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ALEXANDRA RENEWAL PROJECT
JOHANNESBURG. SOUTH AFRICA
PROJECT DESIGN REVIEW

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PROJECT DESIGN REVIEW

Preface

The Project Design Review Report is the first of the reports prepared by the Urban Planning Advisor under the USAID funded technical assistance package for the Alexandra Renewal Project (ARP). It was prepared at the conclusion of an input to the ARP made in May 2002. The Urban Planning Advisor is one of a three person technical assistance team comprising also an Institutional, Policy & Finance Advisor and an Engineering & Implementation Advisor. This report should be read in conjunction with the reports produced by these other two advisors.

Part A of the Report provides a brief background to the ARP and the direction of the technical assistance input arrived at through initial discussions with the ARP Program Manager. It also provides a background to the development of Alexandra from its origins some 90 years ago to the present day.

Part B of the Report presents the preliminary findings and recommendations arrived at after the conclusion of the first input of the Urban Planning Advisor. The five sub-sections of Part B review and make comment on:

- 1) **various strategic planning issues impacting on the ARP:** including the Spatial Development Framework (SDF) being prepared for the Greater Johannesburg Metropolitan Area (GJMA), as well as proposals for the demarcation of urban boundaries linked to future population growth and the demand for land and housing;
- 2) **relevant land management considerations:** including town planning schemes, planning approval procedures and building regulations and byelaws;
- 3) **the proposed ARP precinct based approach to development:** including: a) various issues linked to precinct management (such as management terms of reference, guidelines, and schedules); b) general precinct demarcation; and c) precinct-specific considerations, including the identification of Pan Africa area as a potential high impact development area;
- 4) **issues related to relocation from Alexandra:** especially in relation to planning (erf area) standards and the difficulties experienced in acquiring suitable additional land for resettlement;
- 5) **the transfer of residential properties process:** focusing especially on the ongoing pilot study being undertaken by the ARP Transfer of Housing Task Team.

ACCRONYMS AND ABBREVIATIONS

ARP	Alexandra Renewal Project
AUDF	Alexandra Urban Development Framework
CBO	Community Based Organisation
CID	City Improvement District
DFA	Development Facilitation Act
DMU	Development Management Unit
DPTLUEM	Department of Transport, Land Use and Environmental Management
GJMA	Greater Johannesburg Metropolitan Area
IDP	Integrated Development Plan
LED	Local Economic Development
LIDP	Local Integrated Development Plan
NGO	Non-government Organisation
SDF	Spatial Development Framework
S MDF	Strategic Metropolitan Development Framework
PFA	Project Focus Area
THTT	Transfer of Houses Task Team

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PART A: BACKGROUND TO THE ALEXANDRA RENEWAL PROJECT (ARP)

1. The Alexandra Renewal Project (ARP)

Greater Alexandra in Gauteng Province is one of the slum upgrading projects which currently make up the nationwide Urban Renewal Strategy launched by the President in February 2001. This strategy, combined with a parallel rural initiative, is one of Government's responses aimed at addressing the issue of poverty. It presently comprises eight slum upgrading projects throughout the country housing almost 3 million people.

Following identification of Greater Alexandra as a Presidential Project, the Alexandra Renewal Project (ARP) Project Team was formed by the Gauteng Provincial Government Housing Department. By March 2001, draft ARP proposals were prepared with the collaboration of other relevant provincial government departments, the City of Johannesburg, and various stakeholders including non government organisations (NGO), community based organisations (CBO) and private sector interests. The Provincial Government appointed an ARP Program Manager and the City Government a Project Manager. In April 2001, a consortium of consultants was appointed to assist the ARP Team in preparing and implementing an Overall Strategic Framework for the Project.

2. Technical Assistance (TA) to the ARP

The basic objective of providing technical assistance to the ARP is to draw on relevant international best practice and comparative experience of large complex upgrading projects and the integrate consideration of these into the ongoing ARP preparation / implementation process. The TA team is made up of three advisors in the fields of urban planning, engineering and institutional and financial management. Each of the advisors had a defined scope of work.

The original scope of work for the Urban Planning Advisor was to work closely with other TA team members to support all aspects of the Project, but in particular to: a) review ARP plans and work with Project staff to consider design alternatives, particularly multi-family housing leading to decreased off-site relocation requirements; b) assist in the preparation of an ARP Planning Manual, potentially applicable to other upgrading projects in the country; c) review the overall strategic planning framework for the Project; and d) assist in identifying and delivering opportunities for ARP staff and other similar projects to interact and share relevant experience from outside South Africa.

Following discussions with the ARP Program Manager in May 2002, a revised scope of work for the Urban Planning and Financial / Institutional Advisors was agreed. In terms of required urban planning requirements this comprised: a) a development planning review, to include strategic planning considerations and appropriate land use zoning and development controls; b) a review of the proposed ARP Precinct based management approach to ARP implementation and management; c) assistance in developing an appropriate housing strategy for Alexandra, in particular policies and procedures related to the transfer of transfer properties and the improvement of conditions in existing areas of backyard shacks in Old Alexandra; and d) comments of the existing relocation methodology.

3. The Historical Development of Alexandra

In 1912, the land on which Alexandra is situated was proclaimed a 'native township'. It was one of the few areas where black people could own land under freehold title in urban areas. In 1916, the Alexandra Health Committee was established to the township, which by then had a population of 30,000

In 1948, administration of Alexandra fell under the direct control of the then Department of Native Affairs. The main strategies for Alexandra implemented as part of Government's apartheid policy were the control of movement into the area, the expropriation of freehold property, and the reduction of population, as a result of which approximately 50 000 people were forcibly removed to Tembisa and Soweto.

In the 1960s, Government decided to demolish all properties in Alexandra, eliminate all family housing, and construct 25 hostels each housing about 2,500 'single' people. Three hostels were completed – two for men and one for women. However, by the mid 1970s, due to high costs, mounting opposition, and the lack of accommodation for displaced persons, the construction of hostels was abandoned. Following the Soweto riots in June 1976, further evictions, removals and expropriation of properties were halted.

In 1980, a new Master Plan for Alexandra was drawn up. The intention was to demolish all houses and to develop Alexandra as a "Garden City", with medium density residential areas, a central business district, light industrial areas, sports complexes and network of parks. However, only a small part of the Plan was implemented in the East Bank area.

In 1986, the Master Plan was abandoned and superceded by a Government programme of urban renewal, driven by the State Security Council (SSC). Emphasis was placed on the provision of infrastructure and services, until then almost totally lacking in Alexandra. The standards of provision were adequate, but designed for a population of only 70,000. However, although implementation required considerable demolition and disruption of households, the number of people moving into Alexandra was continually increasing. This was not taken into account, nor was suitable alternative land made available to accommodate those who were displaced. As a result, the new infrastructure was insufficient to cater for growing demand, proper maintenance was not carried out and infrastructure quickly deteriorated. By the end of 1990, the urban renewal programme was abandoned.

Between 1991 and 1992 there was considerable communal and political turmoil in Alexandra in which many died, were injured or displaced. However, following the elections of 1994, conditions in Alexandra have become increasing stable.

The ARP is designed as a response to the prevailing conditions of poverty, overcrowding and environmental degradation in Alexandra that are the result of decades of Government mismanagement and neglect.

4.Characteristics of Alexandra

Greater Alexandra is strategically located in the north east of Johannesburg, in close proximity to major regional road network, and within the key urban development growth

corridor identified in the various provincial and metropolitan strategic planning documents. The land area of Alexandra is somewhere between 0.8 and 1.0 square kilometer. The present day population somewhere between 350,000 and 400,000.

The following are some of the most significant characteristics drawn from a survey of Alexandra undertaken in October 2000.

Age: over 35 per cent of the population is in the 30 to 40 age group. The 20 to 30 age group predominates in the Marlboro-Wynberg area and in the flats.

Income: about 63 percent of household incomes in Old Alexandra are below R1000 per month. By contrast 55 percent of households on the East Bank have monthly incomes of between R1000 to 2000, and 45 percent of households in the flats have incomes between R2000- 3000.

Employment: unemployment is generally at around 60 percent. More than 70 percent of all workers are unskilled.

Education: education attainment is generally low, the highest levels being in the East Bank and the flats where about 50 per cent and 75 percent of household heads respectively have matric or some form of diploma.

Rentals: approximately 30 percent of all residents pay no rents, while a further 29 percent pay a monthly rental of below R50. Some rentals on the East Bank and the flats are above R300.

Residential densities and overcrowding: residential densities are generally high, in some areas around 770 persons per hectare. There is also generally serious overcrowding. In Old Alexandra about 70 percent of all households comprise more than 10 people.

Length of stay: approximately 62 percent of all residents have occupied their present accommodation for more than 10 years. About 9 percent of households mostly in the Women's' hostel and Wynberg-Marlboro area have been resident for less than one year.

Governance: there is no development control and bylaw adherence at present. Payment for public utilities and services is minimal.

HIV-Aids: the level of HIV / Aids is estimated at about 40 percent, more than the average for Gauteng Province as a whole.

5. The ARP Development Vision

In the course of the Project, estimated at about seven years duration at present, the ARP seeks to upgrade living conditions and human development potential within Alexandra by:

- Substantially reducing unemployment by about 20 percent.
- Creating a clean and healthy living environment, including improved access to public utilities, health and social services, and public parks and other amenities.
- Providing services at affordable and sustainable levels with repayment levels of 90

percent.

- Reducing levels of crime and violence by 50 percent from present levels.
- Upgrading the existing housing environment and creating additional affordable housing opportunities with security of tenure and well regulated density and quality.
- Dedensification to appropriate land.

These objectives will be achieved in a manner which encourages high levels of community involvement, civic pride and sustainable local authority administration.

6. Structure of the ARP

The ARP is a joint venture between national, provincial and local government. The Provincial Housing Department has established a Project team under a Program Manager. Local Government has appointed a Project Manager, who together with the Region 7 Director is responsible for overseeing implementation, and managing local government's participation in the Project.

The ARP is being undertaken in three focus clusters, each comprising a number of functional area teams:

- **Physical Development:** Spatial Planning, Land Use and Environmental Management; Housing; Engineering Services.
- **Economic Development:** Local Economic Development; Public Safety and Security; Local Government Capacitation; Heritage, Arts and Culture.
- **Social Development:** Education, Health; Welfare; Sports and Recreation.

Each of the three focus clusters is led by a convenor from either provincial or local government who coordinates activities and reports to Program / Project management. Each of the functional teams also has an assigned team leader from provincial or local government to direct the preparation and implementation of functional plans and programmes that make up the overall ARP development strategy. The consultant's consortium headed by Maluleke Luthuli & Associates (MLA) provides technical assistance at all levels.

A Strategic Management Team and a Technical Team made up of representatives of provincial and local government, and the consultants' consortium, oversee the coordination of all ARP activities.

PART B: PRELIMINARY FINDINGS AND RECOMMENDATIONS

1. Strategic Planning Issues

1.1 The GJMA Spatial Development Framework (SDF)

The Spatial Development Framework (SDF) for the Greater Johannesburg Metropolitan Area (GJMA) has been prepared by the City Development Planning and Facilitation Unit (DPFU). It was formally approved in January 2002. The SDF represents part of a revamped planning system for the GJMA, which was formally established in 2000. Unlike the Strategic Metropolitan Development Framework (SMDF) which it supercedes, the SDF draws directly on the Development Facilitation Act (DFA) and policies set out in iGoli 2030, Along with key sectoral plans and programs such as those for transportation, water supply and the environment, the SDF forms the basis for the Integrated Development Plan for the GJMA presently being finalised.

The SDF was compiled on the basis of Local Integrated Development Plans (LIDP) for each of the eleven GJMA regions, and within these, component Precinct Development Plans such as the Alexandra Urban Development Framework (AUDF)¹. The LIDP for Region 7 and the AUDF were both formally approved by Council in March 2002. Interestingly, the AUDF makes direct reference to SMDF and not the SDF as part of its strategic rationale for the development of Alexandra. It also refers to the Gauteng Spatial Development Framework (GSDF), which is also being reviewed at present. Nevertheless, irrespective of the complexities of the planning and development framework, the strategic physical and economic rationale for the AUDF remains sound.

1.2 Demarcation of Urban Development Boundaries

The SDF is structured upon six component development strategies, one of which is a clear demarcation of urban boundaries within the GJMA beyond which no development will be permitted. From a superficial review of relevant documents, it appears that as much as 30 percent of all land in the GJMA lies outside these boundaries.

The rationale for this demarcation is referred to in iGoli 2030², which sees the existing urban form and geography of Johannesburg as a major impediment to economic growth, for reasons that include the ad-hoc urban sprawl, poor transportation systems, and both the uneconomic expansion and under-utilisation of bulk infrastructure and services. The redefinition of a compact urban boundary based primarily on bulk infrastructure and transport considerations is seen as an important and urgent intervention. The intended outcome is the achievement of economies of scale in service provision and increased productivity through reduced journey-to-work time. Recognition is given to the fact that land and property values will increase, and that the most immediate and drastic effect of this will be in the low cost housing sector, as a result of an increase in land prices, a reduction in the value of the current housing subsidy, and generally limited affordable land availability for low cost housing in the redefined urban area.

¹ These precincts are not to be confused with those proposed under the ARP precinct management approach (refer section B.3. of this report).

² Refer iGoli 2030. Chapter 6. Engine of Growth Focus Areas

In recognition of these possible adverse impacts on the low cost housing market, iGoli 2030 calls for preparation of a new low cost housing strategy to support the concept of compact urban boundaries. The strategy would be asked to look at increasing residential densities, providing additional rental stock and a wider range of appropriate accommodation types, while at the same time recognising a diminishing low income housing demand as economic policies take effect, incomes rise, and many lower income households leave to other areas offering job opportunities for less skilled workers.

1.3 Population Growth & Demand for Land and Housing

Drawing on data from the Greater Johannesburg Demographic Report, iGoli 2030³ estimates the present population of the City of Johannesburg at about 2.83 million, made up of more than 790,000 households with an average size of 3.6 persons. An equivalent population for the GJMA is not given, but some estimates are that the urban conurbation extending from Johannesburg to Pretoria has a population as high as eight million⁴. iGoli 2030 projects an average annual population growth in Johannesburg over the next ten years of only 0.9 percent, with a population in 2010 of just over 3.1 million. However, some unofficial sources suggest that population growth is likely to be far higher, possibly as high as an average of 3.0 percent per annum. This would result in a population of approximately 3.8 million by 2010.

About one third of the population of Johannesburg is housed in sub-standard accommodation at present, -14.8 percent of all households living in informal settlements and a further 13.6 percent in backyard shacks. The population of Alexandra is buried somewhere in these statistics. However, in spite of the poor levels of accommodation, infrastructure and servicing standards are relatively high, with 96.4 percent of all households having access to a basic water supply, 84.0 percent to basic sanitation, 85.0 percent to electricity, and 88.0 percent to some form of solid waste management service. This level of provision is higher than for many middle income countries. As a result, only about 33 percent of the population (possibly mainly those in sub-standard housing) is dissatisfied with services provided by the City. The main concern for about 50 percent of the population is employment and job creation⁵.

Comment

A firm indication of population growth in the GJMA at least over the next 10 years needs to be arrived at, and disaggregated in terms of natural and migrational growth, as well as the rate of new household formation. These estimates should be used to calculate the demand for housing, (to include upgrading, replacement of obsolete housing stock and relocation requirements), and then (assuming realistic space standards) the equivalent land area requirement. This in turn needs to be related to the SDF proposals to limit urban areas in the GJMA

The DPFU has indicated its awareness of possible adverse impacts of strict urban boundary demarcation, as well as the need to arrive at firm estimates of population growth and land / housing demand at the provincial and metropolitan levels. It is

³ Refer iGoli 2030. Chapter 2: Johannesburg in Context

⁴ Refer "Local Government, Poverty Reduction and Inequality in Johannesburg. Beall, Crankshaw and Parnell. Environment & Urbanization. April 2000

⁵ Refer Johannesburg Council Social Surveys 2001

intending to commission a study to investigate these aspects in more depth, but has no secure funding allocation for this purpose at present. Logic would suggest that clarification of these issues is essential in terms of finalising the IDP, and for the forward planning process in Alexandra.

2. Land Management

2.1 Town Planning Schemes

Each of the councils that previously comprised Johannesburg City had different town planning schemes comprising land use, zoning and development control regulations and procedures. Although these councils have now been absorbed into the GJMA, these separate council town planning schemes still prevail. There is a move to review these different schemes and to draw up an integrated town planning scheme for the entire GJMA. However, this process will not be initiated until such time as the new Land Use Planning Bill is enacted,- reportedly in March 2002.

At present, Old Alexandra area is not fully covered by any one of the existing town planning schemes, although adjacent areas such as Wynberg, Kew, and Marlboro fall under either the Johannesburg or Sandton schemes. Pending introduction of an integrated metropolitan town planning scheme, the GJMA Development Management Unit (DMU) is seeking to apply either one of the two adjacent town planning schemes to Old Alexandra as an interim measure. Indications are that the Johannesburg scheme is more flexible, as it incorporates a “Residential 5” classification, which allows for mixed use development. This appears more appropriate to the development scenarios likely to emerge in Old Alexandra, and the need to ensure that essential small scale business activities and income earning opportunities are not stifled in the effort to exert some measure of development control.

Comment

In establishing an appropriate land management system for Alexandra both in the interim and longer term, consideration will have to be given to its special circumstances, even to the point of designating Alexandra as a “Special Development Area”, in which specific land management provisions may apply. The focus should be on addressing issues of public health and safety, rather than on any attempt to mold Alexandra towards a predefined developmental model. In this context, the lessons of the abortive planning interventions of the past should be drawn upon (refer section A.3 of this report). Development control should therefore be concentrated on restricting incompatible or hazardous land uses especially in residential areas, or on measures to ensure improved traffic management and reduce the incidence of traffic congestion in certain areas. Beyond such controls there should be a high degree of flexibility in the acceptance of mixed use development.

In drawing up an appropriate integrated town planning scheme for Alexandra, it will be necessary therefore to ensure that the proposed scheme is: a) enforceable given the capacity constraints of the (GJMA) development control authority, and; b) appropriate to the needs of the community and the goal of promoting economic growth and opportunity. (In this context, reference should be made to the Spatial Planning, Land Use and Environmental Management Functional Business Plan (May 2001) which talks of the need to “..put in place appropriate urban management mechanisms that may be

enforced incrementally...”). Attempted imposition of a land management system that fails to take these considerations into account is likely to be unworkable and ultimately undermine the credibility of the entire development control process.

2.2 Planning Approvals

According to informed sources, planning approvals in parts of Johannesburg City can in some instances take as long as two years to process. Some local councils such as Sandton, reportedly have a backlog of more than 800 applications stretching back more than four years.

This is not only due to the process itself, but also to limited local government capacity, and the present transitional phase of local government directed to establishing more centralised metropolitan control. Clearly the entire process needs to be streamlined. Notwithstanding the move towards a metropolitan system of land management, consideration needs to be given to devolving responsibility for planning approvals (and building inspections) in areas like Alexandra to the local level, in a manner that will not hinder the upgrading and reconstruction process, especially at the small scale contractor and self-help level.

2.3 Building Regulations and Bylaws

Appropriate building regulations for the ARP will have to support agreed ownership and tenure arrangements, but will also need to be enforced in order to ensure basic standards of public health and safety, as well as acceptable environmental conditions conducive to an improved quality of life for residents. Building regulations will therefore be concerned with (amongst others) the need to: a) limit the overcrowding of both erven and structures; b) prevent the spread of fire within and between structures and erven ; c) ensure the stability and integrity of structures; d) ensure adequate light and ventilation to erven and buildings; e) provide minimum standards of essential infrastructure and services. Explanation of and compliance with building regulations will be one of the key functions of the proposed Housing Support Centre.

3. Review of the Proposed ARP Precinct Approach

3.1 Introduction

Revised TOR for the TA mission drawn up in consultation with the ARP Program Manager call for a review of the proposed precinct management approach to ARP implementation (refer section a.2 of this report). This section addresses that requirement, based on what is assumed to be the most recent available documentation:

- a) **Overview of the Precinct Approach:** final draft ARP documentation dated 4 July 2001, including TOR for precinct managers, precinct demarcations (including priority precincts #1, 2 and 7), and precinct budgets;
- b) **Alexandra Urban Development Framework (AUDF):** Section 5.1. Implementation Management Principles. Management Precincts. This section identifies the ten management precincts, including the three priority precinct demarcations. The AUDF also identifies six Project Focus Areas (PFA) for immediate concentrated development activity (refer AUDF Section 5.2.1 – 5.2.6), and three broader

supporting parallel programs linked to bulk infrastructure and services, public open space and residential initiatives (refer AUDF Section 5.2.7 – 5.2.9).

3.2 Background

The rationale for the Precinct approach set out in the Overview Document, is derived from: a) the opportunity to subdivide the Project Area into smaller homogeneous units reflecting similar interests and economic development potential; b) focussed attention on smaller geographical units with specific characteristics: c) successful application in informal settlement upgrading initiatives abroad.

Ten precincts are identified in the AUDF and in the Overview Document. The latter also sets out the criteria by which the precincts were identified and prioritised. The Overview Document also describes the three priority precincts in some detail. These are:

- Precinct #1: Wynberg, Pan Africa and Kew.
- Precinct #2: Reconstruction Area (RCA).
- Precinct #7: Marlboro, Marlboro Gardens and Marlboro South.

The precinct approach is defined as a management framework for the preparation, implementation and eventual operations and maintenance of the various physical, social and economic development components that make up the ARP. This definition forms the basis for the TOR of the precinct managers, but needs to be clarified in terms of the purpose ascribed in the AUDF which implies that the precinct approach has longer term maintenance and operations as its primary purpose (refer AUDF Section 5.1).

3.3 Appointment of Precinct Managers (Management Teams)

Much of the emphasis in advancing the precinct approach in recent months has been on selecting precinct management teams from the private consulting sector for each of the three priority precincts. According to the ARP organisational structure, these management teams, as well as other teams subsequently appointed for each of the other identified precincts, would report through a precinct leader (MLA Team Leader) to the ARP Program Manager.

TOR incorporated in the Overview Document were used as the basis for tendering for the precinct management contracts. From initial expressions of interest by more than 40 firms, 10 eligible firms were invited to bid for the three priority precincts (Nos. 1 (Kew , Wynberg, Pan Africa), 2 (RCA), and 7 (Marlboro, Marlboro South and Marlboro Gardens). Recommendations for the award of these priority contracts have been made and it is anticipated that the contracts will be let shortly. The role of the precinct managers within the ARP development process will be further examined in the course of the subsequent TA mission input scheduled to begin in late April / May 2002.

3.4 The Need for Precinct-Specific Management Guidelines

The TOR set out in the Overview Document which was used as the basis for bidding, recognize the need for precinct-specific guidelines to be prepared as an aide to each of the precinct management teams. For example the TOR call for:

- a) a Development Framework of sufficient detail on each specific precinct to ensure development of an adequate brief prior to appointment of the precinct management teams (refer Overview Document section 2.3);
- b) guidelines for operational procedures and for a precinct-specific brief for precinct management teams (refer Overview Document Section 2.4.2);
- c) preparation of (a Development Framework and) Conceptual Precinct Plans (refer Overview Document section 2.4.1).

Although the AUDF was substantially in place prior to bidding of the precinct management contracts, it generally contains insufficient precinct-specific detail to serve any useful purpose as a brief for potential precinct managers.

Preparation of precinct specific briefs to guide each of the precinct management teams are being prepared at present. It is proposed that contracts will be awarded to private planning firms to undertake the preparation of concepts and detailed development framework plans initially for five priority precincts. Management of these contracts will be the responsibility of the Spatial Planning Land Use and Environmental Management Functional Team. Contracts are scheduled to be awarded at the end of April 2002, and contract outputs are scheduled within three months. Preparation of precinct development concepts and development frameworks will have to take account of emerging parallel housing and engineering servicing strategies, data from ongoing physical and socio-economic surveys, and most importantly community priorities and concerns at the precinct and block / erven level.

Comment

Given the need for more precinct specific guidance, it is likely that prior to full mobilization each of the precinct management teams will require further intensive briefing on the overall ARP (physical, social and economic) programs with which they will have to coordinate, and the organizational arrangements within which they will have to operate. They will also need to be apprised of more precinct-specific detail, including the development concepts and frameworks / strategies presently being prepared. It should be noted that this aspect of detailed development framework / strategy preparation formed part of the original precinct management TOR (refer Overview Document Section 2.4.5), and adjustments to the current TOR may therefore have to be made. To the extent possible, precinct management teams should be involved in the formulation of these development concepts / frameworks. They will certainly have an important role to play in facilitating this process and ensuring the meaningful participation of the community both in development framework preparation and in subsequent implementation of the various development initiatives.

3.5 Precinct and Technical Surveys

TOR for the precinct management teams set out in the Overview Document, also call for each team to manage a socio-economic and physical survey process to be undertaken throughout the Project area for the purposes of: a) registering beneficiaries for housing subsidies; b) facilitating the allocation, transfer and servicing of housing, as well as building conditions; c) developing baseline data for each functional area as a performance monitoring mechanism. Two levels of survey are envisaged:

- a) **A Household Registration and Building Survey:** a census to be undertaken on the basis of a 100 per cent sample throughout the Project area to determine potential beneficiaries;
- b) **An in-depth Socio-Economic Survey:** of an appropriate sample size of residents, primarily for the purposes of forward planning, monitoring and evaluation.

The intention is that the two surveys would be undertaken simultaneously utilising survey instruments to be developed by the Housing Functional Team. An independent survey contractor will be engaged to undertake these surveys. A preliminary survey questionnaire has reportedly already been drawn up by the Housing Functional Team. Refinement of this will require the inputs of other functional teams.

Finalisation of the survey questionnaires can also draw upon: a) data collected in 2000 from a sample of around 5,000 units in Alexandra⁶; b) data being researched in a pilot area of Alexandra as part of efforts to develop an approach to the transfer of residential properties and housing (refer section B.5 of this report); a) the LED Functional Team Retail Business Survey; d) surveys being carried out as part of the precinct concept / development framework preparation process (refer section 3.4 above).

Comment

The appointment of the survey contractor(s) for precinct and technical surveys is scheduled to be completed within three months. Management of survey operations by precinct management teams will therefore not be required until July / August 2002, although precinct management teams will have an important role to play in preparing the community at the precinct level for survey operations, to ensure the community's understanding and full participation, and allay any possible apprehension regarding the scope and purpose of the surveys.

In addition to standard physical and socio-economic data, precinct and technical surveys should record data linked to agreed Project performance monitoring indicators, as well as information that will assist in ongoing Project / sub-project design, delivery and promotion. This latter will include information such as residents':

- a) **membership of NGOs, CBOs, church groups, etc:** to assist in identifying main stakeholder groups and possible conduits for community participation and ARP information dissemination;
- b) **primary media sources of knowledge and information:** including for example specific newspapers, radio & TV channels, CBOs, word of mouth, etc. This will be useful in identifying the main communication channels to exploit for ARP advocacy;
- c) **knowledge and perceptions of, and attitudes towards the Project:** to facilitate design of a responsive ARP advocacy campaign and to make adjustments in program / sub-project delivery and priorities;
- d) **development concerns and priorities:** such as housing, employment, security, health, education, etc.). Again this will be used to facilitate program / sub-project design and prioritisation.

⁶ Perceptions of Reconstruction. Public Opinion and Urban Renewal in Alexandra. Dr. Philip Frankel. University of Witwatersrand. August 2000.

The two proposed Alexandra-wide (registration and socio-economic) surveys are very different in nature and purpose. The purpose of the registration survey, which should also include the tagging of structures, is simply to record baseline data on residents in order to determine their eligibility for benefit under the ARP.

By contrast, the in-depth sample socio-economic survey will be aimed at a more profound understanding of community dynamics, including residents' knowledge and perceptions of the ARP, their attitude towards the various Project components, and their main developmental concerns and priorities. This form of survey may well be supported with a series of focus group discussions with smaller representative groups, such as women, youth and old persons groups. Its purpose is to allow fine tuning of the delivery of ARP projects and programmes, to monitor their impact, and to support information dissemination and advocacy within the community.

The format of the in-depth survey and the interviewers' skills needed to undertake and analyse it in a manner useful to the Project, are therefore significantly more sophisticated than for the registration survey. This needs to be taken into account in drawing up the TOR and appointing the survey contractor(s), and in the final decision to run the two surveys together. Consideration also needs to be given to storage of survey data, the manner in which it is updated and accessed by the ARP team.

3.6 Timing and Nature of Precinct Management Team Inputs

Preparation of precinct specific development frameworks and guidelines, coupled with finalisation by the relevant functional teams of housing and engineering servicing strategies presently scheduled for May 2002, will allow further refinement precinct management briefs, and thus more accurate determination of staffing requirements for each team. This may necessitate the readjustment to the scopes of work prior to issuance of any notice to proceed, in order to ensure the management contracts serve their intended purpose.

A number of key operational procedures have also to be resolved in relation to the role of the precinct management teams. These do not concern so much issues of internal reporting systems or coordination with and between the different functional teams and precincts, which will be through the Precinct Team Leader to the Programme / Project Managers, involving the Strategic Management Team as required. The main concerns will be effective management of those aspects with an external dimension, for example the manner in which precinct management teams will:

- a) manage the survey process being undertaken by independent survey contractors under the direction of the Housing Functional Team;
- b) ensure maximum stakeholder participation at all levels and at all stages of precinct development formulation / implementation, and survey operations, in accordance with agreed Project and sub-project implementation schedules, bearing in mind the role of the Community Development Forum and the numerous stakeholder interest groups;
- c) manage implementation of the agreed housing and engineering services strategy, the latter involving City utilities agencies;
- d) facilitate information dissemination and ARP advocacy throughout the Project area through coordination with the ARP Communications Manager and appointed Community Liaison Officers.

3.7 Precinct Demarcation

Old Alexandra (Precincts # 2- 6)

Ten separate precincts are defined in the Overview Document. From limited first hand field inspection visits, it appears that the physical, social and economic characteristics of Old Alexandra, as well as its future development potential linked mainly to resolution of outstanding issues of land and structure tenure, are significantly different from those of surrounding areas in Greater Alexandra, and warrant a separate precinct management approach. It is further understood that due to historical and socio-cultural reasons, the RCA precinct (Precinct #2), is regarded as separate from the remainder of Old Alexandra (Precincts #3 to 6).

Precinct #1

Precinct #1 comprises Kew , Wynberg and Pan Africa. Kew and Wynberg are largely made up of privately owned commercial-light industrial properties. In Kew especially, many of these are derelict and occupied by squatters. However, the majority of properties in Wynberg house operational commercial / light industrial enterprises, mainly owned by larger corporate entities from outside Alexandra. This area is scheduled for regeneration as part of a City Improvement District (CID) strategy presently under study by private consultants.

The Pan Africa area is significantly different in character, function and development potential from the Wynberg / Kew areas. Pan Africa is the commercial and transportation hub of Alexandra. It is strategically linked to the main regional road network, is easily accessed and comprises both formal and informal business enterprises, mostly owned by and serving Alexandra residents themselves. The area also has a number of older buildings, many more than 60 years old with some heritage value. It also has a significant area of vacant or underutilised land.

The Pan Africa area offers the opportunity to expand existing commercial activity, and to establish a sub-regional, low / middle income retail centre for the north-east suburbs and beyond, to complement the up-market commercial centre of nearby Sandton. This could act as a catalyst for external private investment, and support the expansion of local business enterprise, and the creation of additional employment opportunities. At the same time, the area offers the opportunity for private sector involvement in the construction of medium density flats on vacant land in and around the commercial core as part of the ARP housing strategy, and an attempt to internalise relocation.

In summary, Pan Africa presents significantly different challenges and opportunities from other areas in Precinct #1 or elsewhere in Alexandra. There is therefore a case to be made for managing the area as a separate area or precinct, not least of all because of the possibility it appears to offer for some form of early and visible impact (refer section 3.8 below).

Precinct # 7

Precinct #7 encompasses Marlboro, Marlboro Gardens a low density residential area, and Marlboro South a commercial–industrial area with a high percentage of vacant erven and abandoned structures, many of which have been invaded by squatters or otherwise

occupied. The Marlboro South area is presently the focus of an ARP development initiative to provide new housing or relocation sites, and in the process to form an area of mixed commercial-residential use. At this stage there is not enough first hand exposure to this precinct on the part of the WB / TA team to comment on the merging the management of this activity with other areas within Precinct #7.

Precinct #8

Precinct #8 is defined mostly by the Juskei River and its tributaries, and a landscaped easement cleared along its banks to the 100 year flood contour level. The area is intended as a much needed public open space within the densely built-up fabric of Alexandra. Development of Precinct #8 in this manner, is therefore driven by concerns for public safety, and the need for passive leisure and recreational open space. Management of the various ongoing development initiatives in the area is presently the responsibility of the Engineering Functional Team. On the basis of limited exposure to the issues involved, it appears logical to continue with this arrangement, rather than to transfer responsibility to an external precinct management team with no previous experience of the area.

Precincts #9 and 10

Precincts # 9 and 10 cover the East Bank of Alexandra. They comprise mostly newer housing in which the survey, registration, land ownership and general management issues appear relatively similar and straightforward, as well as significantly different from other areas of Alexandra. There appears therefore to be a case for combining these areas into a single precinct for management purposes.

3.8 Pan Africa as an Impact Project

The ARP has been in operation for about one year and has made significant progress on many fronts. Relocation of more than 7,000 families and the upgrading of the Juskei River is perhaps one of the most significant accomplishments. However, improvements along the Juskei are located internally within Alexandra and are not immediately visible to the outside world. Furthermore, the creation of public open space and the relocation of families for whatever justified purpose, does not seem to match key provisions of the ARP vision of providing security of tenure, improved housing and job opportunities for residents of Alexandra.

It could be argued therefore, especially given the high profile, political nature of the Project, that there is a need for a high visibility impact project to demonstrate progress on the ground. However, the possibility of creating any early visible impact in Alexandra is compromised by two considerations: a) the need for preparatory surveys, concept plans and development frameworks that will delay the start of the implementation process, and; b) the fact that much of the physical development activity is focused on internal residential areas, and will take place in a generally dispersed, low key, small scale manner, as and when resolution of complex land and housing tenure issues allows. At the same time, other development initiatives will be focused on established peripheral commercial-light industrial areas such as Wynberg, Kew and Marlboro.

The Pan Africa area however, appears to offer some considerable opportunity for demonstrating some tangible early Project benefit, mainly because it is:

- a) located at a highly visible strategic “gateway” location to the Project, with good external linkage to the surrounding regional road network, the Gauteng Growth Corridor and the CBD-Mid Rand-JIA Growth Triangle as described in the AUDF;
- b) the commercial retail hub of Alexandra, with the potential for developing both a sub-regional and local retail centre with both formal and informal retail activity, as a focus of increasing external investment, economic activity and job creation;
- c) an area with extensive parcels of vacant and underutilised land which could be exploited to meet the demand for relocation sites, as well as future low cost housing;
- d) one of the focus areas of the forthcoming Earth Summit in August / September 2002.

In terms of the proposed precinct demarcation, the logical boundaries of Pan Africa extend beyond Precinct 1 into Precincts # 2 and 3. The approach to preparation and implementation of development proposals for the area is likely to be somewhat different than for surrounding residential areas (which to a large extent will be based on the transfer of residential properties and housing), or for adjacent commercial- light industrial areas such as Wynberg which will be based on a CID strategy. As presently defined, Pan Africa also extends to encompass AUDF Project Focus Area (PFA) #2, part of PFA # 3, and elements of AUDF PFA # 4 (the Heritage Area).

Comment

It is recommended that the boundary of the Pan Africa area be carefully defined in terms of proposed precinct demarcations and identified PFAs, and through consideration of: a) existing and possible future commercial activity; b) the potential for developing new medium density residential areas; and c) the need to improve transportation links to the surrounding regional road network. Also that on the basis of this demarcation, consideration be given to exploring the development potential of the area as a separate but integrated entity, with a view to identifying and exploiting early impact development opportunities.

4. Relocation

As part of the proposed ARP housing strategy, it is intended to relocate approximately 20,000 families from dangerous or hazardous areas (such as flood-prone river banks), or from land that is needed to develop or upgrade infrastructure, services and public facilities (such as utilities easements and school sites). To the extent possible, relocation for eligible families will be in the Greater Alexandra area: failing this, to suitable sites within a 15 kms radius.

Approximately 7,500 families have already been relocated from along the Juskei River for reasons of public safety to identified relocation sites. However, the acquisition of suitable sites for other potential relocatee families in line with the ARP housing strategy is proving problematic, mainly as a result of land price and the unwillingness of owners to dispose of land for low cost housing purposes. The problem is exacerbated by the fact that:

- a) the SFP, and prior to that the SMFP and other provincial or metropolitan planning initiatives, do not appear to have anticipated the land requirement to meet the demand for new low cost housing;

- b) further de-densification or displacement resulting for example, from the resolution of ownership and tenure issues in Old Alexandra, will further increase the requirement for relocation sites;
- c) planning standards for relocation sites are relatively high, with minimum plot sizes at present of 250 m. This is equivalent to a total land area requirement for 20,000 relocatee / plots of about 7,000 ha (about 0.7 km);

Comment

Clearly relocation requirements need to be minimised and to the extent possible absorbed within Alexandra. This will be an important consideration in: a) finalising the ARP housing strategy, in particular, resolution of the transfer of residential properties and housing issue (refer section B.5 of this report); b) the priority given to developing vacant or underutilised land in such areas as Pan Africa and Marlboro South. In this context, the inclusion of “ de-densification to appropriate land” as part of the background vision statement of the ARP (refer section A.5 of this report) and as included in the draft Housing Strategy⁷, may need to be reconsidered.

In addition, there is a need to undertake a comprehensive review of planning standards, specifically residential densities and plot sizes for relocation sites and low cost housing areas generally.

5. Transfer of Residential Properties

5.1 Introduction

One of the areas of ARP concern that the TA team has been asked to assist in, is in the formulation of guidelines and procedures for resolving the issues of tenure in housing areas with back-yard shacks development in Old Alexandra. Resolution of this issue is currently being tackled by the Housing Functional Team (HFT) through the Transfer of Housing Task Team (THTT) as an input into the emerging ARP Housing Strategy.

5.2 Origins of the Present Problem

The resolution of tenure issues in Old Alexandra, referred to as the transfer of residential properties or houses, is a complex issue arising mainly as a result of Government's repeated attempts to enforce various aspects of apartheid policy in Alexandra⁸. The most significant interventions in this regard were: a) in 1948, freehold titles originally awarded on the basis of a layout comprising approximately 2,000 erven (each of approximately 1,000 sq. m), were summarily expropriated and, replaced with a range of leasehold and occupancy permits; b) in the 1980s, following a number of unsuccessful Government attempts at remodeling Alexandra in line with prevailing policy, an entirely new layout plan for Old Alexandra was prepared comprising approximately 6,000 erven of varying sizes, based on what was perceived at the time as the prevailing settlement pattern, and the concept creating a medium density residential area,

⁷ Refer ARP Discussion Document “Towards a Housing Strategy” (January 2002). Section 2: Background

⁸ Refer section A..3 of this report.

Throughout these various phases of Government intervention, the population of Alexandra continued to grow, and a wide variety ownership, rental and occupancy arrangements emerged in respect of both land and housing. Current estimates are that there are more than 5,000 formal houses and 34,000 informal structures at present. Insofar as the new residential layout for Old Alexandra was concerned, Government, through the Alexandra Town Council, attempted to regulate settlement through a formal system of permits and tenancy documents. However, in addition to these, numerous informal land and structure tenancy arrangements were contracted.

5.3 Existing Conditions

The emerging ARP housing strategy in respect of the transfer of residential properties, is set out or otherwise referred to in a number of documents⁹. At present the intention is to formalise the rights of occupants based on the 1980s layout of 6000 erven, by: a) transferring ownership of each erven to a primary owner / occupant; b) granting financial compensation to permit holders who forfeit their rights and remain as tenants; c) ensuring that owners provide a minimum guarantee of security for remaining tenants; d) providing incentives for owners to upgrade and otherwise improve their property.

In developing the housing strategy, the Housing Functional Team and the THTT has recognised that in Old Alexandra, in addition to flats and hostels, there are approximately 6000 erven on which there are: a) formal houses; b) sub-structures or back room extensions to formal houses; and c) free standing rooms or shacks.

As a general guide, the THTT has initially defined the development of the erven in terms of four general categories, namely where: a) dwellings and / or improvements fall within erf boundaries; b) dwellings or improvements encroach beyond erf boundaries; c) more than one family legitimately lives in the dwelling or where more than one legal permit has been issued; d) there are a number of separate dwellings on one erf.

Aside from informal arrangements, there are a number of formal permitting / tenure arrangements in Old Alexandra at present that have to be considered in terms of developing a housing strategy. These include:

- **Owners Certificates:** granted to persons holding title prior to expropriation;
- **Residential Permits:** granted either for the leasehold of property, to occupants of council owned houses, or to persons leasing from private owners, who themselves had ownership certificates or residential permits;
- **Housing Permits:** for single persons leasing a site;
- **Accommodation Permits:** for temporary residents accommodated by other permit holders.

In spite of this formal permit system, the majority of tenants are not paying any form of rent or property related charges to Government, although there is an informal system of rental payment between owners, tenants and sub-tenants.

⁹ ARP Discussion Document "Towards a Housing Strategy" January 2002.
ARP housing Functional Area Business Plan. June 2001.
Draft Framework Document for the Transfer of Houses in Alexandra Township.
Transfer of Houses Task Team (THTT). 25 February 2002.

5.4 Pilot Study on the Transfer of Residential Properties / Housing

5.1.1. Introduction

In order to advance the strategy for addressing the transfer of housing issue, a pilot study was commissioned by the THTT under the direction of the HFT. The Study¹⁰ was undertaken during a six week period in February / March 2002, and was presented at a THTT meeting on 28 February 2002. The main purpose of the Pilot Study was to: a) determine the current status of the permits and lease agreements; b) define the extent of cadastral impacts (i.e. the alternative layouts) on permitting arrangements; c) determine the number and distribution of claimants; d) define tenant- sub-tenant relationships.

5.4.2 Study Methodology

The Study was based on a pilot area comprising three residential blocks (Nos. 38,39 & 40) and part of the Nelson Mandela Heritage Compound in Old Alexandra. In terms of the new layout (referred to as the current layout in the Pilot Study), this area comprises approximately 240 erven. This is equivalent to 89 erven under the original layout (referred to as the historical layout in the Pilot Study).

Pilot Study findings were arrived at on the basis of: a) an audit of existing permits and other tenant documentation at the Alexandra Housing Office; b) research into registered properties at the Deeds Office; c) consultation with the Gauteng Land Claims Commission to determine the number of restitution claims (for expropriated freehold title under the original layout); d) field surveys and interviews with residents.

5.4.3 Main Findings

Tenancy Documentation

Permits and tenant documentation kept at the Housing Office are recorded under the original (historical) property / erf numbers. This is clearly a complicating factor in terms of a housing strategy based on the new (current) layout.

Permits and tenant documentation was only available for 61 of the 89 erven in the pilot area. For those 61 erven for which records were available, there were 801 separate permits and other tenant documentation,- an average of 13 per erf. The highest number of permits / tenant documents for any one erf was 44.

Almost 60 percent of all documentation comprised residential permits, and about a further 13 percent temporary residential permits. Five percent of all permits were for trading rights. There was only one recorded occupancy certificate. This is a significant consideration in terms of the intended "primary owner" approach to the transfer of properties set out in the draft Housing Strategy.

Approximately 57 percent of all permits were issued prior to 1982, 36 percent during the period 1983-92, and only six percent since 1993. This is an indication of diminishing administrative control almost in inverse proportion to the rate of settlement.

¹⁰ Pilot Project: Transfer of Residential Properties in Alexandra. Africon Engineering International (Pty) Ltd. 27 February 2002

Approximately 62 percent of all permit holders rent one room. A further 21 percent rent two rooms.

Registration of Properties

Only four properties were registered at the Deeds Office.

Restitution Claims

54 of the 89 original properties are linked to restitution claims. Of these four have been settled.

Field Survey Findings

Approximately 55 percent of all respondents could be linked to permits and tenancy documentation. However, a number of respondents indicated that this link was not direct, but as relatives of permit holders.

Approximately 55 percent of all respondents indicated that they occupied rooms within a main house. However the relatively low percentage of respondents claiming to live in sub-structures or back yard shacks was seen as an indication that many respondents did not understand the question regarding type of residence.

Approximately 65 per cent of respondents indicated that they had lived in the area for more than 10 years, the majority of these from between 10 to 20 years.

Approximately 11 percent of respondents claimed that they own their accommodation. About 27 percent indicated that they were not tenants, while a further 4 percent indicated that they paid rent (including electricity charges and water rates to Council). Significantly, 42 percent of all respondents did not answer questions related to tenancy arrangements.

5.4.4. Study Conclusions

From the results of the Pilot Survey, and on the assumption that the pilot area is typical of conditions throughout Old Alexandra, it is clear that resolution of land / structure tenure issues on the basis of formal tenancy documentation for the 6,000 erven, is likely to be problematic and time consuming due to: a) incomplete permit coverage; b) numerous competing claims; and c) the need to reconcile original and new property numbering systems.

5.5 Preliminary Physical Survey Findings

There is however a further complicating factor. At the THTT meeting, preliminary findings from an ongoing physical survey of the Pilot Study area were presented. These findings suggested that the access to and orientation of dwellings, the definition of common areas, and the social interaction between residents, functions not so much in terms of erven defined in the new layout, but more around a yard formation loosely structured around the original (1,000 sq. m) erf layout. Moreover, that informal arrangements between residents for the maintenance of common areas, including for example communal ablution facilities, are designed to support this yard formation.

This analysis has to be further verified on the ground. However, limited site visits by the TA team to date to two residential areas in Old Alexandra, (including the Nelson Mandela Heritage Compound), suggest that it is substantially correct.

Comment

It appears that resolution of the transfer of housing issue in Old Alexandra and preparation of guidelines for this purpose, can not be undertaken solely on the basis of legal documentation (which is incomplete) or the new (current) layout (which appears not to be adhered to). Consideration also has to be given to the manner in which residential areas function physically and socially. It is likely therefore that a solution will as much through mediation with residents, as through adjudication based on legal status.

In recognition of this fact, the THTT decided that prior to proceeding further with options for resolving the issue, there should be an attempt to: a) marry available permit and tenure documentation derived from the Pilot Survey with physical survey data on the basis of one typical residential block (No, 39); and then b) undertake in-depth surveys (possible supported with focus group discussions) to determine more precisely the social dynamics at the block and erven levels. The mechanics and format of these in-depth surveys and focus group discussions have to be carefully considered so as not to create either false expectations or more significantly apprehension leading to non-cooperation on the part of residents.

According to agreements reached at the THTT meeting, the schedule of activities for the coming months is as follows:

- 2 to 15 April 2002: merging of physical and permit / tenure documentation data for Block 39 (22 erven) in the Pilot area.
- 15 April to 15 May 2002: social research and focus group discussions with Block 39 community in the field.
- 15 May to 15 June 2002: THTT deliberations and finalisation of strategy and regulations for transfer of housing.

On the basis of this schedule contracts will be bid to further investigate permitting and tenancy documentation for the entire Old Alexandra area, and to further oversee the process of transfer of housing. The manner in which selected contractors to undertake this process needs to be coordinated with the role of the relevant precinct management teams.