts Alive Consortium, Market Theatres Foundation and the co-ordinator of the Inner City Arts Network (ICAN) below. The Sectoral Advisory Forum will support the City of Johannesburg in its efforts to profile the Inner City as a cultural capital, to improve the programme of activities, and to support production in the creative industries sector.
- An internally and externally connected *Sectoral Network*. This will be structured through irregular networking events and a web-based virtual space for day-to-day interactions between organizations.

**Commitments:**

- By September 2007, the City of Johannesburg will convene an Inner City Sectoral Advisory Forum of creative and cultural businesses, organisations, institutions and initiatives.
- By December 2007, using an existing website (either City of Johannesburg's or possibly that for Newtown) as a base, the City of Johannesburg will facilitate the establishment of a web-based information sharing portal. This will be grown and consolidated over a period of time until it is a self-standing site by March 2009.

## **7. Profiling the Inner City as a cultural capital**

**Issue:**

The Inner City of Johannesburg is effectively already the 'Cultural Capital' of the country. The huge concentration of cultural initiatives and facilities compliments two other key strengths, namely the near-Inner City presence in Auckland Park of various enterprises comprising the media centre for the country, and the fact that the Inner City is the clear continental leader in training for the creative and cultural industries. The title of "cultural capital" of the country is available and has great potential within the development of a city brand that emphasizes the surprising and positive side of the City. In a world where the cultural sector is increasingly prominent in the profiling or branding of cities, this potential strength should be given greater prominence.

However, a small number of critical interventions are required to make the title of Cultural Capital

“stick” in the popular imaginary. These interventions can take advantage of a number of opportunities, including:

- The award to Johannesburg of the World Summit on Arts and Culture for 2009, which gives the claim legitimacy and brings a partnership of all levels of Government into play;
- An African 2010 Soccer World Cup;
- The diverse cultural character of the ‘East Side’ Inner City acts as a magnet for “creatives” from the whole continent and provides a crucible for the formation, nurturing and celebration of African talent;
- The Gauteng Creative Industries Development Framework provides a “City Region” focus.

***Desired outcomes:***

The City of Johannesburg will work to ensure a successful branding of the Inner City as the Cultural Capital of the country (brand still to be determined). A targeted branding and profiling strategy will be developed, complimented by an enhanced programme of offerings and improved support for production activities. This marketing strategy will culminate in a successful, world-class World Summit on Arts and Culture and, beyond this, a memorable African 2010 Soccer World Cup

***Commitments:***

- The City of Johannesburg, in consultation with the arts, culture and heritage sector, will produce promotional strategy and material by March 2008 to profile the Inner City as a cultural capital. This will capitalize on sectoral strengths, existing and emerging programme of high-profile events, and 2009 World Summit on Arts and Culture. This will compliment existing city and province-level branding strategies.
- In consultation with internal and external stakeholders the City of Johannesburg will promote the concept of a pan-African rotating “City of Culture” through lobbying with the National Department of Arts and Culture, the African Union, and other structures. The concept will be launched in the context of the 2009 World Summit on Arts and Culture.

## **8. Improving the programme of arts and culture offerings**

**Issue:**

Though there are some notable exceptions, the current programme of Inner City arts and culture offerings is sub-optimal in terms of quantity, diversity, consistency and accessibility. Reasons include:

- Key public sector institutions which should be the backbone of the programme offer are still fragile state, in part because the institutional and financing arrangements that should provide for an expanded draw-card of events and initiatives have not been sorted out;
- While some initiatives such as Arts Alive and the Dance Umbrella are now fairly stable, there remains a weak and uncertain funding framework in support of new and emerging programmes;
- Compared to other cities such as Pretoria and Bloemfontein, there is a lack of major cultural institutions that draw national government funding;
- There is a shortage of small to medium-sized venues for performing and visual arts to support diversity of offerings, especially by new producers;
- There is very poor publicity and marketing for the Inner City programme as a whole.

Action is needed to consolidate, develop and promote the programme offered to citizens and visitors alike.

**Desired outcomes:**

The City of Johannesburg wants to achieve:

- Off the 2006 base a doubling of audiences for regular Inner City performing arts programme by December 2009, and a trebling by December 2010.
- The doubling of attendance for existing key events and festivals such as Arts Alive, Dance Umbrella, Joy of Jazz, and the new Year Carnival by December 2010.
- The trebling of attendances at museums and heritage sites in the Inner City by 2010.
- A significant increase in the number of quality catering outlets for the daytime, evening and weekend visitor in the inner city.
- A substantial increase in specialist inner city retail in areas such as craft, music, food and drink, and interior design.
- To complete a comprehensive circuit of weekly/monthly exhibition openings across the Inner City the opening of at least four new galleries/project spaces for the visual arts by end 2009.
- New/renewed Cultural Institutions being put in place with new national funding.

**Commitments:**

- A print and web-based “what’s on” calendar of arts, culture and heritage events will be launched by the City of Johannesburg, supported by the networks described in Issue 6 above, by December 2007.
- By July 2008, the City of Johannesburg and the Gauteng Department of Sports, Recreation, Arts and Culture, will together establish a fund for ‘special events’ programming which articulates with existing programmes such as Arts Alive and existing funding instruments at national and provincial level.
- The City of Johannesburg will facilitate the re-opening of the Alexander Theatre by September 2007 and the Alhambra Theatre by September 2008.
- Museum Africa will be redefined, refurbished and relaunched by March 2009.
- Johannesburg City Hall will be refurbished to 21st century standard for meetings and music (for example with a brief to be the best venue in Africa for jazz concert performances) by March 2010.
- Other new attractors will be promoted. For example, by June 2008, working with a range of stakeholders, the City will develop a framework and concept and secure partners secured for the development of a proposed Mining Museum for the South West sector of the Inner City.
- The City of Johannesburg will complete an access audit to City venues, with particular reference to the needs of those with a sensory or mobility disability, by December 2007. Access deficiencies will be addressed by December 2008.

## **9. Supporting arts and culture production**

### ***Issue:***

Johannesburg, and its Inner City in particular, is the country and continental capital for media production as well as professional training in all aspects of the creative and cultural industries. While Johannesburg sees the unnecessary loss of many of its talented graduates in the fields of arts and culture, it also acts as a magnet for creative talent from throughout Africa. Talent abounds, whether indigenous or imported. There is also space in the Inner City and some technical support available for creative industries to flourish. But more must be done to ensure this sector reaches its full potential.

### ***Desired outcomes:***

The City's aim is to help uncover and nurture creative talent, and to assist in translating it into viable creative industry endeavours through a range of support mechanisms and measures.

The City of Johannesburg understands that the "West Side Story" of the Inner City, concentrated on Braamfontein, Wits University and Newtown, lends itself to a focus on support for an improved programme of offerings to attract visitors and residents. The "East Side Story" of the Inner City will have a more natural (though not exclusive) focus on production, capitalizing on the likely concentration of unexplored new talent in diverse and interesting multi-cultural neighbourhoods. Efforts to support creative industry production will therefore concentrate on this area.

- Creative businesses engaged with other Charter development areas e.g. Public Open Spaces strategy as contractors – whether public arts, community events, education and training.

### ***Commitments:***

- The City of Johannesburg will investigate the establishment of a specialist creative industries support agency able to offer business and product development advice, access to space and small start up loans and grants. This will be designed to ensure a close working relationships with existing production development agencies as well as retail opportunities such as Newtown and the Fashion District. A concept for the agency will be developed by December 2007. If feasible the concept will be activated, with the City and other stakeholders working together to set the body up as an independent not-for-profit company by September 2008.
- The agency will work in line with a clear strategy for small business incubation and development in the creative industries, to be finalized and launched in September 2008.
- Via the agency of other mechanisms, the City will assist in establishing 100 new start-up spaces/studios/offices in 5 key locations/clusters for creative producers, business and organisations under effective and sustainable management by end 2009, with major focus on East End of Inner City. 5 heritage buildings at risk will be renovated, developed and reused in the context of this initiative based on international best practice models for the design, management and sustainability of these kind of buildings/production spaces.

## **10. Heritage**

***Issue:***

The Inner City of Johannesburg is rich in precious heritage of national and international importance. However the Inner City is also the site of considerable development opportunity. Pressure for the demolition or major reconstruction of the existing stock, in order to convert the built environment to new uses, has sometimes brought the different interests of developers and government and heritage agencies and communities into tension. Pressure on the heritage decision making system has also resulted in some delays in the handing down of decisions, as well as inconsistencies in decisions

***Desired outcome:***

The City of Johannesburg, working with all other agencies, wishes to ensure the establishment of clear rules of the game which satisfy all heritage and development interests.

***Commitments:***

- By March 2008, the City will agree on new protocols and principles governing re-development of the Inner City with the key heritage agencies. This will balance the interests of large scale development in the Inner City and the need to preserve precious heritage, inter alia by clarifying how heritage decisions can be speeded up.

## **SECTION 3. ECONOMIC DEVELOPMENT**

### **1. Street trading / Micro-retailing**

***Issue:***

In a context of very high unemployment, and limited formal business opportunities for new market-entrants, the City of Johannesburg recognizes the role of micro-retailing and servicing on the streets of the Inner City in providing a livelihood to thousands of people. The City also recognizes the important role that the informal sector can play in providing a first platform for the emergence and growth of businesses able to graduate up the rungs of a 'commercial ladder'. However, while the needs of street traders to sustain a livelihood and explore and exploit future economic opportunities is very important, these needs cannot be met at the expense of the needs of commuters, pedestrians, formal businesses, residents and other uses of Inner City space for a clean, safe and well-organised public environment. While the City remains committed to supporting the micro-retailing and servicing sector, the current disorganized arrangement of many traders on the streets of the Inner City presents a key challenge to pedestrian mobility, waste management, urban management and crime prevention.

***Desired outcome:***

Through a developmental, not simply regulatory approach, the City of Johannesburg will work with all necessary stakeholders to ensure that there is no more unmanaged trading on the streets of the Inner City beyond June 2009. Disorganized trading refers to trading without the necessary permits, in an area that is not designated as one or other type of formalized trading space, and / or in a manner that is in contravention of appropriate by-laws. To facilitate the re-organisation of street trading the City will directly provide or indirectly work to ensure the provision of well-located, appropriate and affordable trading spaces and places. A limit will be set on the number of micro-retail & service enterprises that may trade in the Inner City from approved spaces and this limit will be strictly enforced.

This will not be a uni-dimensional approach to management. The city will focus on the holistic development of alternatives to unmanaged street trading across the micro-economy. Opportunities will be developed in formal market spaces, linear markets, co-operatives, flea markets, mini shops and kiosks, manufacturing hives, car guarding, waste recycling, transport services, etc.

***Commitments:***

- The City's approach to more effective management of street trading, and how it will meet the commitment to ensure that there is no more unmanaged trading on the streets of the Inner City past June 2009, will be detailed in a new policy and strategy to be released no later than end-July 2009. The new policy and strategy will detail:
  - Components of the micro retailing and servicing sector that have not yet been saturated fully, as well as underutilized parts of the Inner City, that may provide expanded opportunities for re-organisation;
  - A full process for identifying and registering traders using a smart-card and database system as the organizing framework;
  - How linear markets will be developed in defined areas;

- The further development of a selected number of larger trader markets in selected areas, adjacent to key transport facilities. These markets will provide functional and user-friendly facilities; encourage a variation of goods and services; create a safe and hygienic environment; and create a sense of place that attracts shoppers into the trading area;
  - Minimum standards for aesthetically acceptable and non-obstructive trading facilities;
  - The development of new concepts for ground-floor retail that may accommodate existing street vendors;
  - Other opportunities in the micro-enterprise economy that currently unmanaged street traders could take up as alternatives, and measures to assist them to do so;
  - Supplementary services and facilities that will be provided in areas of concentrated micro-retailing & services activity, including: waste management services; homeless shelters / affordable accommodation; storage facilities; access to financial as well as social services; etc.
  - Expectations of traders to pay, at appropriate and sustainable rates, for the rights to trade in the Inner City and for access to supplementary services; as well as expectations of traders to adhere to hygiene standards, various by-laws, etc;
  - Measures to be introduced to assist and support traders;
  - The enforcement regime and implementation arrangements on the basis of a thorough assessment of aspects of policy and by laws that are not having the desired result presently;
  - Partnerships with the private sector to implement the new approach.
- A smart card system will be rolled out by March 2008. This will provide a record of each trader and his or her trading activities on a centralized database. The database and smart card system will also provide a record of the training and support that the trader has been able to access, how long the trader has been trading for, location of trading space, and so on. Over the medium term the system may become the basis for facilitating the graduation of traders into alternative economic opportunities since it will enable easy identification of micro-retailers who are most equipped to take up alternative space off the street.
  - Two linear-markets will be completed on a pilot basis by December 2007.
  - A new enforcement regime will be fully capacitated by March 2008. Implementation of stricter enforcement will be timed to coincide with the roll-out of new trading spaces.
  - More intensive management of street trading will go hand in hand with a developmental programme to assist street traders to consolidate and / or expand their businesses, and to identify new step-up opportunities for those wishing to graduate up the economic ladder. This will include:
    - By June 2008, a further 1 000 traders will be provided with skills training opportunities in terms of an existing partnership between the City of Johannesburg and Wits University;
    - The linking of traders into other opportunities through a Mentorship Support Programme run in partnership with the W&RSETA.

## **2. Access to broadband telecommunications**

### ***Issue:***

Cost-effective communications is a powerful enabler of economic development. However, South Africa has some of the most expensive telecommunications costs in the world. In South Africa, the very high cost of communications has resulted in telecommunications being seen as an inhibitor rather than an enabler of new business formation. In addition the demand for both speed and size (bandwidth) is currently unmet: - South Africa's broadband penetration is very low, due to both the slow pace of rollout of broadband to the home to date; and the costs involved for new wireless operators to roll out infrastructure.

It is envisaged that the introduction of facilitated access to cheaper broadband telecommunication and related services in specific areas of the Johannesburg will assist in uplifting these areas through the attraction of new businesses. The Inner City is one of the areas currently being targeted (along with Soweto and Southern Johannesburg, City Deep, and business nodes such as Sandton and Randburg).

### ***Desired outcome:***

The City of Johannesburg is working to develop a citywide broadband network in line with international trends in municipal broadband deployment. According to the City's multi-million broadband plan – the Joburg Broadband Network Project (JBNP) – companies will bid to build and operate a broadband network in a mutually beneficial partnership with the City. This will allow the City to:

- Facilitate access to broadband connectivity for businesses in the Inner City;
- Reduce the costs of local government and improve service delivery;
- Leverage other benefits: applications such as safety and security will be able to harness broadband technology, further assisting in the upgrading and marketability of the area.
- Improve the marketability of Johannesburg as a global city;
- Have a Smart Digital World Class City prepared for the ICT needs of 2010;
- Facilitate the extension of cost effective broadband ICT infrastructure to all business by establishing a CoJ "Telecommunications" Property Office (through the Johannesburg Property Company) for the leasing of City Telecoms Assets such as ducts, fibre and so on.

### ***Commitments:***

- By July 2007 the City of Johannesburg will finalize and make public a full 3D model of the Inner City of Johannesburg for telecommunications infrastructure planning.
- By September 2007 the City will roll out and evaluate demonstration network projects (including one in the Inner City).
- By June 2008 the City will have worked with partners to roll out of the Joburg Broadband network in the Inner City.

- By June 2008, funding dependent, the City of Johannesburg will set up a city-wide Telecoms office that can handle all telecoms infrastructure requests. This Office will be responsible for all negotiations around the leasing of infrastructure.

### **3. Targeted support to key economic sectors (Business Process Outsourcing, Cross-Border Shopping; Hospitality and Tourism; Fashion; Arts, culture and entertainment; etc)**

***Issue:***

Various new economic activities are growing in the Inner City. These activities compliment and in many instances reinforce the existing sectoral strengths of the Inner City as a concentration point of a range of commercial property classes, middle-income retail opportunities, and light manufacturing.

These new activities include:

- Business Process Outsourcing, in particular the call-centre industry, with an emerging cluster in the South Western Corner of the Inner City;
- Cross-border shopping, with growing concentrations of wholesale trade just to the west and south of the Inner City, and the possibilities of a major retail-concentration spanning across from the Park Station precinct into the retail heart of the Inner City;
- Activities all along the value-chain of garment manufacturing, with a concentration of production and retail activities in the so-called Fashion District, the consolidation of which presents clear opportunities for hiking the industry up the value chain into higher end fashion production and marketing and niche retail;
- Freight and logistics firms that need to be proximate to the freight forwarding and clearing processes at the City Deep 'inland port'.
- Arts, culture and entertainment activities in various quarters of the Inner City;
- The emergence of economic activities closely associated with the tourism industry, in particular a range of new hotel offerings about to come to market, higher end restaurants, new destination venues, etc;
- An incipient sports-goods production cluster adjacent to Ellis Park;
- Activities closely associated with a burgeoning residential population, notably neighbourhood gyms and other private sports and recreation offerings, laundromats, local restaurants, etc

While the City recognizes the important role that historical sectors such as the commercial property market plays in the Inner City economy, and fully supports consolidation of and reinvestment in these sectors, it is appropriate for it to also pay particular attention to supportive conditions for the emergence of new economic activities.

***Desired outcome:***

The City of Johannesburg wishes to see an economic resurgence in the Inner City, to result in a dynamic multifaceted local economy. Envisaged results include:

- An Inner City hub of cross-border wholesale and retail trade and related increased entrepreneurship and job creation in the retail, wholesale, freight logistics, tourism and transportation industries. Particularly important here is the increased efficiency in transport and

freight logistics to handle the anticipated increase in the flow of people into Johannesburg (especially around 2010) and the flow of goods into Africa;

- The development and marketing of Johannesburg as a world-class Business Process Outsourcing / off-shoring / call centre destination. The City sees an opportunity to facilitate innovative partnerships around property, technology & skills development, and infrastructure innovation in the BPO sector. Further, the City envisages the leveraging off of 24 x 7 BPO activity in the area to create a 24 hour Inner City. The CBD is already well set-up to accommodate day shift and after hour requirements, but will need to improving its offering by facilitating the provision of specialized BPO support services, and so-called late-late operations to enable BPO related activity.

**Commitments:**

- By December 2007, working closely with the Johannesburg Inner City Business Coalition, the City of Johannesburg will establish a number of JICBC 'working forums' in various economic subsectors.
- In conjunction with these 'working forums' the City and JICBC will develop a three year Inner City economic development programme by December 2008. Joint funding will be secured by June 2009, and the programme will be implemented from July 2009 to June 2012.
- By September 2007 the City will release a consolidated BPO precinct plan concretizing and clustering BPO activity by delineating buildings in the Inner City.
- By September 2007 the City will work to fill a further minimum BPO 1000 seats in the Inner City.
- By June 2008 it will expand marketing efforts to potential BPO operators locally and internationally.
- By July 2008 the City will secure the necessary private sector funding to enable essential infrastructure upgrades supportive of the BPO industry.
- By January 2008 the City will complete a feasibility study and detailed business plan for a Cross-border Retail Distribution System (CBRDS) and Cross-Border Shopping Campus linked to Park Station. Following the business plan the City will work towards the finalization of construction on a decentralised Cross-border Retail Distribution System using Park City and ORT Airport as base points, with a shuttle interface to major shopping nodes.
- Working the stakeholders such as the Cross Border Shopping Association the City will assist in the development of a Cross Border Shopping Campus in a suitable location by June 2009.
- The City will provide start-up support to the Fashion-District Institute over the next 3 years starting July 2008.

## **4. Urban Development Zone and other possible incentives**

### ***Issue:***

The Urban Development Zone Tax Incentive was promulgated in October 2004. It is an accelerated depreciation scheme that acts as a catalyst for private sector investments and facilities, improving return on investment for those investors. The UDZ incentive helps address declining land values witnessed in the inner city, which in the past has corresponded with a decline in assessment rates payable to the city, which in turn has further constrained the extent and quality of services that Johannesburg can offer to the Inner City. The key objectives of the UDZ are to:

- Stimulate buoyant economic development, and attract private sector businesses to areas where interest would otherwise be lacking, and thus reverse urban decay;;
- Promote private sector investment in construction and improvement of buildings, thereby stabilizing and increasing land values, and so growing assessment rates tax revenues used to pay for key City services;
- Increase investment in and utilisation of the existing infrastructure;
- Use the property and land at the City's disposal to promote BEE and previously disadvantaged groups participation in the mainstream economy;
- Increasing opportunities for employment near affordable housing, reducing the opportunity costs of sprawl, and improving the quality of life for people living, working, or visiting this targeted urban area.

To date the UDZ has functioned well and attracted about R2 billion worth of investment on the City's records. Considerable interest has been generated in re-investment through targeted marketing, especially to groups who have not previously been significant players in the property market. The UDZ has contributed to visible improvements in the urban built environment, and by all accounts enhanced employment opportunities.

The remaining challenge is to ensure continued take-up, especially by new investors, and to ensure that investors weighing decisions are not shut-out of the benefit because of a deadline of March 2009 for properties developed through the scheme to be 'in-use'.

### ***Desired outcome:***

The City wishes to intensify its UDZ marketing to ensure broader take up, with a view to achieve balanced and shared growth by increasing BEE participation from 2% of the current recorded investment to at least 10% per annum from 2007.

The City also wishes to see negotiated agreement on options for extension. Further it wishes to investigate for implementation closely associated incentives for the UDZ shadow areas, used by local government internationally, such as tax increment financing (TIF) schemes.

### ***Commitments:***

- The City will negotiate the extension of the UDZ deadline with the National Treasury so as to achieve amendment promulgation in the first quarter of 2008;
- The City will investigate complementary incentives to include the shadow areas for possible introduction in the 2008/09 financial year;

- The City promote the UDZ tax incentive in order to attract an additional R2.0 billion in 2007-2008;
- The City will work to increase BEE participation to 10% of incremental annual investment from 2007;
- By December 2007, the City, working with stakeholders, will segment the Inner City market according to attributes in order to enhance economic regeneration UDZ areas perceived as unattractive and therefore underperforming.

## **5. Targeted support to key economic anchors and area focused regeneration**

### ***Issue:***

Some key institutions provide anchor points for the Inner City economy. These include Jewel City; major banks and mining houses; insurance firms; Transnet; etc. These institutions have weighed the pros and cons of staying in the Inner City in the past, and continue to make locational decisions in considering expansion. It is imperative that these firms be retained in the Inner City.

Some parts of the Inner City have considerable potential for new concentrations of economic activity but held back by felt lack of certainty and predictability resulting from urban decline.

In addition, it is recognized that the economy of the Inner City of Johannesburg operates in a frame of economic linkages and closely associated economic activity especially to the south, east and west of the UDZ area. Notable anchor points and developments include:

- The City Deep inland port, fresh produce market and associated storage and manufacturing activities to the south east of the inner city;
- A large concentration of tourism potential in the south and south west;
- The possible re-emergence of primary mining activities along the reef running south of the Inner City;
- The growth in wholesale trade activities to the south west of the Inner City.

The future of the Inner City economy depends in part on this frame of linkages reaching their potential.

### ***Desired outcome:***

The City of Johannesburg will lead targeted support measures to solve problems that may be weighed in relocation decisions, so that key economic institutions maintain and extend their footprint in the Inner City. It will also use of the City's property portfolio and targeted (iconic) public investments to stimulate new economic activity on a precinct basis, with a particular focus on leveraging new economic activity off the investments for 2010 and the Gautrain

### ***Commitments:***

- With the Johannesburg Inner City Business Coalition, the City will identify a short-list of 20 key firms by July 2007. It will work with representatives of these firms to identify a short-list of their key concerns and key constraints on the business environment. The City will systematically work to address these concerns over a two year period.
- The City will continue to upgrade the area around Jewel City, and to promote national beneficiation status for this facility.

## **6. Supportive built environment**

### ***Issue:***

A city's built environment may be supportive of economic activity, or it can impose a range of binding constraints. The Inner City sees a number of pressing constraints on expanded economic activity, resulting from obsolete property, unsupportive land-use planning frameworks, and unavailability of facilities typically supportive of business activities. The key constraints include:

- Not enough parking in the Inner City is inhibiting investment choices, especially on large commercial buildings;
- Low pedestrian flows mean low retail purchasing power, and this limits investment in ground-floor retail. There is a need to provide for and promote a more walkable urban environment.
- Ground floor retail spaces are often not configured to provide suitable space for start-up businesses. Often only half the space is needed by one-person or family businesses, meaning that there is a huge jump to be made in graduating from on street 'informal' trading to in-store formal retail;
- Many stakeholders express concern about the lack of conference facilities and hotel facilities at which national and international business tourists can stay in close proximity to meeting places;
- Tourist busses often have nowhere to park at key destination points, limiting the desirability of the Inner City as a tourist destination.

### ***Desired outcome:***

The City wishes to see a systematic improvement in the general business environment, with key constraints inherent in the built environment in the Inner City being systematically addressed.

### ***Commitments:***

- The City will develop a comprehensive solution to on and off-street parking by December 2007 and roll this out by December 2008.
- The City will explore creative approaches to ensure streets are conducive to investment in retail space, and that buildings are configured for smaller stores that can be stocked by first-market entrants, etc.
- The City will work with other stakeholders to stimulate re-investment in conference facilities, hotels and associated infrastructure.

## **8. Information**

***Issue:***

Investors need strategic information in easy to access pre-packaged formats, as well as clarity on who to speak to in getting more nuanced information on Inner City investment opportunities.

***Outcome:***

The City will ensure improved data and information on economic conditions, trends, opportunities and constraints is made easily accessible to investors interested in the Inner City.

***Commitments:***

- The City will develop a research programme around factors that are driving the localised economy (life-style choices, food preferences, etc), as well as factors that act as a constraint on investment inherent in the built environment.
- The City will release an annual package of critical information for Inner City investors, and designate a person who can respond to queries from potential investors.
- The City will expand and deepen the economic activity areas GIS database to enhance knowledge of property status, poor economic performance of areas, etc.

## **SECTION 4. COMMUNITY DEVELOPMENT**

### **1. Support to NGOs, CBOs and FBOs driving various community initiatives**

***Issue:***

Non-Governmental Organizations, Community Based Organizations and Faith Based Organizations play a very valuable role in building stable communities in the Inner City and in providing a wide range of social services to residents in need. They contribute significantly to the processes of absorbing the poor and helping them up onto the ladder of social mobility. By providing voice to community needs and interests, they also alert the City to issues that it should be addressing much more effectively and efficiently, and thus help to prevent a situation where real concerns mount into frustrations. In this way NGOs, CBOs and FBOs assist the City of Johannesburg to meet its objectives as a developmental local government providing for social and economic development and effective governance.

However, NGOs, CBOs and FBOs often perform their valuable role with very limited support from government. As a result they are often fragmented and sometimes end up competing for status in the community and for small pools of available funding. The key services they provide also end up sometimes being delivered inconsistently. The lack of government support is in respect of:

- A lack of direct financial support where appropriate. It is not always appropriate for government to completely and directly fund civil society organisations. It is important that NGOs, CBOs and FBOs remain autonomous and self-sustaining. However, targeted financial support in the form of grants in aid assists in stabilizing and improving the delivery and development initiatives of civil society organizations. The City of Johannesburg unfortunately only has a small pool of social support funding on an annual basis, that must be shared out across the city.
- A lack of other kinds of material support. Support does not have to be in the form of a direct financial transfer. Many NGOs, CBOs and FBOs have difficulty finding and accessing the right kind of space from which to conduct their activities. Assisting civil society organizations to access buildings may be more appropriate.
- Many civil society organizations have access to buildings, but struggle to keep them or maintain them because of the costs entailed in occupying a premises. In some cases an undifferentiated approach by the City towards rates and services charges billed to CSOs means that they pay as much as a business would to be in a particular building. While CSOs may apply to the City for relief, the policies and procedures are not always well communicated and consistently applied.

***Desired outcome:***

The City of Johannesburg recognizes that legitimate, well-established NGOs, CBOs and FBOs play a valuable role in helping it meet its development objectives. The City wishes to see a more stable civil society environment able to assist more effectively in the processes of absorbing the poor in the Inner City and helping them onto the ladder of prosperity.

***Commitments:***

- By September 2007, the City of Johannesburg will establish a database of civil society

organizations operating in or near to the Inner City. Invitations to register on the database will be publicized widely. Clear criteria for inclusion will be communicated. Applications to be registered on the database will need to provide key information about the organisation's structures, constituencies and initiatives, and will need to demonstrate adherence to key criteria.

- By June 2008, the City of Johannesburg, working in consultation with civil society organizations will introduce a set of operational norms and standards that organizations will have to adhere to if they are to receive assistance from the City.
- By March 2008, working with the Johannesburg Inner City Business Coalition and other interested bodies, the City of Johannesburg will facilitate the establishment of an Inner City Corporate Social Responsibility Fund. The fund will receive contributions from businesses in the Inner City and assist in mobilizing funding from the Lotto and other sources. It will be set up as an Intermediary NGO, that will develop mechanisms for distributing the available funding, and for providing a platform of support and capacity building assistance to organizations operating in the Inner City.
- By March 2009, the City will provide at least three buildings dedicated to providing office and work space for NGOs, CBOs and FBOs in the Inner City. The buildings will be managed independently of the City at affordable rentals.
- By July 2008, the City of Johannesburg will introduce new social funding / grants-in-aid provisions and tariff structures that further recognize the affordability levels of civil society organizations occupying properties in the Inner City.

## **2. Special Groups: Street Children and the Aged, Orphans & Vulnerable Children, Child Headed Households, the Destitute & Homeless, Abused women, etc**

### ***Issue:***

- Need massive improvement in support and protection of street children;
- Facilities for the aged are in very poor condition. No support programmes so aged often neglected and exploited;
- Child labour;
- Violence and abuse against women

### ***Desired outcomes:***

- Data on OVCs and child headed households in order to be able to ensure that they get benefits that they qualify for.
- Re-integration of children.
- Sustainable public / private / community approach to caring for street children (interim measures include improvement of database of hotspots, current shelters, NGOs etc and

efforts to revive Johannesburg Association of Street Children (forum)).

- A register of the destitute, homeless, etc.
- Upgraded facilities for the aged.
- Grants for disabled to be improved.

**Commitments:**

- Work with provincial government to support a Shelter Forum in the Inner City, so that various shelters catering to special groups can share learning, support each other, and share beds when available and appropriate;
- Through the City's Housing Plan, we will develop emergency and transitional shelter that may cater for the needs of some special groups such as the homeless and street children on a more permanent basis.
- Working with civil society organizations the City will develop a range of capacity building and step down programmes to be run in shelters.
- Through an integrated approach involving the Revenue Department and key entities, the City will introduce a mechanism to fully subsidize the rates and service charges of selected facilities catering to the needs of special groups.

### **3. Early Childhood Development**

**Issue:**

- There are large number of single mothers in the Inner City, requiring Early Childhood Development facilities and other support.
- 225 ECD facilities in the Inner City, of which only 75 are registered. Most of these are in unsuitable rented accommodation.
- Some individuals and organisations are established crèches under the banner of informal play-groups in order to escape regulatory scrutiny.

**Desired outcomes:**

- Credible database of ECD centers in the Inner City.
- Well functioning ECD facilities able to access both local and provincial support. (Non-complying facilities to be assisted to attain compliance state.
- All compliant ECD centres to be linked to Province for subsidy and support.
- Increase in the number ECD Centres accessing social funding.
- Establishment of a toy library; etc.

**Commitments:**

- By December 2007, the City will identify 100 NGOs to be provided with measurable support that can be tracked. The Department will also facilitate links to other municipal entities who can then utilise their social responsibility budgets where appropriate. This means that resources will be used more effectively and duplication of efforts reduced.
- The City will work with selected service providers to scale up a mobile ECD capacity

building facility servicing a set number of crèches in the Inner City over the next three years.

#### **4. Conditions faced by migrants and refugee populations**

**Issue:**

- Social exclusion of refugee populations and consequent unstable populations;
- Need for a well-located and well functioning Refugee Reception Centre operated by Home Affairs;
- Need to scale up responses to the service access needs of refugees and other (economic) migrants through the City Migrants Desk;
- Health challenges from refusal to assist migrants in clinics etc.

**Desired outcomes:**

- Campaigns and other initiatives to counter public xenophobia.
- Measures to counter xenophobia of staff that leads to perverse public service/health outcomes.
- Provision of support to refugees and other migrants through facilities such as a help desk (that facilitates access to essential services such as health and social services) and a well located, well functioning refugee reception centre.
- Engagement with and support to Home Affairs.

**Commitments:**

- The City commits to taking into consideration the needs and interests of a range of migrants in the planning work that it undertakes in the Inner City. Consideration will especially be given in how best to deal with undocumented migrants in the proposed Housing Action Plan, Street Trading / Micro-retailing plan, etc.
- Where necessary and appropriate the City will strongly condemn xenophobia, and will run public campaigns aimed at achieving greater community understanding around the distinct categories of migrants and the differential rights they are entitled to under South African law.
- The City will continue to work with a range of stakeholders in building the functionality, profile and service offerings of the newly launched Migrants Help Desk.
- The City will run an internal campaign to inform staff of the distinct categories of migrants and the differential rights they are entitled to under South African law. The campaign will highlight the potentially negative public consequences of providing sub-standard services to undocumented migrants.
- The City will equip itself with capacity to interact with migrants in their own language in critical service areas such as clinics.
- The City will liaise with Home Affairs about the possibility of relocating the Johannesburg Refugee Reception Centre in an appropriate site within the Inner City.

## **5. Sports and recreation facilities and programmes**

### ***Issue:***

We cannot regenerate the Inner City without taking into account the sport and recreation needs of the populations that reside in the area. A rapidly growing population will add significantly to residential densities. Experience in other cities teaches that too densely populated areas where there is limited scope for recreation leads rapidly to serious social problems.

There is currently very limited space available for recreational facilities, and it is therefore critical to preserve what we have and protect it. Facilities in the Inner City are generally very old. A 2006/07 audit of Inner City sports and recreation facilities shows that neglect over the years has led to some facilities being in a state of serious disrepair. Swimming pools, for example, do not meet current compliance requirements as these were very different 40 years ago. There are extensive long-term maintenance and upgrading needs

There are two types of facilities – council-managed and leased. The common principle to all the facilities is that they must be welcoming to all, and must have disabled access.

Concern has been expressed by some groups that facilities are often over-booked, well in advance by certain groups. A balancing of interest needs to inform the bookings process.

### ***Desired outcomes:***

- Improved maintenance of all facilities.
- Development of new facilities.
- Equitable sharing of available facilities.
- Improved life orientation, holiday and skills programmes for vulnerable youth.

### ***Commitments:***

- By March 2010 the City will have rehabilitated or refurbished all existing facilities through a comprehensive maintenance and reconstruction programme;
- My June 2008, the City will have accurately assessed future needs for sports and recreation facilities in the light of proposed increases in residential population, current utilization rates etc, and it will have developed a menu of options for either expanding existing facilities or building new ones if this is required. This menu will also identify new facilities needed in existing parks, such as lawn bowling and soccer fields.
- To address the issue of place for active recreation, the City will draft formal agreements with schools in the area around use of their facilities by sports clubs and recreational youth associations by prior arrangement.
- Before December 2007 the City of Johannesburg will sign an agreement with Wits University around controlled community access to the JCE sports facilities. The agreement will specify a

City of Johannesburg contribution to the establishment of security fences and gates that will make public access possible but will bar access to the broader campus.

## **7. Access to health facilities and health care**

### **Issue:**

- Ambulance / EMS does not adequately serve the Inner City.
- Need enough resources (staff, clinic facilities etc) to cater for growing populations.
- Environmental health / public health services are critical.
- Lack of co-ordination and integration between facilities and services.
- Sex workers have specific health needs.
- Closed facilities.
- The performance of staff in healthcare services and the inability to take action for poor performance.

### **Desired outcomes**

- Improved access to health facilities and outreach programmes so that there is a meaningful impact on HIV & AIDS
- Dramatic improvements in public health

### **Commitments:**

## **8. Access to education, training and library facilities**

### **Issue:**

- Need for targeted programmes that assist IC residents to access opportunities and sustainable livelihoods.
- Labour issues are key.

### **Desired outcome:**

- Priority given for IC populations in large projects in the Inner City.
- The city's tendering and procurement processes should include provisions for inner city groups.
- A register of unemployed persons and those who have left school and are looking for work should be publicly available.
- Need for support for Flea markets etc.
- Need micro-finance for start-up organisations.

### **Commitments:**

## **9. Poverty alleviation and work creation programmes**

**Issue:**

- Need for targeted programmes that assist IC residents to access opportunities and sustainable livelihoods.
- Labour issues are key.

**Desired outcomes:**

- Priority given for IC populations in large projects in the Inner City.
- The city's tendering and procurement processes should include provisions for inner city groups.
- A register of unemployed persons and those who have left school and are looking for work should be publicly available.
- Need for support for Flea markets etc.
- Need micro-finance for start-up organisations.

## **10. Community pride, human rights and political voice**

**Issue:**

- *Lack of community pride, neighbourhood pride.*
- *Lack of respect for human rights and social justice*
- *Poor communication and consultation.*

**Desired outcomes:**

- Communities need to feel that they can take control of their environment and circumstances.
- Need programmes of civic education.
- Need programmes of environmental education.
- Need programmes to inform people of their human rights and measures to support them realising their human rights.
- Need measures to empower residents in respect of consumer rights, and to protect consumer rights.
- Need for improvements in efficiency and responsiveness.
- Need for improved processes of consultation and participation.
- Need for proper communication.
- Need for proper referral to services.

## **SECTION 5. TRANSPORTATION**

### **1. Bus Rapid Transit**

***Issue:***

Unlike many cities elsewhere in the world, the Inner City of Johannesburg lacks a world class 'distribution system' that enables residents of Inner City and near-Inner City neighbourhoods to get easily to and from school or work, and enables office workers to move between commercial nodes. The lack of such a system contributed to the decline of the Inner City in the 1970s and 1980s, as the spreading out of commercial development in the Inner City and a poorly conceived parking policy, made it increasingly difficult to get around in the Inner City on a day to day basis. Commercial development consequently drifted to more convenient decentralized locations.

The City of Johannesburg is currently planning a system of Bus Rapid Transit, a substantial part of which will be rolled-out in time for the 2010 Soccer World Cup. Key BRT lanes will traverse the Inner City. It is imperative that this system facilitates mobility into and out of the Inner City, but also in and around the Inner City through the appropriate design of local loops.

The City envisages that BRT will not try to compete with and displace the existing taxi industry operations. Rather it will provide a major new business opportunity for the taxi industry by allowing industry players to become major shareholders in the new system.

***Desired outcome:***

The City, in partnerships with all stakeholders, will design, build and operationalize core components of the BRT system by 2010. This system will have a component specially designed to serve as an Inner City distribution system. Key intersections between BRT lines will be designed in to integrated with newly planned commercial developments, new residential developments, new public spaces, and facilities to more effectively manage street trading.

***Commitments:***

- Within the broader design of a BRT system an Inner City distribution system will be fully planned, through careful consultation with communities and stakeholders, by December 2007.
- Within the roll-out of BRT infrastructure and operations, an Inner City Distribution System will be fully rolled out by January 2010.

[note that the final charter will clarify the ICDS component and will set out steps for its roll-out]

### **2. Park Station Precinct**

***Issue:***

With MetroMall, Park Station, long-distance taxi ranks along Noord Street, various formal and informal long-distance bus ranking and drop-off facilities, and the planned Gautrain station, the greater Park Station precinct area is probably the largest transport interchange anywhere in the

country. However at present this critical site does not function optimally as a single integrated inter-modal facility:

- MetroMall has already reached its capacity, resulting in informal ranking on the vacant land outside the formal rank;
- Informal bus-ranks have sprung up in Braamfontein because of the lack of formal facilities for inter-provincial and cross-country bus operators;
- Roads around the Johannesburg Art Gallery are clogged as a result of a lack of facilities for inter-provincial taxi routes;
- There are poor connections between the various modes, and in particular poor pedestrian connections between the available commuter rail and taxi facilities on the site. This lack of integration may be exaggerated by the Gautrain station, being developed at the North of the site, given that commuter rail lines to key destinations such as Soweto, and the major local taxi facilities are all located to the south of the site.
- Thousands of cross-border shoppers use Park Station as entry and exit point, but there are limited facilities for accommodation or storage of goods. The site is also poorly connected into the retail heart of the Inner City.

***Desired outcome:***

The City of Johannesburg, in partnership with a multitude of stakeholders, will work to ensure that the greater Park Station precinct works as a single integrated inter-modal transport facility – the International Transit and Shopping Centre. This giant interchange, designed to integrate shopping, conference facilities and world class transport facilities across all modes, will be completed by December 2015. It will be based on a major public-private partnership with a selected developer.

***Commitments:***

- Work on aspects of the total development will start in the 2007/08 financial year through budget allocations to the Johannesburg Development Agency and the Department of Transportation. This work will unblock key weaknesses in the functioning of the site at present and lay a foundation for the development of the precinct as a whole. Critically urgent requirements on the site include for example the need for taxi-holding facilities and international-bus holding facilities (now starting to cluster in Braamfontein). Urgently required facilities will developed before December 2009, possibly as interim measures.
- A detailed feasibility and project structuring study will be completed by June 2008.
- Bid documents will be issued by March 2008, with the aim of reaching financial closure on the project by December 2008. Construction on key aspects of the precinct to be developed before the 2010 Soccer World Cup will be started by January 2009.
- Construction on all remaining aspects of the project will start by July 2010, following the Soccer World Cup, and will be finalized by December 2013.
- As with other facilities the Park Station Precinct will be specially designed in all asks to facilitate access for those who are physically challenged. Stakeholders who can assist in representing the needs and interests of those with various disabilities will be consulted in the design.

### **3. Commuter rail**

***Issue:***

A national commuter rail plan is currently in the process of being finalized. This envisages a major overhaul of all infrastructure and operations on the core commuter lines across the country over the next few years. This is a key opportunity to see commuter rail infrastructure in the Inner City of Johannesburg being transformed so that it makes a major contribution to regeneration. In particular a number of stations along the main east-west line are obsolete, provide an unsatisfactory service environment for commuters and poor points of integration for surrounding industrial and residential areas.

***Desired outcome:***

The South African Rail Commuter Corporation / Intersite, working in partnership with the City of Johannesburg and other players, will rehabilitate stations in the Inner City area by 2010. This will ensure improved accessibility into the area for students, workers and visitors and create opportunities for new retail and residential development. The upgrades will be designed to ensure spill-over effects, such as improvements of surrounding streets, and the upgrade of pedestrian walkways. At the point of finalizing this draft Charter, final decisions are being made to potentially close the Doornfontein and Jeppe Stations, and to consolidate a new station between them.

***Commitments:***

- A final decision on the closure of the Doornfontein and Jeppe Stations will be made public by September 2007 at the latest.
- If the existing stations are not to be closed, they will be rehabilitated by March 2010, in a way that ensures alignment and integration with FIFA transport requirements as applicable to Ellis Park, and in alignment with the City of Johannesburg's plans for the redevelopment of the Ellis Park precinct. If a new station is to be built this will be completed by March 2010.

### **4. Parking**

***Issue:***

The lack of on-street parking and off-street parking facilities has historically been one of the major factors driving inner city decline. The spreading out of the Inner City in the 1960s and 70s, coupled with strict planning provisions limiting the amount of parking that could be built in relation to each development, eventually became a binding constraint since office workers found it impossible to get from their building in the Inner City to meetings in other buildings across. This was a strong push factor for the relocation of business in decentralized locations.

In the recent past a number of key corporate head offices have built large private parking facilities to cater for their growing staff requirements. However, in general off-street parking space remains limited today. On street parking remains poorly managed.

While the City remains committed to shifting the balance towards public transport usage, it recognizes that making more parking space available, both on and off-street, and managing this more effectively, will be a key contributor towards the further regeneration of the Inner City.

***Desired outcome:***

The City wishes to ensure sufficient on and off-street parking to cater for dramatic commercial and residential growth in the Inner City. It also wishes to ensure that off-street parking spaces and associated facilities such as parking meters are well maintained, and that a coherent system of off-street parking management is institutionalized.

***Commitments:***

- An integrated plan for the development or refurbishment of off-street parking will be completed by December 2007. The local government led elements of this plan will be fully rolled out by December 2010.
- An integrated plan for the management and maintenance of on-street parking will be completed by December 2007. This plan will be fully rolled out by March 2009.

## **5. Taxi-ranking and holding**

***Issue:***

Existing facilities for minibus taxi ranking and holding are either not adequate or, where they do exist, are not being fully utilized because they are poorly located and are not being adequately maintained. This situation results in a number of negative effects:

- Illegal and / or informal taxi ranking and holding on the streets presents mobility/congestion challenges
- Stopping at inappropriate points is sometimes a safety hazard for other city users;
- Inconvenience for commuters;
- Attempts to regulate where taxis stop and hold, in the absence of viable formal facilities, creates tension between taxis and traffic-law enforcement officials;
- Uncertainty over the status of some informal ranks for which permission was granted in the past.

***Desired outcome:***

The City of Johannesburg will work consistently with all taxi stakeholders to reach a situation where there is no more unmanaged and / or illegal ranking and holding on the Streets of the Inner City past March 2011. This requires the development of an adequate number of taxi ranking and holding facilities, in full consultation with the taxi industry as to location, design and ongoing management.

***Commitments:***

- Bearing in mind the impact of BRT and the Park Station development, as well as other current spatial interventions such as the re-organisation of street trading, a plan for the development of new taxi facilities and / or the redevelopment of existing facilities will be completed by June 2008. This will be rolled out by March 2011.

## **6. Mobility and congestion**

### ***Issue:***

Traffic signals are not currently optimally synchronised to enable maximum mobility. Current modelling is being done by the Johannesburg Roads Agency on re-synchronising traffic signals. This will be translated into an upgrade and synchronisation plan that builds various aspects of Intelligent Transport Systems into the system, including intelligent intersection priority control, motorist information systems such as variable message signs, and so on.

The redesign of the traffic signalling system is necessary in the short term, but future development also needs to take into account future plans for increases in residential densities, proposed BRT routes, proposed pedestrianization of streets in line with strategies to upgrade the heart of the Inner City, proposed linear markets to accommodate street traders, etc.

In some parts of the city traffic wardens / pointsmen have been re-introduced, sometimes in partnership with private sector players. As traffic flow into and out of the Inner City intensifies this system will be required at key intersections.

### ***Desired outcome:***

The City of Johannesburg wishes to see an Inner City traffic system designed and managed in the interests of maximum mobility and minimum congestion. Both tried and tested methods such as pointsmen, and new Intelligent Transport System innovations, will be explored on an ongoing basis to ensure optimal traffic flow. Where appropriate streets will be redesigned to facilitate smoother flows of traffic.

### ***Commitments:***

- The City will publish a summary of the results of traffic signaling modeling and planning work by December 2007. New measures in terms of this investigation will be rolled out by December 2009.
- In partnership with private sector players the City will introduce pointsmen at key intersections by September 2008.
- The City will continue to consult with other stakeholders in exploring other methods and innovations to smooth traffic flow.

## **7. Transportation and traffic safety**

### ***Issue:***

Transportation and traffic safety has a number of dimensions, including for example the education of drivers in rules of the road and appropriate travel values. But especially important from the perspective of the Inner City is:

- Pedestrian safety and security;

- Improvement of the safety and security of public transport facilities.

**Desired outcome:**

The City wishes to see dramatic improvements in motorist, pedestrian and commuter safety and security.

**Commitments:**

- The City will improve the visibility of traffic law enforcement activities in key areas.
- The City will run a pedestrian safety educational awareness campaigns in the Inner City by June 2008. Within this there will be a special focus on the safety and security of children particularly related to when they are pedestrians, accompanied or not, when they are taking public transport, safety measures around schools, etc
- In its public environment upgrade programme, the City will take into account traffic and pedestrian safety concerns in the re-design of sidewalks, traffic signaling and signage.

## **SECTION 6: RESIDENTIAL DEVELOPMENT**

### **1. Inner City housing plan**

***Issue:***

The Inner City of Johannesburg is in a process of dramatic change, with the same rapid increase in demand for residential space that has accompanied other processes of inner city transformation and regeneration elsewhere in the world. Supply of residential space has increased exponentially in recent years. This has taken various forms, from transitional housing for the very poor, through to social housing, through to loft developments for the wealthy. This response to the demand is enormously positive.

However, residential development is not yet keeping pace with demand at all levels of the housing ladder. This is manifested in the symptom of a large number of 'bad buildings'.

Bad buildings are properties where little or no investment is being made in maintaining the building, either because (i) the owner has abandoned the building or the building has been hijacked, and so there are no clear landlord / caretaker structures or arrangements in place; (ii) residents are not paying rents and so owners do not have the means to pay for building upkeep; (iii) residents are paying, but the payments are not being utilized by the owner or manager to maintain the building or pay Council rates and service charges, often leading to restriction / disconnections of services, with a resultant compounding of the problem.

The problems associated with bad buildings must be addressed directly (see issue of 'bad buildings' in the urban management, safety and security section of this Charter), but it is recognized that the problem of building decline is underpinned by a deeper structural problem. This is that the Inner City, which has traditionally played a role as Johannesburg's port of first entry for households new to the city or just starting out on the housing ladder, has not been able to keep pace with demand for *affordable* accommodation. The large, and increasing number of poorer residents trying to locate close to economic opportunities and urban amenities, in the absence of decent, well managed affordable accommodation, gives rise to:

- A strong incentive for residents to take matters into their own hands by taking over buildings that are not designed for residential accommodation;
- A market for slum lords offering low quality, low cost accommodation, since the absence of any alternative accommodation robs residents of their power to demand a well-maintained building;
- Overcrowding through the subletting of units, in turn resulting in buildings becoming health and safety hazards;
- An unstable environment in which building owners perceive medium-term risks to the value of their property, and so choose not to risk further investment in it, leading in turn to the self-reinforcing cycle of not being able to attract or keep residents who want and can afford to pay for decent accommodation, and so a decline in the revenue available to pay for upkeep;

- A situation where the new accommodation that is being built is being priced beyond the reach of many residents, giving them little option but to further crowd into buildings in poor conditions, which further worsens the environment, and in turn leads to a drag on investment in new residential development.

The upshot of this is that Johannesburg will never see the problem of bad buildings addressed unless there is a huge investment in accommodation that provides a judicious mix of options for medium- to high-income earners as well as residents who are at the point in their lives and careers where they cannot afford very much.

***Desired outcome:***

The City of Johannesburg will work with all partners and stakeholders to lead an Inner City Housing Plan that provides or ensures at least 50 000 (and ideally 75 000) new residential units by 2015, either in the Inner City or near to it. On rough estimates of demand it is projected that some 20 000 of these units must be affordable to households in lower income bands if the collective problem of a stressed Inner City residential environment is to be solved. This does not mean that the Inner City is to become a dormitory for the poor. The City of Johannesburg envisages the creation of the largest mixed income community in the country, built on the basis of inclusionary housing.

The first step in the process is the design of a clear Housing Plan that can be agreed by a majority of stakeholders, which gives certainty to the market for residential development. This must clarify how the City and its partners will work to provide a wide range of options, including:

- Shelters for the homeless and other special groups in need;
- Emergency accommodation;
- Accommodation of a transitional nature;
- Affordable rental or social housing at various income levels;
- Inclusionary housing done on the basis of creative partnerships between the public and private sector, and catering to both households wanting affordable rentals and those wanting first-access ownership opportunities;
- Continued delivery of both medium and high-income rental and ownership options in non-inclusionary buildings.

***Commitments:***

- The City of Johannesburg, in ongoing close consultation with all stakeholders, will publicly release a first phase Inner City Housing Action Plan by end July 2007. This will provide a detailed analysis of demand and supply factors; a detailed statement of approach clarifying where and how the City and its partners will concentrate effort; and sketching the institutional and financial arrangements required to activate and drive the scale of housing delivery sought.
- By December 2007, this will be further developed into a second phase Inner City Housing Action Plan. This will be an operational plan that details all agreements reached on the necessary financial and institutional arrangements to drive delivery.
- All financial and institutional arrangements will be established by March 2008.
- The City of Johannesburg will work across the board to establish the conditions for the Housing

Action Plan to be implemented. By December 2007 an assessment of current service infrastructure in the Inner City will be completed. Further engineering studies at a more local level may be required thereafter. The City and its entities will work to ensure that all future infrastructure requirements are in place in advance of the anticipated roll-out.

## **2. Getting the basics right**

### ***Issue:***

The Housing Action Plan to be developed will clarify a range of special interventions required to scale up housing supply in particular markets. These special interventions notwithstanding, the City acknowledges the concern expressed by stakeholders that it is not doing enough to create the conditions for accelerated supply of housing within the Inner City, regardless of the type being developed. Stakeholders have pointed to various weaknesses in everyday service delivery that delay important proposed developments.

### ***Desired outcome:***

Without detracting from the ability to apply a package of special incentives that may further smooth the passage of preferred developments, the City is committed to laying a better basis for residential development of whatever sort through dramatically improved service delivery.

### ***Commitments:***

- By December 2007 the City will ensure that all clearance certificates in the Inner City will be issued within 3 months, and if this cannot be achieved for exceptional reasons in certain cases, that the City will communicate directly with the new property owner to reassure them of progress and exact timeframes. The City will take a zero tolerance approach to dealing with incidents of fraud and corruption in issuing clearance certificates.
- The City will continue to reduce the turn-around times on development and building plan applications.
- The City has taken note of the fact that many Inner City buildings may be incorrectly rated, or are not being charged at the correct tariffs, in part due to the rapid change in use that has occurred over the last five years. Through a marketing campaign and direct interactions with property owners it will ensure that the correct rates and tariffs are being applied to every building in the Inner City by December 2008.
- The City will continue to apply a special rates rebate of 40% for all properties in identified Inner City suburbs where at least 80% of the building is reserved for residential. This rebate will be available on application by the building owner.
- The City recognizes the negative impact that poor urban management and by-law enforcement has on the ability of developers to secure finance for development, and maintain their properties in a manner that secures regular payment. This has effect on the pace of residential development. Residential developers are given comfort that these issues are being given a high-priority. Urban management, by-law enforcement and safety and security issues are

responded to through commitments elsewhere in this Charter.

### **3. Emergency and transitional accommodation**

***Issue:***

Over the medium to longer term, the City of Johannesburg envisages that all Inner City residents will be able to locate in decent, secure accommodation that is in line with their affordability thresholds. In the short-term however there is a real shortage of *temporary* accommodation options serving a range of interests:

- Shelters providing for a range of special needs (street-children; abused women and trafficked girls; the aged; chronically homeless; etc);
- Emergency accommodation to cater for disasters;
- 'Decant facilities' to enable relocation of residents where refurbishment of unsafe buildings is critical, or for temporary accommodation purposes when properties are being upgraded;
- Transitional housing / affordable rental.

***Desired outcome:***

The provision of alternative accommodation (either on a temporary basis or otherwise) for people who have to be removed from unsafe buildings is a matter in the Courts at the time of writing this Charter. It is possible that the Constitutional Court may confirm the Appeal Court finding that provision of temporary accommodation to cater for those removed from unsafe buildings does not have to be in the Inner City. However, *while it maintains that it will likely not be possible to provide all necessary temporary accommodation in the Inner City*, the City of Johannesburg recognizes that it is preferable that this accommodation be in the Inner City so as to minimize disruption to the everyday life and work patterns, and in turn livelihoods, of those it is obliged to vacate from bad buildings. As far as possible therefore, the City will work to ensure that decant facilities are provided in or close to the Inner City. Decant facilities may also serve as emergency accommodation.

In addition, the City wishes to see adequate shelters for those with special needs.

Transitional housing, designed on the assumption that people just entering the housing market need a semi-permanent option (say for 2 years) of very cheap accommodation, sometimes accompanied by targeted training programmes, before they are moved out, has seen mixed success but it remains a concept that can be applied.

***Commitments:***

- The City of Johannesburg will have available at least 500 beds for emergency accommodation and decant facilities in the Inner City by July 2007.
- The City of Johannesburg will have available a further 1000 beds for emergency accommodation and decant facilities in the Inner City by June 2008.
- Cross refer to Social / Community SWG for programme dealing with shelters for groups in special need.

- The City will ensure that Joshco is provided with at least 10 buildings from the Better Buildings Programme over the next three financial years for further developments on the model provided by Europa House. [The final number may be expressed as a percentage of the total number of buildings secured through the Better Buildings Programme].

### **3. Incentives for inclusionary housing**

***Issue:***

The City of Johannesburg will scale up the resources it devotes to providing or ensuring (i) *emergency accommodation* to cater for people in crisis or people who have had to be vacated from unsafe buildings before these can be refurbished for active use and (ii) shelters for those with special needs. It will also work with partners such as national and provincial government, as well as social housing organizations, to channel more resources to non-private sector led housing delivery for the poor in the Inner City. This will see a scaling up of more semi-permanent or permanent affordable housing opportunities. The City of Johannesburg will also work with provincial government and social-housing providers to ensure that more 'social housing' is provided.

However, the City of Johannesburg does not wish to move forward on the assumption that the private sector will cater for the middle to upper income market, whereas the public and social sectors will pick up all responsibilities for housing poorer residents. However 'logical' it may appear at first glance, this divided approach leads to a number of negative consequences:

- Significant institutional capacity will have to be developed within the City to plan and construct housing. This institutional capacity will be at the cost of the taxpayer.
- The City ending up as a long-term owner and/or manager of public housing, again at the cost to the taxpayer of significant institutional capacity, and at the risk of this housing having to be *excessively* subsidized through the fiscus when realistic cost recovery cannot be achieved for whatever reason.
- The poor end up bearing a relatively high cost *in proportion to their monthly incomes* for the ongoing maintenance of buildings, and therefore a concentration of risk that buildings only housing the poor will not be adequately maintained, and will therefore return to haunt the Inner City as slums.
- Social exclusion, as buildings dedicated to housing the poor are often built at lower standards and poorer finishes and therefore may visibly stand out as islands of poverty.
- Spatial divisions in the built environment, as private sector providers of medium to high income housing fear that buildings housing the poor in the immediate vicinity of their developments will depress property values and prevent them from securing the 'right kind' of tenants. In other cities this has often resulted in developments for the poor being pushed out into defined quarters, which frequently end-up becoming ghettos.

The trend in many cities around the world, *and the current thrust of national and provincial policy*, is to try to avoid these consequences through measures to promote 'inclusionary housing'. Inclusionary housing envisages the development and maintenance of affordable accommodation *within* every development, in a proportion of income mixes that ensures both the financial viability and operational sustainability of the development, as well as the significant social and economic

benefits for the community at large of housing the poor within decent, well-managed apartment blocks.

**Desired outcome:**

In close partnership with all stakeholders, including other spheres of government and private-sector developers, the City of Johannesburg will put in place South Africa's largest inclusionary housing programme in the Inner City. It is envisaged that approximately 20 000 of the 50 000 to 75 000 housing units developed in the Inner City over the next five to ten years will be developed within mixed income, inclusionary housing apartment blocks in well-managed neighbourhoods with facilities appropriate to the users. The housing units will offer a range of options which allow for choice and mobility.

This programme will be based on the following principles:

- Voluntary co-operation of private sector developers, supported by a package of incentives intended to attract private sector players into inclusionary housing partnerships with the City;
- A non-exclusive approach, in that public and social sector led social-housing / affordable rental development, and private-sector led developments that do not accommodate the poor will continue alongside inclusionary housing developments;
- Dynamic evolution of the programme. The City will not fixate on one approach, but will experiment, continue to learn lessons from what works and will adjust the approach as the programme scales up in the years to come.

**Commitments:**

- By January 2008 the City will establish structures, systems and processes for receiving private sector proposals for inclusionary housing developments. The structure established will be responsible for assessing the proposal against a set of criteria and 'packaging' a set of incentives around the development. Developers may elect not to bring their development to the structure, and rather proceed through normal Council channels for approval, but will not receive the benefits of any of the incentives offered.
- As part of the finalization of the Inner City Housing Action Plan the City will clarify ideal-type income/affordability categories and floor/apartment design options for application. Innovation within a range of parameters will be encouraged.
- By January 2008 the City will have configured a package of incentives (to be fully detailed in the Inner City Housing Action Plan) that may at least include:
  1. Special processes for plan approvals and clearance certificates that reduce time/holding costs below a defined baseline;
  2. Access to housing subsidies made available by provincial government for inclusionary housing;
  3. Targeted rates rebates for developments that entail demolition of particularly bad-buildings;
  4. Other applications of rates rebates;
  5. Waivers on bulk-service contributions;
  6. Application of the reformulated better-buildings programme or strategic City land purchases and offerings at preferential prices;

7. Revenue system flexibility. Many developments, because they are registered as commercial, are charged commercial rates and service charges, even though the property houses very poor people. In addition, because the building is seen as a single point of supply with a single meter, the high consumption sees units of water and power delivered costed at the upper end of the rising block tariff structure. Special 'inclusionary housing' tariff structures will be introduced and may include the possibility of a fixed cost for residential units servicing the lower end of the market.
  8. A wholesale rate for water and electricity to building owners (provided that the final charge to tenants would not be higher than were they to contract with the City directly) so that building owners can recover the costs of administration of separate water and electricity meters, and the collection of fees which are paid over to council.
  9. A restructured approach to the social package so that this can be accessed by households in tenancy arrangements. Other options for 'rent-subsidies', either direct or indirect, will be explored.
  10. Where appropriate, targeted flexibility in building-control standards, such as in respect of requirements for 'stretcher-lifts', without compromising the safety of residents.
- The City of Johannesburg will engage with the Banking Association to ensure that the final inclusionary housing products are bankable and congruent with national government policy.
  - In January 2009, following a year of implementation, through a structured programme of assessment and review agreed to and conducted with representative bodies of private sector developers, adjustments to the package of incentives and its operationalisation will be announced. Further review and adjustments will be made in January 2011 and January 2013.

## **4. Access to the social package**

### ***Issue:***

Many households resident in the Inner City do not hold the rates and utilities accounts for their properties. They are consequently not receiving their entitlements of free basic services under the City's social package, nor are they able to present themselves to the City as indigent for access to subsidized sanitation and waste. If residents were able to access the social package in the inner city as tenants, this would significantly add to their ability to pay market rentals.

### ***Desired outcome:***

Inner City residents will be permitted to register as indigents regardless of the fact that they are not accountholders, if they can present a lease agreement in a building in the UDZ area. They can access equivalent of the *broader* social package via a 'coupon system', by means of which the building owner gets a 'rebate' on the monthly total bill to the tune of the individual unit social package x the number of indigent lessees. This system, acting effectively as a 'rent subsidy', would hugely incentivise both owner and tenant to rectify payment situation with the City. It could also be used to 'spotlight' slumlords if we say that the system only works if the Building Owner 'signs up' to the programme. If the building owner refuses the tenants have the right to approach the City to intervene.

**Commitments:**

- Before November 2007, the City will investigate options for the application of the social package in the Inner City, along the lines suggested by the desired outcome.
- The City of Johannesburg will introduce a viable social package option for the Inner City as part of its revised social package policy, to be introduced via the 2007/08 tariff review process, and to become effective in July 2008.

## **5. The Better Buildings Programme**

**Issue:**

The Better Buildings Programme is one of the City's most important mechanisms in accelerating renewal and bringing old buildings to market for new residential development. It makes provision for a building where the rates and service charge arrears exceed the market value of the building to be sold to a new owner at the assessed market value, with a consequent writing down of the debt owed to the City. For various reasons the processes entailed in giving effect to the programme on a building by building basis are very laborious and complex. A mechanism is required to speed up the programme.

**Desired outcome:**

The City wishes to ensure that all eligible buildings for the Better Buildings Programme (at a minimum those buildings which currently owe the City more than the building is worth) are rapidly brought into a reconfigured Better Buildings Scheme that:

- Dramatically increases the flow of funding into refurbishment;
- Ensure that BBBEE players are able to access new property ownership opportunities from the portfolio of buildings;
- Deals effectively with hurdles that have hampered the smooth operation of the Programme in the past, including challenges in acquiring the buildings and difficulties in the process of securing rates write-offs and clearance certificates;
- Deals in a humane and coherent way with the challenge of buildings in desperate need of refurbishment already being occupied. While the City remains convinced that rapidly deteriorated buildings must be rehabilitated in the interests of the whole community, it also recognizes the constitutional and legal rights to tenure security of very vulnerable people legally or illegally occupying many buildings. These interests and rights must be balanced in a programme that sequences the rehabilitation of buildings with the availing of both temporary accommodation options and affordable rental and ownership options in the Inner City.

**Commitments:**

- The City of Johannesburg will establish a dedicated project to ensure that judgments are secured against all buildings currently owing the City more than a specified quantity (in relation to the worth of the building).
- The City will then work proactively to acquire all buildings against which judgments have been secured and move them into a specially designed scheme (ideally listed on the Johannesburg

Stock Exchange) that is then able to rapidly recycle the buildings back into the market place. All identified buildings will be successfully dealt with by December 2010.

- The buildings that have been moved into the scheme will be made available to new investors at a reduced price or even for free, with the return on investment accruing on a share basis to the City and new investors. Within this process every effort will be made to avail property ownership and investment options to BBBEE interests.
- A large number of buildings treated as part of the existing Better Buildings Programme have been dealt with through sale and refurbishment agreements with new investors. As far as possible the City will ensure that all outstanding obligations are adhered to, and will ensure that all of these obligations are processed by no later than June 2008.

## **6. Sectional title support**

### ***Issue:***

The City of Johannesburg wishes to see new entrants into the residential market access ownership opportunities as well as affordable rental. Ownership options provide wealth to occupants, and ensure a measure of tenure security that even subsidized rentals are unable to guarantee. A challenge is that ownership schemes in residential buildings are often compromised by deteriorating sectional title arrangements, usually because of weak body-corporate management structures.

Bad sectional title schemes/buildings develop for much the same reasons as do conventional single-landlord buildings. The time scale along which such deterioration occurs may, however, often be longer as a number of unit owners slowly default, rather than a single landlord, whilst the load that this causes is taken up by the remaining unit owners in the body corporate. Eventually the number of delinquent units within the building increases until a critical mass is reached, at which point the remaining unit owners are unable to bear the load to maintain the building, and the body corporate collapses.

### ***Desired outcome:***

The City of Johannesburg will work to support sectional title schemes in Inner City apartment buildings through a targeted programme that capacitates and empowers body-corporate structures at risk of collapse.

### ***Commitments:***

- The City will investigate the challenge of illegal and unregistered management agents, and develop an approach to dealing with this challenge by no later than March 2008.
- The City of Johannesburg will pilot a sectional title intervention in 10 Inner City buildings by March 2008.
- Through the scheme it will scale up support to at least 100 body-corporate structures in Inner City buildings by March 2010.

## **7. Improvement districts in residential areas**

***Issue:***

City Improvement Districts, first introduced in the Johannesburg Inner City in the 1990s, have had a major impact on improving the public environment in commercial areas. Recently there have been efforts to extend the broad approach of non-governmental-sector led public environment management to residential areas. While the vision and approach of CIDs is driving this extension, it is not yet clear that a uniform model can be applied in all areas. The City needs to work with relevant stakeholders to define a typology of Improvement Districts, and a differentiated approach to supporting them. In general the City of Johannesburg has been in favour of CID initiatives, but its actual support for their establishment and capacitation has not been programmatic.

***Desired outcome:***

Within a broader programme of support for Improvement Districts, the City will give support to improvement districts being established in residential areas. This support will consist of helping property owners and residents to define the appropriate model, and assisting in their start up for a defined period.

***Commitments:***

- The City of Johannesburg will develop a coherent programme of support for improvement districts by October 2007.
- By June 2008 the City will have assisted in the establishment of at least 3 improvement districts in stressed residential areas.
- By June 2009, the City will have assisted in the establishment of a further 5 improvement districts in stressed residential areas.

## **8. Hostels and informal settlements**

***Issue:***

Hostels are a neglected form of residential properties, both within the inner city and in its immediate environs. In particular, large complexes in the South Eastern part of the Inner City are in a serious state of disrepair. In addition there is an increasing number of larger informal settlements and smaller informal settlements behind buildings in a form sometimes described as 'sub-hostels'

***Desired outcome:***

An accelerated programme of hostel upgrading is required, as are measures to prevent the expansion of informal settlements and to give the current inhabitants of Inner City informal settlements acceptable alternative accommodation.

***Commitments:***

- Working with Gauteng Provincial Department of Housing, the City of Johannesburg will ensure that a programme for the upgrading of all hostels in the Inner City will be finalized by December

2007. This will ensure that all hostels are upgraded before December 2012.

- Working with Gauteng Provincial Department of Housing and other stakeholders, the City of Johannesburg will ensure that a programme for the management and redevelopment of all informal settlements in the Inner City will be finalized by December 2007. This will be rolled out by December 2012.

## Part C: Institutional arrangements

---

The section, to be completed after the Summit on 5 May, will detail institutional and capacity development arrangements in four areas:

1. The role, responsibilities and structures to be established in Region F regional administration, with particular focus on the possible establishment of an Inner City Office.
2. In broad terms the roles and responsibilities of various departments and municipal entities towards the component parts of this Charter.
3. Arrangements to deepen political oversight over the programmes to develop the Inner City (especially the role of the Section 79 Inner City Committee).
4. A Charter Partnership Forum that will work to expand and deepen the partnership between the City, business, civil society and other spheres of government, and which will enable external stakeholders to closely monitor the implementation of Charter commitments.