

**THE IMPACT OF URBAN RENEWAL PROJECTS FOR ENHANCED SUSTAINABLE
LIVELIHOODS IN SOWETO**

by

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A mini dissertation submitted in partial fulfilment of the requirements for the

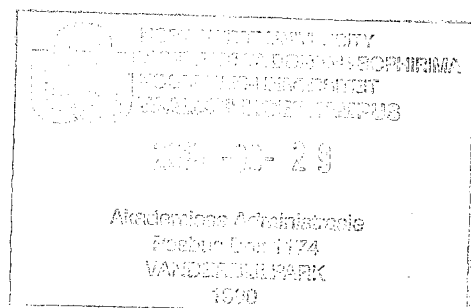
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DECLARATION

I DECLARE THAT THE MINI DISERTATION TITLED **“THE IMPACT OF URBAN RENEWAL PROJECTS FOR ENHANCED SUSTAINABLE LIVELIHOODS IN SOWETO”** IS MY OWN WORK AND THAT ALL THE SOURCES THAT I HAVE QUOTED HAVE BEEN INDICATED AND ACKNOWLEDGED BY MEANS OF COMPLETE REFERENCE.

DEDICATION

This thesis is dedicated to my late father Andrew Morontse and my mother Adeline Morontse, who taught me that through patience I can accomplish the largest task in life.

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I would like to thank the following people for their unfailing support, role played and cooperation during the period of the study. Without their constant encouragement and prayers this study would have failed.

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ABSTRACT

The study basically deals with the impact of Urban Renewal Programme (URP) in Soweto. URP is part of a national urban renewal strategy, which focuses on areas of greatest deprivation, including investment in economic and social infrastructure, human resource development, enterprise development, the enhancement of the development capacity of local government, poverty alleviation and the strengthening of the criminal justice system. URP was spearheaded as a local economic development initiative to reinvent and re-image Soweto.

South African cities have inherited a dysfunctional urban environment with skewed settlement patterns that are functionally inefficient and costly, there are huge service infrastructure backlogs in historically underdeveloped areas. Approximately 58% of the South African population lives in urban areas. Thousands of people from around the world and South Africa flocked to Johannesburg to seek their fortunes and to offer their labour. As the gold mining industry developed, more than half the population lived in mine compounds; other workers had to find their own accommodation often in appalling conditions. In Soweto, the demand for labour led to urban decay caused by the development of informal settlements in vacant land and vandalism of public places.

The hypothesis for the study was as follows: *the increasing factors caused by urban decay in Soweto makes urban renewal projects a necessary tool to enhance sustainable development.* To realise the objectives of this study, literature study and as well as an empirical research was employed. The empirical research comprised the use of questionnaires to examine the perceptions of residents based on the impact of URP in Soweto.

The research findings revealed that:

- URP plays an important role in developing the lives of Soweto residents;;
- The capacitation of the SMMEs played a role in the local business industry; and

- Public participation is lacking. Members of the communities are not aware of the intended goals and objectives.

The study also provides recommendations to enable local authorities to fast-track URP initiatives and for further research.

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CHAPTER 1

ORIENTATION AND BACKGROUND

1 INTRODUCTION

This chapter aims to provide an introduction background to the study. The chapter presents the problem statement, research questions and objectives. The aim of the study and a hypothesis are outlined in this chapter. Further, the chapter describes the research methodology used to realize the objectives of the study and the chapter outline for this study.

1.2 ORIENTATION AND BACKGROUND TO THE STUDY

Urban transformation is an international phenomenon, caused by a range of factors including urbanisation, migration trends, globalization and poverty (Engelbrecht, 2004: 4). Urban renewal is a state-sanctioned program designed to help communities improve and redevelop areas that are physically deteriorated, unsafe, or poorly planned. Urban renewal and inner city regeneration have become serious issues for the South African government, which has invested in several structures to stem the tide of decline in nine major cities (Thwala, 2006: 41).

Urban renewal is primarily an act off revitalizing a failing urban area in order to restore economic vitality and improve the safety of an area, and critical to the success of local communities living in urban areas (Norris, 2007) The main purpose of urban renewal plan is to help stimulate economic growth, to create a climate and opportunity for private investment and improve as well as expand housing opportunities in the urban renewal area (Planning and Land Bureau, 2001).

Municipalities seek to fundamentally upgrade living conditions and human development potential within townships. The intention is to substantially improve livelihoods; create

healthy and clean living environment; provide services at an affordable and sustainable level; reduce levels of crime and violence; upgrade the existing housing environments and create additional affordable housing opportunities; and to dedensificate the appropriate land (Thwala, 2006: 41).

South Western Township (Soweto) is in the implementation stage to achieve the abovementioned intentions. In Soweto more land has been allocated for housing, schools, parks and industrial as well as commercial expansion to make Soweto cleaner, attractive and more efficient for communities to live. There is also much work still to dismantle the segregated settlements created by apartheid-era planners and to transform dormitory townships into viable areas in which to live and work. An overview of the respective projects will be discussed in chapter three (Engelbrecht, 2004: 4).

Current policies and strategies of urban renewal have to be revisited for the purpose of aligning them with the current living conditions and legislations that govern local governments (South Africa, 2005). The Municipal Systems Act (Act 32 of 2000) has promulgated that a municipality has to develop an IDP (Integrated Development Framework) as a guiding framework for the development of the municipality. The Municipal Systems Act (Act 32 of 2000) emphasises on the core principles, mechanisms and processes that are necessary for the municipalities to move progressively in attaining their developmental goals. Urban renewal should be closely monitored and evaluated to determine its effectiveness in reaching goals and objectives (Administrator, 2008).

1.3 PROBLEM STATEMENT

Soweto was developed in 1930. Over two million people inhabit Soweto, with homes ranging from extravagant mansions to makeshift shacks. Soweto is a township of enterprise and cultural interaction (Rive, 1980).

Soweto's image ranges from that of a township that is poverty-stricken and sprawling with a cluster of townships to one that is vibrant and cosmopolitan on the southwestern flank of City of Johannesburg. It is an area with huge buying power, yet historically, it has been removed from economic developments (Madlala, 2005). The City of Johannesburg, together with several private investors, through a number of projects, is redressing the skewed development that has pumped resources in Soweto. A package of initiatives is revitalizing different aspects of this township, unlocking new opportunities and moving away from the narrow focus on housing that has dominated the last ten (1995-2005) years (Madlala, 2005).

Urban renewal aims to tackle the problems of disadvantaged urban areas by utilising an integrated approach. Urban renewal projects worldwide, in South Africa and particularly in Soweto concerns the following challenges identified by Thwala, (2006: 40), Engelbrecht, (2004: 4) and KPMG (1996: 3):

- there is a lack of consultation with local residents in drawing up urban renewal projects, this results to a failure to target the benefits of urban renewal at local people;
- there is infrastructure backlog which is aggravated by the apparent lack of capacity and skills at institutional, community and individual levels, all these impede on the opportunities to create employment in Soweto;
- there is over reliance on physical development as an engine of urban renewal, and limited coordination of government programmes;
- there is no overall framework guiding urban renewal and development;
- the programs lacked sustained adequate, sustained political commitment, and allocation of public funds;
- the programs had inadequate maintenance arrangements because the high densities and congested nature of the backyard informal houses make access for maintenance very difficult or impossible;
- creation of employment opportunities to local communities is minimal; and
- there was inadequate emphasis on reporting cost-benefit studies and general performance evaluation.

The purpose of project management is to foresee or predict as many dangers and problems of a project as possible and to plan, organize and control activities so that the project is completed on time in spite of all the risks and difficulties faced (Lock, 1996:1). The municipality of Soweto still has to grapple with issues of poverty, eradicating social inequality, ensuring quality service delivery and the need for early childhood development programmes City of Johannesburg (CoJ), 2006). Internationally, the process of change does not affect all cities equally or in the same manner, but the overall trend is towards greater polarisation and lack of balance between concentrations of wealth and poverty within and between cities (Engelbrecht, 2004: 4).

The ability of government to respond to these challenges is impacted upon by broader debates on the role of government in general and the relationship between local government, the private sector and civil society in particular (Engelbrecht, 2004: 4). The urban renewal projects have the potential to redress the disproportionately high unemployment levels in South Africa, to correct the skills deficit in disadvantaged communities, improving service delivery and sustainable livelihoods in Soweto. These may be achieved through an efficient institutional set up, effective community participation, and construction technology that is pragmatic and innovative in nature (Thwala, 2006: 37).

Implementation of government programmes calls for academic contribution towards effective and efficient provision of public goods. This study looked at some past and current experiences on urban renewal projects. Further it aimed at providing suggestions on tools to measure the effectiveness of the urban renewal projects and how to link project management in urban renewal projects in Soweto. This study also provides recommendations for future urban renewal programmes.

1.4 HYPOTHESIS

The increasing factors caused by urban decay in Soweto makes urban renewal projects a necessary tool to enhance sustainable development.

1.5 RESEARCH QUESTIONS

This study aimed to answer the following questions:

- What is urban renewal and sustainable livelihoods?
- What legislative framework and strategies exist in promoting urban renewal in Soweto?
- Which key performance measures are employed to evaluate the success of urban renewal projects in Soweto?
- What recommendations can be provided to improve urban renewal activities in Soweto?

1.6 RESEARCH OBJECTIVES

The study was based on the following objectives:

- To explain the concepts urban renewal and sustainable livelihoods pertaining to service delivery.
- To review and analyse the legislative framework and strategies undertaken to implement urban renewal projects in Soweto.
- To identify the tools employed to measure the sustainability of urban renewal projects in Soweto.
- To offer recommendations on how urban renewal activities can be supported, enhanced and scaled-up in Soweto?

1.7 RESEARCH METHODS

The study was conducted in a form of qualitative, quantitative and descriptive research. Qualitative research was used to gain insight into people's attitudes, behaviors, value systems, concerns, motivations, aspirations, culture or lifestyles. It was used to inform business decisions, policy formation, communication and research. Qualitative research also involves the analysis of any unstructured material, including customer feedback forms, reports or media clips (Holliday, 2007). Qualitative research is a field of inquiry

that crosscuts disciplines and subject matters (Benz, 1998). Qualitative researchers aim to gather an in-depth understanding of human behavior and the reasons that govern human behavior. Qualitative research relies on reasons behind various aspects of behavior and is a tools used in understanding and describing the world of human experience (Myers, 2000:3).

Quantitative research is the systematic scientific investigation of quantitative properties and phenomena and their relationships. The objective of quantitative research is to develop and employ mathematical models, theories and/or hypotheses pertaining to natural phenomena (Holliday, 2007). The process of measurement is central to quantitative research because it provides the fundamental connection between empirical observation and mathematical expression of quantitative relationships (Holliday, 2007).

1.7.1 Literature Study

The envisaged research involved a literature study of books, journal articles, legislation and government publications, and internet as well as policy documents. This study is primarily a critical analysis of the relevant literature and the legislations in South Africa, for example:

- The Constitution Act of 1996
- City Of Johannesburg Integrated Development Plan 05/06
- Public Finance Management Act 1 of 1999
- City By-laws and Batho-Pele Principles
- Books and magazines

A brief comparative study of the International Municipalities was also undertaken.

1.7.2 Empirical Survey

In addition to literature study, data was collected by means of questionnaires and semi-structured interviews. An empirical investigation was conducted to gather information on the nature of project management in reducing urban decay in Soweto.

1.7.2.1 Interviews

An interview is a method of asking quantitative or qualitative questions orally to key participants, and it is a two-way discussion to exchange information, for the purpose of obtaining a statement for assessing the qualities of a project (ETA Evaluation, 2009).

Semi-structured interviews were utilised with the hope to provide a greater scope for discussions and learning about the problem, opinions and views of the respondents. There are some fairly specific questions in the interview schedule with the aim to explore different facets of the issues, each of which may be probed or prompted.

The following stakeholders were interviewed. The Regional Manager: Urban Management, Manager Service delivery, the Manager By-law Enforcement and the six officers responsible for urban renewal projects in Soweto will be interviewed. Thirty community members (including the beneficiaries and ordinary citizens) of urban renewal projects in Soweto were interviewed. The following places were visited in order to perform the interviews and gather the required information: Protea Gardens, Jabulani, Bara Mall, Diepkloof, Pimville and Walter Sisulu Freedom Square in Kliptown.

1.7.2.2 Questionnaires

Borgatti (1997) states that a questionnaire is a formal written set of closed ended and open-ended questions that are asked of every respondent in the study, also a method of data collection for descriptive research utilizing a list of questions. Therefore in this research a questionnaire would be utilized as a research instrument that would consist

of a series of questions for the purpose of gathering information from the community in Soweto.

1.8 OUTLINE OF CHAPTERS

The following chapters were planned for this study:

- Chapter one:* Introduction and problem statement
- Chapter two:* Theoretical exposition of urban renewal project.
- Chapter three:* An overview of urban renewal projects in Soweto.
- Chapter four:* Empirical study on the impact of urban renewal projects in Soweto.
- Chapter five:* Summary, conclusion and recommendations

CHAPTER 2

THEORETICAL EXPLORATION OF URBAN RENEWAL

2.1 INTRODUCTION

The global world is in the process to redevelop and redesign local areas with the aim to improve and redevelop areas that were physically deteriorated and which suffer from economic stagnation. This chapter explores the concept and objectives of urban renewal programmes. The beginnings and the context of urban renewal is discussed with the focus on the international and the South African experiences. Role-players in urban renewal are also discussed. This chapter further describes the challenges of urban renewal in South Africa, the framework of urban renewal process and critical issues for urban renewal.

2.2 WHAT IS URBAN RENEWAL?

Urban renewal refers to the redevelopment of urban centers, most often with an emphasis on the redevelopment of economic infrastructure. Urban renewal is used to refer to multi sectoral interventions, which are undertaken within specific geographic areas over a medium term timeframe (Engelbrecht, 2004:10). Urban renewal entails the allocation of considerable resources to achieve redevelopment goals, it is the all the undertakings and activities necessary to renew the neighbourhood according to plan. Furthermore it states that urban renewal creates winners and losers, as funds are derived and diverted from other projects. Therefore urban renewal should be closely monitored and evaluated to determine its effectiveness in reaching goals and objectives. Nesbitt (1958:64), states that many people now are beginning to recognise that urban renewal has arrived to stay and its promise is beginning to materialize in many communities.

For example in Soweto more land has been readied for housing, schools, parks and industrial as well as commercial expansion to make Soweto cleaner, attractive and more efficient for communities to live in it. It therefore can be said that urban renewal aims at tackling the problems of disadvantaged urban areas utilising an integrated approach. Urban renewal projects in South Africa and worldwide is concerned about the following challenges. Firstly, there is lack of consultation with local residents in drawing up urban renewal projects. Secondly, failure to target the benefits of urban renewal at local people. Thirdly, there is over reliance on physical development as an engine of urban renewal, and limited coordination of government programmes. Fourthly, there is no overall framework guiding urban renewal and development (Combat Poverty Agency, 1996: 3).

Though urban renewal is difficult to define clearly, it normally involves relatively large-scale redevelopment of urban areas, rather than piecemeal rebuilding of individual buildings or the provision of specific facilities. Urban renewal is all about the improvements to the urban environment and infrastructure by the provision of more open space, community and other facilities; as well as the improvements to urban layouts, road networks and other infrastructure (Englebretcht, 2006:10).

Urban renewal entails the allocation of considerable resources to achieve redevelopment goals, it is the all the undertakings and activities necessary to renew the neighbourhood according to plan (Englebretcht, 2006: 10). Englebretcht (2006: 10) further states that urban renewal creates winners and losers, as funds are derived and diverted from other projects. Therefore urban renewal should be closely monitored and evaluated to determine its effectiveness in reaching goals and objectives. The practice of urban renewal sits at the interface of dialogues concerning the role of countries in the global economy and the role of the governments in meeting the basic needs, distributing wealth and equalizing access to opportunities.

In the South African context, the concept of urban renewal has its genesis in two policies, namely the Reconstruction Development Programme [RDP] and the White

Paper on local government (November 1994). The urban development has a life-cycle as the long-history cities eventually need to face a decline in their economic and materialistic functions which further leads to the issues related to inefficient economy and social order. To deal with these issues, the urban renewal can re-develop the cities and lands with integrate plan and improve the living environment as well as the public interest. Based on these objectives, the urban renewal can be divided into three perspectives including rebuilding, readjusting and maintaining. Urban renewal entails the allocation of resources to achieve redevelopment goals and this creates winners and losers as funds are diverted from other projects.

The main purpose of urban renewal is to deliberately change the urban environment and to inject new vitality through planned adjustment of existing areas to respond to present and future requirements for urban living and working (Miller, 1959). For them, the fundamental objective of urban renewal is the application of several principles resulting in the revitalization of any or all portions of the urban structure which are not fulfilling the functions for which they were designed (Miller, 1959). In this discussion, the term urban renewal is used to refer to the general process of transforming the urban environment, as it is not easy to find a satisfactory definition of urban renewal which embodies the complexity of issues involved in the process.

2.3 AIM OF URBAN RENEWAL PROGRAMME

Urban renewal projects [URP] aim at promoting local economic development to relieve poverty and unemployment; also providing a safe and secure environment by fighting crime. URP also support education, training and skills development; by creating a quality urban environment where people can live with dignity and pride. URP further intends to develop efficient, integrated and user friendly transport systems.

The underlying objective of the urban renewal programme in South Africa is to ensure that the programmes of the South African government on poverty alleviation, economic growth and environmental sustainability are implemented in an integrated manner. It is

intended that they act as models for integrated governance in the future provision of government services. Eight urban renewal nodes have been identified and are located in five provinces. They have diverse needs and priorities, but they do provide major opportunities for piloting development approaches that may be replicated more broadly (Gauteng Department of Development Planning and of Local Government [GDDPLG], 1997). These include:

- Issues of governance;
- Infrastructure investment;
- Policy and programme frameworks which allows for institutional arrangements for both governance and development, also technical assistance and capacity building at all tiers of government;
- Intergovernmental and intra-governmental co-ordination and investment Private sector, non-governmental organization and community investment ;
- International engagement on technical and financial assistance;
- Exchanging of local and international best practice; and
- Stakeholder mobilisations;

The objectives of urban renewal include among others the:

- improvements to the urban environment and infrastructure by the provision of more open space, community and other facilities;
- enhancements to urban layouts, road networks and other infrastructure;
- the substitution or overhaul of archaic buildings;
- better exploitation of land;
- thinning out of development and population densities to reduce the strain on over-burdened transport and other infrastructure;
- making accessible land to meet various uses such as housing, and
- redeveloping a particular area in order to act as a catalyst for the redevelopment of neighboring areas by private developers, as enhanced property values make this more viable (Planning and Lands Bureau, 2001).

Urban Renewal Programme is an integrated process targeting the regeneration of certain underdeveloped geographic areas to achieve sustainable development by bringing a balance between the social, economic, environmental and infrastructural aspects of life. A sustainable community is the end state of the Urban Renewal Program, a community in designated areas can persist over generations, enjoying a healthy environment, prosperous economy and vibrant civic life as opposed to undermining social or physical systems of support (Presidential Urban Renewal Programme, 2001).

Urban renewal is an ambitious process in which a community develops partnerships, attitudes and ongoing actions that strengthen its natural environment, economy and social well-being. Benefits include more livable communities, lower costs and a safe environment for future generations. The underlying National "vision" is based on the principle that Government is committed to: "Attaining socially cohesive, resilient and stable rural and urban communities with viable institutions, sustainable economies and universal access to social amenities, able to attract and retain skilled and knowledgeable people who are equipped to contribute to growth and development" (Presidential Urban Renewal Programme, 2001).

Basically it is all about facilitating job creation within the country and in turn the wider regional economy, also promoting the creation and growth of small enterprises owned and managed by entrepreneurs as well as cultivating productive linkages between municipal and the wider regional economy. Renewal projects are most effective if they are a planned in a manner which creates a ripple effect, benefiting aspects of development other than physical development such as urban services, housing development, and social infrastructure (Presidential Urban Renewal Programme, 2001).

Global trends and local circumstances hold profound implications for the physical structure, economic efficiency, social equity and environmental sustainability of cities. Historical legacies and the impacts of the processes of transformation and change are not distributed uniformly throughout cities, but are increasingly manifested as growth or

decline within specific geographic neighborhoods. This process generates increased polarization and fragmentation within cities, undermining their economic base and productivity and ultimately leading to political and social instability (Engelbrecht, 2004:10).

Furthermore, Engelbrecht (2004:10) states that solutions cannot merely be left to chance, time or the market but require active intervention and management. Increasingly, cities seek to address the challenges of transformation and change in an integrated manner through the development of overall City Development Strategies which address the multi-faceted nature and impacts of change within a multi-sectoral and long-term framework. Urban renewal interventions which seek to address area-specific decline in urban centers, informal settlements and exclusion areas should accordingly not be undertaken as stand-alone activities, but must be located within the context of broader City Development Strategies and regional development frameworks.

Urban centers are multi-functional nodes, with strong transportation hubs, incorporating commercial, retail, cultural and relatively limited residential components (GDDPLG, 1997). Urban centers are important because of their accessibility, the diversity of goods and services which they offer and the highly concentrated levels of public and private sector infrastructure investment in these areas. Urban centers have strong image roles, tend to be an important source of revenue for local government, be a significant source of regional growth and may make substantial contributions to gross national domestic product. Thus, for example, despite its state of decline, the Johannesburg Central Business District continues to be the most important source of revenue for the City of Johannesburg

2.4 THE CONTEXT OF URBAN RENEWAL

Globally, urban renewal has been operative since humans first built permanent settlements (Holcomb et al, 1981). Currently urban renewal programs are in operation globally. Following the progress of history and the passage of time, old cities are in a

constant process of metamorphosis and unavoidably have to face the necessity of continuous regeneration. However, not until the late nineteenth and early twentieth centuries did relatively coordinated efforts on the part of local governments, reform groups and business interests arise whose intent was to eliminate the physical manifestations of urban decline (Holcomb et al, 1981).

The renewal of Paris was thought to be the first large scale urban renewal project implemented. However, the United States was among the first countries to develop specific national programs of urban renewal (Grebler, 1964). The problem of deteriorating urban neighborhoods has been recognized in the United States since the mid-nineteenth century and over the years, major efforts have been made to counteract decay and to rejuvenate cities throughout the country (Nelson, 1988).

Urban renewal has been embraced globally by cities and countries of all shapes and sizes. It has offered municipalities a way to redevelop and revitalize their communities, using public investment to stimulate private investment in areas that otherwise would have remained stagnant or undeveloped (Johnson and Tashman, 2002:7). The section below will discuss the international and national context of urban renewal

In the South African context, the concept of urban renewal has its genesis in two distinct policy trajectories. These are the RDP White paper on local government (November 1994), which emphasises social transformation and basic needs, and economic development policy documents emphasizing the need for economic growth and transformation. This reflects the policy complexities arising out of the South African concern for maintaining a balance between the mutually reinforcing processes of growth and development (Engelbrecht, 2004: 10).

2.4.1 Urban renewal programme framework

Internationally, the renewal of urban centres typically forms part of a broader strategy to promote city economic development. The implicit policy assumption underpinning these

projects is that the decline of urban centres is linked to market failure due to the collapse of private sector confidence. Based upon this understanding, the dominant objective of the renewal of urban centres is to restore the confidence of the private sector, to create a sustainable property market and to restructure and diversify the local economy (Engelbrecht, 2004: 4).

The Department of Provincial Local Government [DPLG] developed an *Implementation Framework for the Urban Renewal Programme*. The purpose of the *Framework for the Urban Renewal Programme* is to translate the vision of the Urban Renewal Programme into tangible ways that will guide all role-players in achieving the community development vision. The framework offers a systematic guide to the policy, the purpose and objectives of the URP and the financial and institutional arrangements that exist for this programme. It also offers guidance on management arrangements as well as varied approaches on mobilising appropriate human resources and capacities (Department of Provincial Local Government [DPLG], nd: iii).

In the South African context, there is no specific national policy framework for the renewal of urban centres although the importance of urban centres is alluded to in a number of sectoral policy documents. Policy is however being developed from below as local governments have a strong interest in the reversing the decline of urban centres in order to promote local economic growth, protect their asset base and support their own fiscal objectives (Engelbrecht, 2004: 4).

2.4.2 International context of urban renewal

Urban transformation is an international phenomena, caused by a range of factors including urbanisation, migration trends, globalisation and poverty. Internationally, the process of change does not affect all cities equally or in the same manner but the overall trend is towards greater polarisation and lack of balance between concentrations of wealth and poverty within and between cities. The ability of government to respond to this process is impacted upon by broader debates on the role of government in general

and the relationship between local government, the private sector and civil society in particular (Engelbrecht, 2004: 4). The sub-sections below provides experiences of urban renewal programmes in the United States and Europe.

2.4.2.1 Urban Renewal in the United States

The first major urban renewal efforts in the United States were the American Park movement and the City Beautiful movement, both in the late nineteenth century, which emerged as responses to the environmental degradation brought about by the conjunction of urbanization and industrialization (Beauregard, 1981). Both movements placed emphasis on the transformation of urban centers through the creation of urban parks and the construction of monumental public buildings. In the 1930s, the Public Works and Public Housing programs shifted attention to the clearance of slums and blighted areas and the construction of low-income housing, in the form of multistoried apartment complexes (Nelson, 1988).

The Urban Renewal Program had three main elements:

- slum prevention through neighborhood conservation and housing code enforcement;
- rehabilitation of structures and neighborhoods; and
- clear redevelopment of structures and neighborhoods (Colborn, 1963).

However, private investors were reluctant to participate because of the restrictions which oriented projects towards housing, not the most lucrative investment in the long run, and because projects took many years to complete, tying up capital for long periods. As a result, urban renewal still consisted mainly of slum clearance and redevelopment (Colborn, 1963).

The criticisms of the Urban Renewal Program were many, and its application led to the destruction of the homes and neighborhoods of the poor and minorities, and to the displacement of small businesses and the demolition of inhabitable housing. Also, it

directed too much investment to central business districts and not enough to positive actions in the neighborhoods and gave too little attention to social concerns (Beauregard et al, 1981). The program was revised in 1954 to make profits, not the improvement of slums, the primary goal. Slums and blighted areas adjacent to existing central business districts were cleared and replaced with new land uses for a new class of people, making urban renewal more attractive to private investors (Beauregard et al, 1981). As the human, social, and economic costs of clearance were slowly recognized, program funds gradually shifted to support rehabilitation more than demolition and reconstruction (Nelson, 1988).

The 1960s brought a gradual acknowledgment that spreading suburbanization might exacerbate city problems and that improving urban conditions required more than physical renewal (Nelson, 1988). Small-scale programs were encouraged to plan more comprehensively for redevelopment. The Model Cities program, initiated in 1966, aimed at the provision of housing through physical rebuilding and paid greater attention to social renewal. Low-income residents were to be organized in order to plan for the physical, economic, and social rehabilitation of their own neighborhoods (Beauregard et al, 1981).

Urban Revitalization emerged in the 1970s as the dominant approach to urban renewal. By emphasizing neighborhood preservation and housing rehabilitation, it limited displacement and disruption of communities, and today, housing rehabilitation has become the dominant activity in urban renewal in the United States (Varady, 1986).

2.4.2.2 Urban Renewal in Europe

In Europe, the evolution of renewal policies followed a similar pattern, the need for the modernization of old city centers initiated during the industrial revolution came later to Europe than to the United States. As a result, European countries have often looked at the American experience as a model for urban renewal (Grebler, 1964). However, unlike in the United States, urban renewal in European countries sometimes proceeded

without the benefit of national programs specifically designed to assist in this process (Grebler, 1964).

The first example of state involvement in urban renewal was in Britain in the mid-nineteenth century to fight the unsanitary conditions in working-class neighborhoods through slum clearance (Couch, 1990). The renewal of war-damaged cities and towns all over Europe in the 1920s is considered the most extensive process of urban renewal in history, compressed into one single generation (Grebler, 1964). Until the 1950s, flats and tenements were considered as a suitable form for replacement of working class housing.

After World War II, the losses sustained during the war triggered an increased consciousness of the historic continuum embodied in the urban scene of previous eras, and growing attention was given to conservation and rehabilitation of historical towns and city sections (Grebler, 1964). As early as 1954, conservation and rehabilitation became fully accepted parts of urban renewal programs in Europe, long before it was in the United States (Grebler, 1964). By the end of the 1960s, most renewal policies began to totally discard large-scale slum clearance, and programs were reoriented towards rehabilitation and area improvement (Couch, 1990). Today, in the western world, most urban renewal actions are based on residential rehabilitation and upgrading.

2.4.3. South African context

In the South African context, the process of urban transformation has been complicated by local factors including the legacy of apartheid, legislation and settlement planning, private sector investment decisions, political, social and economic transition and inter-governmental relationships, government capacity and financial constraints (Engelbrecht, 2004:15). Although urban transformation and decline is linked to international trends and local circumstances that may be beyond the direct control of government, it is clear

that decline may be sparked by non-cyclical factors and may be ameliorated or exacerbated by the quality of public leadership and partnership (Engelbrecht, 2004: 15).

In essence in South Africa the urban renewal programme was instituted in 1999 as a vehicle through which challenges facing the government would be addressed. Of which the urban renewal program includes investment in the economic and social infrastructure, human resource development, enterprise development and the enhanced development capacity of local government, poverty alleviation and the strengthening of the criminal justice system (Overview of Urban Renewal Strategy, 2001:1). Johnson (2005:1) states that the purpose of urban renewal is to improve specific areas of a city that are poorly developed or underdeveloped. These areas can have old deteriorated buildings and bad streets and utilities or the areas can lack streets and utilities altogether.

The implementation of urban renewal programmes in South Africa began since 2001. The implementation include the government response to breaking the legacy of apartheid in communities living in urban townships and on how to create favourable conditions for previously excluded urban communities to access growth and development opportunities (DPLG, nd: iii).

2.4.3.1 Common features of the Urban Renewal Pogramme

Prior to 1994, the conditions of rural underdevelopment and urban exclusion and degeneration were underpinned and managed by a complex apartheid bureaucracy (DPLG, nd: 2). The central focus of the URP and the Intergrated Sustainable Rural Development Pogramme (ISRDP) programmes is therefore to intensify the offensive on poverty and underdevelopment throughout the country. Common features of the programmes include:

- poverty targeting and alleviation as an explicit objective. The nodal localities identified very deliberately correspond with the landscape of under-development and poverty in South Africa;

- focus on addressing the micro- and local economic development imperatives that seek to complement and sustain the macro-economic stability that has been achieved as a country;
- improved co-ordination and integration of service delivery across government, with a particular focus at a local level;
- the decentralisation of decision-making and setting of priorities at a local level, aimed directly at building robust and sustainable municipalities and a strong local government sphere;
- the need for a demand-driven approach to development, where local projects are identified through the municipal integrated development planning process; and
- recognition that various partnerships will be necessary to ensure the success of each of the programmes (DPLG, nd: 3).

The former President of South Africa, Thabo Mbeki, in his State of the Nation Address (11 February 2005), reiterated the government's commitment to address rural and urban poverty. In this regard South African government aimed to conduct a sustained campaign against rural and urban poverty and underdevelopment and to bring all the resources of all spheres of government together in a coordinated manner. (Mbeki, 2001)The URP was conceived as a 10-year initiative. A daunting task facing South Africa was to create programmes that would place the country on the road to sustainable development, poverty alleviation and the reduction of crime and therefore leading to sustainable livelihoods. This implied that South Africa would have to tackle the challenges of redeeming the promise of a better life for all.

2.4.3.2 Urban nodal areas

The URP in South Africa focuses on eight urban nodes of poverty. The programme is aimed at focussing the resources of government in an integrated manner towards breaking the cycle of underdevelopment in cities and the increasing urban poverty (DPLG, nd: iii). In February 2001, President Mbeki announced the launch of the Urban Renewal Programme (URP) to be implemented in eight nodes in six cities, namely:

- Alexandra in the City of Johannesburg;
- Mitchell's Plain and Khayelitsha in the City of Cape Town;
- Inanda and KwaMashu (INK) in the eThekweni Municipality;
- Mdantsane in the Buffalo City Municipality (East London);
- Motherwell in the Nelson Mandela Bay (Port Elizabeth); and
- Galeshewe in the Sol Plaatje Municipality (Kimberley) (DPLG, nd: 4).

The URP nodes selected all displayed a set of common features that established a relatively similar developmental agenda for the eight nodes, such as:

- Apartheid townships;
- Poverty and high levels of crime;
- Depleted formal engineering infrastructure that needed rehabilitation/upgrading;
- Shortage of formal housing stock, including the informal housing component;
- Inadequate operational and maintenance budgets;
- Low internal economic opportunities (Alexandra less so);
- Low education and skills levels of resident population; and
- Poorly connected to surrounding neighborhoods (DPLG, nd: 6).

The respective areas are selected based on their socio-economic status. Further, the respective areas have weak economic growth and persistent poverty and inequality in the areas where the nodes are currently located. In addition, the asset base of the communities residing in these geographical spaces is very low (DPLG, nd: 6).

Currently the population of South Africa is predominantly urban, with 58% of people residing in urban areas (DPLG, nd: 6). This is projected to increase to 64% in 2030. The three major metropolitan areas of the country, Cape Town, eThekweni (Durban) and Johannesburg, which also have the three biggest Urban Renewal Programmes, account for around 30% of the national population. Furthermore, the six metropolitan areas in the country produced 56% of the Gross Domestic Product in 2001, with Johannesburg

alone accounting for 15%. Despite the crucial role of these major cities in national economic development, some studies suggest that the absolute number of urban poor people in South Africa has been steadily increasing. These studies indicate that at least 40% of those residing in urban areas are defined as poor (DPLG, nd: 4). The eight urban renewal nodes are located within municipalities that contribute significantly to the national economy. The six metros alone contribute 55.4% to the national Gross Value Add (GVA) of the country. Many urban-based municipalities are struggling to manage the impact of increasing urbanisation and the concomitant challenges of promoting economic development and addressing poverty (DPLG, nd: 4).

Furthermore, Johnson (2002:1) states that urban renewal provides the following tools:

- First it allows for the use of tax increment financing financing improvement projects.
- Second, it allows for special powers to buy and assemble sites for development or redevelopment, if that is desired.
- And third, it allows for special flexibility in working with private parties to complete development projects (Johnson, 2002: 1).

For example the Alexandra Renewal Project aims at making better the living conditions and human development potential that exist in Alexandra. The intention was to create integrated and functional settlements; and to rehabilitate dysfunctional urban areas with economic and social development. The project was carefully developed to reduce the soaring levels of unemployment, to create a healthy and clean environment, to upgrade existing housing environments, create affordable housing opportunities and to de-densify households in proportion to land source (Thwala, 2006).

South African cities are faced with particular challenges linked to the legacy of apartheid, delayed urbanization and political transformation. South African cities have inherited a dysfunctional urban environment with skewed settlements patterns which are functionally inefficient and costly, huge service infrastructure backlogs in historically underdeveloped areas and large spatial separations and disparities between towns and

townships (DPLG, 1998). Approximately 55% of the South African population lives in urban areas; and the process of urbanisation is escalating and this has been demonstrated most vividly by the 20% increase in the Gauteng population (DPLG,1998).

South Africa's cities and towns are a major focus of growth and economic dynamism. (Urban Development Framework, 1997). South Africa urban economies are supported by good urban infrastructure and the consolidation and extension of this urban infrastructure can contribute significantly to the creation of employment opportunities and poverty alleviation through the extension of social service provision. As such, cities provide critical vehicles for economic, social and political change within South Africa. The purpose of urban renewal is to improve specific areas of a city that are poorly developed or underdeveloped, meaning that those areas can have old deteriorated buildings and bad streets and utilities.

Urban renewal's effect on actual revitalization is a subject of intense debate. It is seen by proponents as an economic engine and by opponents as a regressive mechanism for enriching the wealthy at the expense of taxpayers and the poor. It carries a high cost to existing communities, and in many cases resulted in the destruction of neighborhoods. However, many cities link the revitalization of the central business district and gentrification of residential neighborhoods to earlier urban renewal programs.

In South Africa the National Department of Provincial and Local Government is responsible for the formulation and implementation of the National Urban Renewal Strategy. Urban Renewal Programme emphasises three principles, namely:

- The mobilising people to become active participants in their own development;
- Activities, initiatives and budget resources of the 3 spheres of government should be coordinated and focussed; and
- Public sector investment needs to leverage private sector resources. Overall objective of the programme is to enable a systematic and sustained intervention

to alleviate poverty and significantly address underdevelopment in the country (Presidential Urban Renewal Programme 2001:3).

Social development can be defined as a process through which the quality of life of a community can be improved in a sustainable way (Marais, 2001). It is aimed at restoring the disrupted relationship between the communities and the resources accessible to them. In the 21st century, global context municipalities have changed dramatically to live up to their communities increasing service delivery expectations (Marais, 2001). Municipalities are confronted with major challenges for promoting good governance and sustainable development. Therefore the municipalities are running a marathon to build better living environments, profitable economy and accessible amenities to achieve urban ideal.

The Minister of Provincial and Local Government, Mr S Mufumadi, stated the following in the debate of President: Mbeki Nation State address on 11th February 2005: "In designing the new systems of Local Government, care was taken to ensure we put in place a frame work for progressively doing away with the consequences of a system which exposed white and black South Africans to vastly different socio economic environment" (Presidential Nation State Address, 2005). From the above statement it is realised that there are various challenges facing the country regarding development and urban growth. For example the Soweto Region is also faced with challenges to ensure that it develops a requisite capacity to translate scarce resources into resources, which will confront problems of urban decay and lead to urban renewal.

DPLG (2001), states that for a municipality to use an urban renewal programme it must establish an urban renewal policy and it must adopt an urban renewal plan in terms of the benchmark goal guiding sustainable development and livelihoods. DPLG (2001), provides an emphasis that the departure point is to develop a comprehensive Urban Renewal Policy based on the goals of the municipality, as this would allow for the realization of vision of socially cohesive and stable communities with viable institutions,

sustainable economies and universal access to social amenities, that is able to attract and retain skilled and knowledgeable people to contribute to growth and development.

2.5 APPROACHES TO URBAN RENEWAL

Urban renewal approaches comprise of integration and redevelopment. The respective approaches are discussed below.

2.5.1 Integration

A policy framework for urban areas should map out an integrated way based on the entire environment that would curb the causes of urban decay. Urban renewal projects mean all of those undertakings and activities necessary to renew the neighborhood according to a plan (Nesbitt, 1958:66). In South Africa, the concept urban renewal has its genesis in two distinct policy trisections. These are the Reconstruction Development Plan (RDP), and White Paper, which emphasises the social transformation and the basic needs, as well as economic growth and transformation (Engelbrecht, 2003:4). Typically, urban renewal in the South African context entails the allocation of considerable resources to achieve redevelopment goals, meaning that it is all about the practice of urban renewal that sits at the interface of a dialogues about the role of the cities both in the global economy and in meeting the basic needs of their citizens, distributing wealth and making access to equal opportunities (Engelbrecht, 2003:5).

After the 1994 elections in South Africa, the country has entered into a new era, the political, economic and social system changed drastically in terms of the new legislation and this led to the globalization and international competition within the municipalities. Urban decay is a process by which a city, or a part of a city, falls into a state of disrepair. It is characterized by depopulation economic restructuring, property abandonment, high unemployment, fragmented families, political disenfranchisement, crime, and desolate and unfriendly urban landscapes (Wikipedia, 2009). Urban renewal is the rehabilitation of city areas by renovating or replacing dilapidated buildings with

new housing, public buildings, parks, roadways, industrial areas, and, often in accordance with comprehensive plans (Wikipedia, 2009).

Given the argument it can be deduced that social development can be defined as a process through which the quality of life of a community can be improved in a sustainable way. That it is aimed at restoring the disrupted relationship between the communities and the resources accessible to them. In the 21st century, global context municipalities have changed dramatically to live up to their communities increasing service delivery expectations (Marais, 2001). Municipalities are confronted with major challenges for promoting good governance and sustainable development. Therefore the municipalities are running a marathon to build better living environments, profitable economy and accessible amenities to achieve urban ideal.

2.5.2 Redevelopment

Urban renewal project refers to the redevelopment of urban centres, most often with an emphasis on the redevelopment of economic infrastructure. Urban renewal is used to refer to multi sectoral interventions, which are undertaken within specific geographic areas over a medium term timeframe (Engelbrecht, 2006:10). Urban renewal entails the allocation of considerable resources to achieve redevelopment goals. Furthermore urban renewal states that urban renewal creates winners and losers, as funds are derived and diverted from other projects. Therefore urban renewal should be closely monitored and evaluated to determine its effectiveness in reaching goals and objectives. Nesbitt (1958:64), states that many people now are beginning to recognise that urban renewal has arrived to stay and its promise is beginning to materialize in many communities.

Redevelopment is a process by which local government works in partnership with private development to enhance the social, economic, physical and environmental vitality of a city within specified project areas. Redevelopment has a direct effect on the economic future of each country because it promotes renovation and sponsors

improvements that are focused on the growth of the community. Positive effects of redevelopment reach far beyond the boundaries of the projects and its efforts improve the community's image and economic and social climates (Miller, 1959). The following can be viewed as the benefits of redevelopment:

- A wider range of available jobs;
- Increased opportunities for shopping and recreation;
- Improved infrastructure, public facilities, and open space;
- New and renovated housing opportunities for low- and moderate-income household; and
- Availability of funds to improve residential and commercial property; and increased property values (Miller, 1959).

Redevelopment consists of the removal of existing buildings and the re-use of cleared land for the implementation of new projects (Miller, 1959). This approach is applicable to areas in which buildings are in seriously deteriorated condition and have no preservation value, or in which the arrangement of buildings are such that the area cannot provide satisfactory living conditions (Miller, 1959). In such cases, demolition and reconstruction, of whole blocks or of small sections, is often thought to be the only solution to ensure future comfort and safety of the residents.

2.6 ROLE PLAYERS IN URBAN RENEWAL

In the public sector, various restrictions of the public management environment require significantly different set of behaviour reaction from public strategic managers as they are influenced by various factors over which there is little or no control at all. Butterick (2000:9) highlights the reasons and causes for projects failures. An example could be the lack of clear strategy in managing the project and lack of a rational way of managing the required changes. This implies that each organisation has to ensure that their projects are driven by the benefit that supports their strategy. These problems contribute towards the nature of incomplete, improper planned projects that leads to urban decay.

The practice of urban renewal sits at the interface of dialogues concerning the role of cities in the global economy and the role of cities in meeting basic needs, distributing wealth and equalizing access to opportunity. Within the South African context, the concept of urban renewal has its genesis in two distinct policy trajectories namely the RDP and White paper on Local Government (1998), with its emphasis on social transformation and basic needs and economic development policy documents. This reflects the policy complexities arising out of the South African concern for the maintenance of a balance between the mutually reinforcing processes of growth and development (Engelbrecht, 2004: 5).

Furthermore, Engelbrecht (2004:5) states that the power in cities resides in the hands of those who have the authority to “impose a vision on space” and urban renewal is thus not an exercise in neutrality but constitutes a fundamental intervention in the physical, economic, social and institutional space of cities to achieve particular policy objectives. Urban renewal typically entails the allocation of considerable resources to achieve redevelopment goals and this inevitably creates winners and losers as funds are diverted from other projects. It is accordingly appropriate that urban renewal should be closely monitored and evaluated to determine its effectiveness in reaching policy goals. This document seeks to identify some key performance measures that might be used to evaluate the success of urban renewal interventions in different contexts (Engelbrecht 2004:6).

2.7 CRITICAL ISSUES FOR URBAN RENEWAL

The subsections below discuss the critical issues for URP.

2.7.1 Political Concerns

Engelbrecht (2004:32) states that the absence of strong urban centers within most township areas in South Africa constitutes a significant policy problem. There is political pressure to develop urban centers for a variety of reasons including redress and equity,

the desire to simulate economic activity and create jobs and the role of urban centers as a focus for civic pride and place-making activities. The economic viability and financial sustainability of these areas is however doubtful in view of the absence of economic agglomeration, low population densities and the restricted buying power of residents. Attempts to develop urban centers within township areas should accordingly only be undertaken after a very clear assessment of the financial and economic viability of these areas and the impact of these new areas on existing urban centers and secondary nodes.

There is currently no national policy framework to contextualize or support the renewal of urban centers in South Africa although principles supporting urban renewal were included in both the Urban Development Framework and the Development Facilitation Act 67 of 1995. The Department of Provincial and Local Government has recently commenced with the preparation of a policy document to guide urban renewal and to review the Urban Development Framework. At provincial level, only the Gauteng Provincial Government has issued policies which directly address the renewal of urban centers. The Gauteng Growth and Development Framework were prepared during 1997 and the Gauteng Department of Finance and Economic Affairs simultaneously issued the Gauteng Trade and Industrial Strategy (DPLG, 2000).

Furthermore, Engelbrecht (2006:35) states that during the period of political transition, urban centers received relatively little attention but there has more recently been a surge of interest in the redevelopment and renewal of declining urban centers by local governments. The absence of national policies to guide urban renewal has not impeded the implementation of renewal projects which tend to be informed by the following mutually reinforcing, locally-derived policy objectives:

- The renewal of urban centers is understood as a necessary precondition for economic growth. Renewal projects accordingly seek to rebuild the economic base of declining areas and achieve this by creating a functioning property market to attract sustained private investment which may be channeled in a direction that

supports economic diversification and the reinterpretation of the role of the urban centre in the economy of the city.

- The renewal of urban centers is directly linked to the fiscal objectives of local government as many urban renewal initiatives aim to reinforce and grow the rates base of local government. This objective is closely aligned with the need to protect and optimize the existing asset base of urban centers which includes substantial public investment in underlying engineering services, transportation hubs and public open spaces, and private investment in the form of commercial and residential property.
- Urban centers play a critical role in addressing exclusion by linking the urban poor to the remainder of the city particularly through the effective operation of transportation hubs and through the creation of residential spaces within urban centers.

In South Africa, the levels of unemployment and poverty are extremely high and two of South Africa's most pressing problems (Engelbrecht, 2006:30). There is also a widely acknowledged need for housing and municipal infrastructure (water supply, sewerage, streets, storm water drainage, electricity, refuse collection). There is a need for physical infrastructure in both urban and rural areas. The infrastructure backlog is aggravated by the apparent lack of capacity and skills at institutional, community and individual levels. Urban renewal and inner city regeneration projects are a priority for the South African government which has invested in several areas to stem the tide of decline in its nine major cities. Commitment to alleviation of poverty has become very high on the government agenda and will stay one of the focal points of government. A labour-intensive approach can be used to maximize the number of people employed in urban renewal projects and this can go a long way in alleviating poverty and reducing the more than 28% unemployment rate in South Africa (Engelbrecht, 2006:31).

Urban renewal created the conditions for gentrification in the United States. While envisioned as a way to redevelop residential slums and blighted commercial areas in cities, it often resulted in vast areas being demolished and replaced by freeways, expressways, housing projects and vacant lots. While it did revitalize many cities, it was

often at a very high cost to its existing communities and in many cases simply resulted in the destruction of vibrant - if run down -indigenous neighborhoods. In other words urban renewal in many cases in fact resulted in urban removal. Urban renewal has in hindsight been deemed a failure by many U.S. urban planners and civic leaders and has been reformulated with a focus on redevelopment of existing communities. This reformulation has, however, not addressed the devastating effects on indigenous communities the very communities urban planners were supposed to help (Osborn, 2004).

2.7.2 Cultural Concerns

The changes brought to the social, natural and build environment of Soweto through urban renewal can have a serious impact on the flourishing of urban culture. Just as much as the preservation of the environment and community can be important for that of the local culture, culture is itself essential in their development. It is often the local culture which defines what is special and unique about a group of people or a place, giving them their identity and making them last over generations (Nozick, 1992). It is therefore important to ensure that in the process of renewal, the urban culture is not destroyed, but stimulated and promoted through a conscious transformation of the urban environment.

2.7.3 Social Concerns

It is generally recognized that displacement from familiar locations translates into drastic changes in lifestyle and requires long-term readjustment which can cause serious psychological trauma, especially for the most vulnerable portion of the population, i.e. young children and the elderly (Beauregard, 1981). The loss of contact with a familiar environment to which people have developed strong emotional attachments may occur both when residents are displaced and when familiar environments are radically altered by revitalizing activities (Beauregard et al, 1981). While Jacobs (1961:279) explains this attachment as "the security of the home base, being, in part, a literal security from

physical fear" (Jacobs, 1961: 279). However, little is written about the psychological costs of the destruction of an environment to which one is emotionally attached.

For example in the late 1980's, the development of rail link between Mumbai and New Mumbai could not proceed as a result of the informal settlements. The Maharashtra Housing and Area Development Authority initially proposed the resettlement of the residents in walk-up apartments, but this was not affordable and the project stalled. The Railway Slum Dwellers Federation and the National Slums Dwellers Federation ("the NSDF") proposed that a piece of land be allocated to the families so that they could construct their own houses through loans received from the Housing and Urban Development Corporation. This led to the establishment of the Mumbai Urban Transport Project (MUTP I and MUTP II) for the resettlement of affected communities (Jacobs, 1961:279).

2.7.4 Urban Identity

The definition of urban identity refers to an ability to accommodate change without losing the character and that is carried out by the urban environment. According to Dominiczak (2008), maintaining urban identity is complex and requires certain subtlety, meaning that in old cities, urban identities are usually created by a network of public spaces which are typically represented by the streets, squares and parks. Those urban interiors are defined by the facades of surrounding buildings which contrary to landmarks are simultaneously similar to those in other cities, yet not the same. Furthermore Dominiczak (2008) states that a small difference or deformation of global and local prototypes is the medium of urban identity.

A frequent challenge faced in the sensitive reshaping of an already-existing environment is discovering and preserving its own visible structure and drawing out its inherent image and identity. Urban renewal modifies not only the physical form of the urban environment but also transforms the way in which it is perceived and experienced, and the psychological and emotional relationships between humans and

urban places (Beauregard et al, 1981). Among the most important elements cited in the literature regarding the definition of the urban environment are: diversity and continuity (Mumford, 1956).

2.8 CHALLENGES OF URBAN RENEWAL IN SOUTH AFRICA

The growth of cities in South Africa was historically truncated by mechanisms to inhibit black urbanisation and whilst this process ultimately collapsed under the weight of urbanisation pressure, cities were slow to respond to the new challenge. In most cases, demands for housing were addressed through the creation of peripheral settlements and the social and economic exclusion of residents in these areas heightened the impact of their political disenfranchisement. The dysfunctional city structure has increased transportation costs as the poor are located at a substantial distance from economic opportunities and this has impacted negatively on both the productivity and costs of labour. In the face of a housing shortage, the urban poor sought accommodation in a thriving backyard rental market which remains beyond the purview of official policy-making to this day. Overcrowding and poor living conditions within backyards ultimately gave way to the illegal occupation of land and the establishment of free-standing informal settlements (Englebrecht, 2004:26).

The process of political transition has had profound implications for the credibility, structure and financial viability of South African cities. During the period of transition from 1991-1995, transitional local government lacked the credibility and legitimacy for effective governance (Tshwane IDP, 2005:18). Post-elections, the local authorities focused on the structural transformation of local government to promote the delivery of services on an equitable basis. It is widely acknowledged that service delivery suffered during this period, largely as a result of the emerging crisis in local government finances but also as a result of the lack of leadership, the loss of institutional capacity and policy vacuums. Institutional relationships were in a state of considerable flux, particularly the relationship between tiers of government, political leadership and the bureaucracy, "old"

and “new” bureaucrats, the state and civil society. These tensions impacted on service delivery and the implementation of projects (Englebrecht, 2004:27).

Global and local trends affect city structures in profound ways. One manifestation of this is the reality of urban decline within various environments. Decline arises within a range of environments, including traditional urban centers, excluded residential neighborhoods and informal settlements. Cities respond to the process of urban decline in different ways. These responses are typically grounded in ideological assumptions as to the underlying nature and cause of decline. Responses to urban decline are accordingly crafted in the context of a complex set of institutional values which shape programmatic responses (Tshwane IDP, 2005:18).

2.9 REQUIREMENTS FOR URP

Johnson (2005) states that urban renewal programmes are established when a local government adopts an urban renewal plan and that it must contain the following:

- A description of each urban renewal project to be undertaken;
- A map and legal description of the urban renewal area;
- An explanation of how the plan relates to local objectives, such as relevant objectives of the comprehensive plan, target area plans and other public policy statements;
- If the plan calls for the use of tax increment financing, a limit on the maximum amount of indebtedness to be issued to carry out the plan; and
- A description of what types of changes to the plan are to be considered substantial amendments. Substantial amendments must be adopted using the same process as the adoption of the original plan.

2.10 URBAN RENEWAL AS A MULTIFACETED PROCESS

Urban renewal can be defined as a social and technical partnership based on the unification of the vision of politicians and designers and on the wide acceptance of the same by the community. It is thus a multi-faceted and complex process which should not be viewed merely as a physical and financial proposition, but as a sociological, cultural, economical and political matter as well (Couch, 1990). Past experience has demonstrated the need to view neighborhood regeneration as a comprehensive and integrated process. According to Lewis Mumford (1956; 43), "an organic conception of city planning, dealing with all the phases of life as well as all the functions of a community, is essential to create a truly livable environment".

It therefore appears that a realistic renewal program must approach regeneration in a holistic way and be based upon a multi-disciplinary understanding of the social and economic forces affecting urban areas and the physical nature of towns and cities. It thus requires variety and subtlety in policy responses (Couch, 1990). The many facets of neighborhood life should be analyzed in the process of developing an urban renewal program (Colbom, 1963). The fundamental prerequisite to the success of any program of development or renewal is the complete integration of these programs with the general plan of the urban area (Miller, 1959).

2.11 CONCLUSION

The concept urban renewal was discussed and defined in this chapter. In this regard the rationale for URP was discussed as it intends to remedy the displacement and resettlement of affected people across the world. The chapter also discussed the context of URP in terms of the international and national perspectives. The chapter reveals that a realistic urban renewal program must approach regeneration in a holistic way and be based upon a multi-disciplinary understanding of the social and economic forces affecting urban areas and the physical nature of towns and cities. The next chapter provides an overview of URP in Soweto and the measuring tools for URP.

CHAPTER 3

URBAN DECAY IN SOWETO AND THE IMPORTANCE OF URBAN RENEWAL PROJECT

3.1 INTRODUCTION

Early developed urban areas grow and deteriorate from time to time and that leads to worsened living conditions in the communities. Hence the aim of this chapter is to discuss and explore the importance of urban renewal projects in trying to address the issues of urban decay. Many projects fail to improve the living conditions and also to tackle the problems of urban decay due to inconsistency in sustaining the projects being implemented and a massive growth in such areas. This chapter will discuss an overview of URP and the measuring tools for URP.

3.2 BACKGROUND OF URBAN DECAY

In February 2001, in his State of the Nation Address, President Thabo Mbeki launched the Urban Renewal Programme (URP), along with the Integrated Sustainable Rural Development Strategy (ISRDS). The focus was on poverty alleviation in urban and rural areas that have substantial service backlogs; are spatially and economically marginal to the core urban economies, and in which social exclusion. A clear programme of action for the URP which would lead to the production of a national urban renewal strategy was pledged by the Minister of Provincial and Local Government in August 2001. This programme has however not emerged. In February 2002, the Minister said that "the process of discussing and refining the Urban Renewal Strategy will generate information and experiences which must be shared by municipalities throughout the country", giving the impression that the strategy was still in development continues to limit the development of their communities (DPLG, 2000).

The decay of the inner cities of New York, Los Angeles, Mexico City, Johannesburg and many other cities have mainly been triggered by sub-urbanisation of commercial investment and high market residential areas. In Johannesburg this sub-urbanisation has seen a northward flight of business and the further marginalisation of under-developed areas of the South like Soweto and Orange Farm. The question though, is what conditions encourage this northward flight and what measures are necessary to curtail it? The answer to the first question may seem obvious. Apartheid institutionalised residential segregation. Residential areas for black communities were deliberately located far away from economic areas with very little infrastructure and social amenities. The local governance system that developed was therefore geared to the preservation of the racial divide and entrenchment of inequalities.

3.3 OVERVIEW OF SOWETO

The establishment of Soweto is, like Johannesburg, linked directly to the discovery of Gold in 1885. Thousands of people from around the world and South Africa flocked to the new town to seek their fortunes or to offer their labour. Within 4 years Johannesburg was the second largest city in South Africa. More than half the population was black, most living in multi racial shanty towns near the gold mines in the centre of the town. As the gold mining industry developed, so did the need for labour increase. Migrant labour was started and most of these workers lived in mine compounds. However other workers had to find their own accommodation often in appalling conditions (Roefs, 2008).

3.3.1 Population

The first residents of Soweto were located into the area called Klipspruit in 1905, following their relocation from "Coolietown" in the centre of Johannesburg as a result of an outbreak of bubonic plague (Roefs, 2008:1). The Johannesburg City Council took the opportunity to establish racially segregated residential areas. Some residents were to be relocated to Alexandra township (Johannesburg North near Sandton). This group

comprised Black, Indian and Coloured families and they received freehold title to their land (this was subsequently reversed by the Apartheid Government). Only black families were located into Klipspruit and the housing was on a rental basis. Klipspruit was subsequently renamed Pimville (Roefs, 2008).

South Western Township (Soweto) is located 15km to the South West of Johannesburg Central Business District [CBD] and comprises of approximately around 1.2 million people live in Soweto. The service delivery and infrastructure into Soweto compares favorably with many other areas around the country, given the City of Joburg's [COJ] comparatively good service delivery track record. However it does lag the rest of Joburg in terms of a number of households with excess to formal housing, water etc. Soweto faces some particular development challenges and these are common to many areas across South Africa. However certain of these are the result of Soweto's own history and are not reflected to the same extent across the other areas of the City of Joburg (Rive, 1980).

During the 1930's the demand for housing for the large numbers of the previously disadvantaged who moved into Johannesburg grew to such an extent that new housing were built in an area known as Orlando, named after the first administrator Edwin Orlando Leaky. In the 1940's a controversial character James Mpanza led the first land invasion and some 20000 squatters occupied land near Orlando. James Mpanza was known as the "Father of Soweto". In 1959 the residents of Sophiatown were forcibly removed to Soweto and occupied the area known as Meadowlands. Sir Earnest Oppenheimer, the first chairman of the Anglo American Corporation, was appalled by the housing shortage and was instrumental in arranging a loan for the construction of additional housing and this is commemorated by the Oppenheimer Tower in Jabulani (Rive, 1980).

3.3.2 Current status of Soweto

As stated above, Soweto falls within the jurisdiction of Johannesburg Metro Council in the Gauteng Province. The original rental houses have now been sold to the tenants who received a subsidy from the government to cover the cost of the houses. Private sector housing was developed from the 1980's funded by the various banks. Freehold title were available to the properties. Services are provided by the Johannesburg Metro council and electricity by Eskom (Rive, 1980).

The failure of influx control and the deregulation of the 1980s saw a movement of black people into the city, the town-planning framework of the erstwhile apartheid councils promoted urban sprawl. The racial prejudice and fragmented apartheid planning encouraged the exodus of business and Whites from the inner city to the northern suburbs and shopping malls. Consequently, the Johannesburg's inner city changed from being the central economic hub of the whole of the city's population into a retail and commercial centre of mainly the African population. The residential profile also changed the status of low-income group with little disposable income to inhabit in the inner city (CoJ) (Rive, 1980).

The inner city (CoJ), however, is well located with easy access to the rest of Gauteng province. It provides the connecting transportation network for Johannesburg and the rest of the country. Indeed transportation to most Southern Africa countries can be found in Johannesburg's inner city. Thus, Johannesburg was the most cosmopolitan city in South Africa. It has a well-established infrastructure and remains the headquarters of at least three major commercial banks. The inner city should not be viewed in isolation to the social and economic life of the city as a whole. As the example of New York shows, the rejuvenation of the inner city must form part of the overall development strategy of the urban area and must include social development of the poor (Rive, 1980). The next subsections will discuss the developmental challenges found in Soweto.

3.3.3 Developmental challenges

The following are developmental challenges that exist in Soweto:

Poverty and income levels

- Unemployment is significantly higher than in the rest of Joburg;
- Limited job opportunities within Soweto, this implies that potential job seekers face long commuting periods and high associated costs;
- Income levels are comparatively low; and
- Poverty levels and the concentration of poverty are particularly high (Rive, 1980).

Land use and planning

- Undiversified land use, with land allocated mostly to housing;
- Few significant sites for commercial, office, retail and industrial development;
- Bylaw infringements by informal sector;
- Illegal land usage; and
- Poor enforcement of bylaws (Rive, 1980).

Infrastructure

- Limited access point to Soweto from key transport routes;
- Nearly inbound routes have little spare capacity or are overloaded;
- Poor internal linkages within Soweto make traversing the area difficult;
- Most residents rely on public transport;
- Unpaved roads;
- No complete storm water management system; and
- High degree of water loss (Visser, 2009).

Social facilities and amenities

- Quantity of Social services is uneven and poor; and
- Lack of facilities and unused buildings (Visser, 2009).

Soweto was a centre of campaigns to destabilise the apartheid regime. The 1976 Student uprising began in Soweto and spread to the rest of the country. Other politically charged movements germinated in Soweto including the squatter movement of the 1940s; also the area has spawned many political and social luminaries including Nelson Mandela the former first democratic elected president. Over two million people inhabit Soweto, with homes ranging from extravagant mansions to makeshift shacks (Rive,1980). Soweto is a township of enterprise and cultural interaction. It is a sprawling township, or more accurately, a cluster of townships on the southwestern flank of Johannesburg. Soweto was created in the 1930s, with Orlando the first township established (Rive, 1980).

3.3.4 Human settlements

In Soweto more land was allocated for housing, schools, parks and industrial as well as commercial expansion to make Soweto cleaner, attractive and more efficient for communities to live. Therefore, it can be said that urban renewal aims at tackling the problems of disadvantaged urban areas by utilising an integrated approach. Urban renewal projects in South Africa, worldwide, and in Soweto in particular, are concerned about the following four challenges:

- Firstly, there is lack of consultation with local residents in drawing up urban renewal projects;
- Secondly, there is a failure to target the benefits of urban renewal at local people;
- Thirdly, there is over reliance on physical development as an engine of urban renewal, and limited coordination of government programmes; and
- Fourthly, there is no overall framework guiding urban renewal and development (Combat Poverty Agency, 1996: 3).

The municipality of Soweto had to play a role in ensuring that there is a greater consultation with local people and ensuring that all investments projects include aspects of communal benefit to a wider community. With the aim of promoting local development partnerships whereby an economic initiative provides more accessible

employment opportunities for local people, e.g. small business centres. Therefore the following projects were implemented in Soweto to ensure that the city achieves its goal of creating a world class African city; for example, Bara Central Node, Creation of malls, Kliptown redevelopment, creation and greening of Soweto (Blueprint, 2008).

3.4 A PERSPECTIVE OF URP IN SOWETO

To realise the realities of URP in Soweto, the subsections below provides the legislative framework, goals for URP in City of Joburg municipality, developmental role of local government, and the government programmes that intends to promote URP in Soweto.

3.4.1 Legislative framework

In terms of The Municipal Systems Act 32 of 2000, a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. The Act makes it clear that residents have the right to contribute to the municipality's decision-making processes. They also have the right to submit recommendations and complaints to the council and are entitled to prompt responses to these. They have the right to regular disclosure of the state of affairs of the municipality, including its finances. In order to encourage residents to pay promptly for their services, municipalities are required to inform them about the costs of providing the services, the reasons for the payments of the fees, and the uses to which the monies raised are put. Residents also have the right to give feedback to the municipality on the quality and level of services offered to them.

The urban renewal framework emphasises three principles:

- The mobilisation of people so that they can become active participants in their own development;
- The activities, initiatives and budgetary resources of the three spheres of government should be co-ordinated and focused; and

- Public sector investment needs to leverage private sector investment. The urban renewal projects in the eight designated nodes serve as 'pilots' for the development of a national urban renewal strategy that can be applied in all urban areas (Rauch, 2002).

3.4.2 Developmental role of local Government

Essentially, the new democratic system in South Africa defines the senses in which local government is a sphere of government, with its original, constitutionally-enshrined powers and functions. In other words, it is not a third level of government crudely subordinate to provincial and national government. It is not a function of provincial or national government. But, on the other hand, it is not completely independent either. It is interrelated with provincial and national government in one overall system of cooperative governance, in which the more each sphere cooperates with the other two, the stronger it can become (Fihla, 2009).

Fundamentally, the new democratic system gives expression to the notion in the Constitution Act of 1996 of developmental local government. This means that local government is not just an important site for the delivery of services, but it is crucial for the economic and social development of people. By working effectively with the other two spheres of government and a range of public and civil society organisations and the private sector, local government also has to contribute to economic growth, job creation and social development. Over time, through appropriate negotiations and securing further funding, local government will take on increasing responsibilities for service delivery and development. This is, in different forms, happening the world over (Fihla, 2009).

Key to fulfilling this developmental role is the requirement in the new democratic system for all municipalities to adopt Integrated Development Plans (IDPs). Essentially, an IDP sets out the vision, needs, priorities, goals and strategies of a municipal council to develop the municipality during its term of office, as part of a long-term vision and plan

for development. In terms of the law, the community of a municipality must have a say in both the content of the IDP and the process by which it is drafted. The IDP provides the framework for determining the budget of a municipality. It is closely linked to the performance management system of a municipality in terms of which a municipality's progress is judged, especially by the residents. The IDP is not only a plan. It is also a strategic instrument, a management tool, and a method of running a municipality. The IDP provides a framework for all the activities of a municipality. It is also meant, over time, to be an important site of effecting cooperative governance in practice (DPLG, 2000).

Development at a municipality level is guided and informed by legislation and policies. Within the framework, legislation and policies, development still needs to be managed in order to achieve an objective. Todaro (1980) defines development as the process of providing the quality of all human lives. The three identified important aspects are of development are,

- Raising peoples living levels, their income and consumption level of food, education, etc through economic growth process.
- Creating conditions conducive to the growth of peoples self esteem through the establishment of social system and institution that promote human dignity and respect, and
- Increasing people's freedom by enlarging the range of their choice variables (Todaro,1980).

3.4.3 Goals for URP in City of Joburg Municipality

The City of Johannesburg long term goal in respect of Soweto represents a holistic solution rather than the individual delivery of one service. In order to achieve those goals, therefore it is a key that the efforts of all parties are coordinated and supportive of each other. Most public sector agencies and government departments tend to work very much in isolation and the lack of a coordinating overseer is vital to ensure that resources are effectively managed. The institutional arrangements within the city of

Joburg are designed to maximise participation from the variety of agencies active while ensuring a close connection to the decision making structures of the council (Integrated Development plan 2005/6).

Furthermore, broadly, the goals of CoJ are to promote the realisation of the government vision in line with community development. In this regard CoJ employs the concept of “Urban Design” to meet its developmental mandates. The table (3.1) below provides urban design features as pinpointed by Lee and Chan (nd: 620).

Table 3.1 List of Urban Design Features

URBAN DESIGN FEATURES	
D 01. Mixed development	D 24. Provision of accommodations
D 02. Establishment of local business activities	D 25. Provision for basic needs of disabled, elderly or children
D 03. Variety of business activities	D 26. Community involvement in public decision making
D 04. Provision of public facilities	D 27. Sense of belongings on community
D 05. Diversity of public facilities	D 28. Security against crimes
D 06. Provision of open spaces	D 29. Convenience, efficiency & safety for drivers
D 07. Presence of nightlife	D 30. Convenience, efficiency & safety for pedestrian
D 08. Adaptability of development to the changing needs	D 31. Convenience, efficiency & safety for public transport users
D 09. Efficient use of land & space	D 32. Access to provisions for disabled, elderly or children
D 10. Management of buildings, facilities & spaces	D 33. Access to public facilities
D 11. Provision of pollution control measures	D 34. Access to open spaces
D 12. Air quality & noise level	D 35. Access to work
D 13. Installation of energy efficient devices	D 36. Proximity to business activities
D 14. Optimization of natural lighting & ventilation	D 37. Accessibility of the development
D 15. Incorporation of environmental design	D 38. Building design & overall appearance
D 16. Use of recycled, recyclable/ durable materials	D 39. Compatibility with neighborhood
D 17. Wildlife conservation	D 40. Building density, height & mass
D 18. Installation of water saving devices	D 41. Layout of building and streets
D 19. Waste management	D 42. Design of open spaces
D 20. Preservation of historical structures & features	D 43. Provision of landscapes e.g. trees, planters
D 21. Promotion of local distinctiveness	D 44. Appearance of street furniture
D 22. Preserving & facilitating social network	D 45. Appearance of pedestrian routes & sidewalk
D 23. Availability of local employment	D 46. Rehabilitation of repairable building structures

Source: Lee and Chan, nd: 620

Urban design refers to an urban planning process to satisfy functional and aesthetic needs on a local scale (Lee and Chan, nd: 620). Urban design features could be incorporated in the redevelopment programme to make the municipal areas more sustainable (Lee and Chan, nd: 620).

3.4.4 Government Programmes in Promoting Urban Renewal

In South Africa, developmental programmes exist to promote urban renewal. The respective programmes are, namely: the Expanded Public Works Programme and Spatial Development Framework Programme; and they are discussed below.

3.4.4.1 Expanded Public Works Programme

Ralegoma (2008) state that the Expanded Public Works [EPWP] is a national government programme aimed at creating temporary work for the unemployed and ensuring that they gain skills. The fundamental strategy was to increase economic growth so that the number of new jobs being created starts to exceed the number of new entrants into the labour market. The three-month programme undertaken by the participants was funded by the Department of Labour. It covered topics such as brick laying, carpentry and concrete making. Wearing bright orange outfits, the students leapt up with joy after receiving their certificates. In his address at the ceremony, the mayoral committee member for housing, Strike Ralegoma (2008), encouraged the City of Johannesburg to re-affirm its commitment to redress poverty and inequality in partnership with the participants.

Furthermore, Ralegoma (2008) stated that their attack on poverty must seek to empower people to take themselves out of poverty, while creating adequate social nets to protect the most vulnerable in our society. The EPWP is in its fourth year and is applied across all CoJ entities, companies and departments. It is driven by specially appointed EPWP champions in each sector, and all sectors are required to target the unskilled and unemployed through labour intensive projects. Since 1994 we have made

substantial progress in transforming the economy to benefit the majority, but serious challenges of unemployment, poverty and inequality remains a challenge in CoJ.

The EPWP reflects the commitment made by the South African government to eradicate poverty by creating job opportunities coupled with training that would lead to economic growth for the poor. The Expanded Public Works Programme is a national government priority programme that came into being in 2003 and the goal was to create one million job opportunities and nationally. The CoJ will continue to make EPWP the basis of job creation and will ensure that all workers in the programme wear their orange attire with pride (Ralegoma, 2009).

3.4.4.2 Spatial Development Framework Programme

The Spatial Development Framework Programme (SDFP) was released in 2003 and draws out possible macro policy and planning implications of an emerging South African space economy. A national programme of providing all citizens with basic level of infrastructure services should be continued, and should target all areas of the country regardless of the economic viability of the area. Certain parts of the municipality are likely to be economically viable on their own terms in the decades to come: no amount of infrastructure investment will suddenly make an isolated rural area into an economic heartland in the near future. Hence; government needs to co-ordinate more effectively the targeted installation of economic infrastructure; over and above basic; in those parts of the country likely to be the core driver of the national economy as a whole (Visser, 2009:70).

The human capabilities of all South African citizens, regardless where they live; need to be supported through investment in social support mechanisms and skills upgrading strategies. The restructuring planning concept is an open space system, urban edge, public transport connectivity, economic nodes and a capital precinct. The planning concept focuses on:

- Open space system addresses liveability and sustainability;

- Urban edge promotes sustainability and image, efficiency and equity; and
- Economic nodes ensure sustainability and efficiency (Visser, 2009:70).

Visser (2009:70) stated that there is a classic picture with which many CoJ residents are well acquainted (those living in Dairnfern, whereby wealth is on their doorstep), although some are deprived (they live in informal settlement in Diepsloot). This is a typical example of spatial inequity in the city. These can be seen or proved by visiting the respective areas by driving through M1 South every afternoon at peak hour. As a result, spatial inequity plays out in front of everyone's eyes, with thousands of gridlocked cars leopard-crawling their way back to their homes in Soweto, Lenasia, Eldorado Park and Ennerdale, just some of the marginalized areas in Johannesburg. It is these spatial inequities that, over the past few years, have prompted the City of Johannesburg's development planning and urban management (DPUM) department to take a hard look in their planning mirror (Visser 2009:71).

As part of the strategy, the CoJ planned aggressive densification along transport corridors and in previously marginalised areas - high priority areas, he confirmed. On the other hand, peri-urban areas can expect little action because these are low priority areas. The challenge is to restructure the spatial economy of apartheid settlements. But it is not only apartheid policies that have put development planning and urban management under strain in Johannesburg. Ahmad (2000) indicates how CoJ planned policies failed in the past, as a result of too much high density cluster development.

Furthermore, Ahmad (2000:47) stated that the development endorsed by CoJ, resulted in traffic congestion, poor quality public environments, service delivery challenges and a shortage of passive and active open spaces. The failures of the respective developments lead towards urban decay in Soweto. With better statistical analysis emerging every year to inform the City's decision-making and policies, this type of unheeded development where the market runs wild would decrease. The City's medium- to long-term planning now factors in issues such as the implementation of sustainable human settlement indices; energy efficiency guidelines for development; and greater

emphasis on urban design. It has also completed its inclusionary housing policy and a non-motorised transport framework.

Scholars such as Alan Mabin, the head of the architecture school at Wits, leaned towards a more philosophical and academic approach to space and spatial equity in the city (Roefs,2008). He assumed that spatial inequality was not unique to CoJ and its post-apartheid legacy, but was instead a growing phenomenon around the world, highlighting Paris as a classic, European example. Joburg is not unusual. Extreme disparity is, unfortunately, complete normality [in the world]. What the discussion highlighted in particular was how few people were well informed about what went on in their city. Some audience members were unaware of the Bus Rapid Transit system and the extent of its routes; others mentioned the lack of development in areas such as Orlando and Jabulani, both of which are key development nodes in the regional spatial development framework of Region D –Soweto (Roefs, 2008).

3.5 OBJECTIVES OF URBAN RENEWAL IN SOWETO

Urban renewal is a process involved in delivering government services to meet the needs more effectively, and upgrading of needed infrastructure. It must be geared to;

- Mobilise people so that they can become active participants in the process targeted at the upliftment of their own communities;
- To coordinate and focus the activities of three spheres of government;
- To secure private sector cooperation and participation in the programme;
- To reprioritise and re align the budgets and expenditure in poverty relief, infrastructure development, maintenance and rehabilitation; and
- To pilot approaches to ensure cluster and inter-cluster as well as cross sphere approaches to planning, budgeting and implementation (Department of Local Government, 2001).

The program aims to ensure residents have a range of housing (human settlements) choices that are affordable, secure and appropriate to household needs and contribute to the physical character of all renewal areas, by:

- improving the visual appearance and physical environment of the suburb and creating an aesthetically pleasant and desirable residential environment;
- applying the principles of Crime Prevention through Environmental Design (CPTED) in improvement processes;
- reducing social housing in the area by offering opportunities for home ownership at affordable prices to create a more balanced community profile;
- enhancing the physical quality of housing by undertaking appropriate improvement works;
- providing increased choices in housing by realigning current housing properties to meet changing community needs; and
- creating employment opportunities for local unemployed people through involvement on the capital works programme (Department of Local Government, 2005).

The following are objectives for URP:

- To address poverty alleviation and underdevelopment by focusing the resources of all of government on the nodes. The aim would be to maximize the quality and the quantity of service delivery to the poor;
- To achieve increased equity, by bringing these previously excluded communities closer to economic and social opportunities;
- To encourage socially cohesive communities, who are viable, safe, mutually supportive, productive and involved;
- To ensure integration between the spheres and sectors of government, understanding that to make a difference in the lives of poor people, all of government must work closely together; and
- To enhance local government capacity to deliver, by building stronger and financially healthy municipalities, who are accountable to communities in the selected townships (Blueprint, 2008).

All projects are being implemented in accordance with the provision of the Municipal Financial Management Act 1 of 1999 and section 79 of the Local Government Ordinance, 1979.

3.6 URBAN RENEWAL PROJECTS IN SOWETO

The table below identifies the current urban renewal projects in Soweto. The respective projects below relates from the abovementioned urban design features and they are explained below.

Table 3.2 Current urban renewal projects in Soweto

PROGRAMME	PROJECTS
Urban regeneration	-BaraLink; Greater Kliptown; Jabulani; Orlando
High street development	-Vilakazi Street Princict -Old Potch Road -Orlando/Kliptown
Urban regeneration	-BaraLink -Greater Kliptown -Jabulani -Orlando Preceincts
BBBEE	-Soweto Empowerment Zone -Support to SMMEs -Business Skills development
Sector development	-Tourism -Retail and fresh produce market -Investment facilities
Informal Sector Support and Development	-Development trading facilities -Training and skills development.

Source: Lisika, 2009

3.6.1 Greater Kliptown

The Greater Kliptown Regeneration project addresses the re development of Kliptown. The anchor project is the development of Walter Sisulu Square, as the centre of an integrated commercial and residential site, with a strong focus on heritage and tourism. Major urban regeneration initiatives in a commercially important and historically significant area of Soweto. It addresses the redevelopment of Kliptown with the anchor project being the development of Walter Sisulu square of dedication (Lisika, 2009:12).

3.6.2 Bara Central

The Bara Central project is a block of land found in Diepkloof Zone 6. It is prominently located north of Old Potchefstroom Road now known as Chris Hani road, opposite Chris Hani Baragwanath Hospital. The Bara Central Property Plan proposes a major public environment upgrade in order not only to enhance the quality of life of the 100 00 people who pass through the site on daily basis; but also to create a foundation to attract for private sector investment in property development project on the public and private owned land which adjoins the proposed upgrade. The following are the five stages of the implementation process of the proposed plan (Dinnie, 2008:11):

- Stage 1: Consolidation and re-subdivision of precinct to form 9 developments sites plus new public enabling lattice.
- Stage 2: Precinct Packaging
- Stage 3: Design and construction of public environment upgrade.
- Stage 4: Release of public owned sites for development by private sector partner by public tender.
- Stage 5: Redevelopment of privately owned sites.

Baralink (incorporating Orlando Dam and Power station)

The project aims to stabilise, consolidate and promote development through a mixed use development with a strong links to the rest of Joburg. Historically, the Bara central area has become the gateway to the Soweto area for both residents and visitors alike

and still serves as the main transport interchange for the city. Facilities in and around Bara central serve the broader Soweto community. Its development aims at stabilising, consolidating and promoting economic development focusing around an inter-modal transport and trading hub (Integrated Development Plan, 2005-6).

3.6.3 Soweto Empowerment Zone

Lisika (2009) states that the Soweto Empowerment Zone (SEZ) comprises the development of a multi purpose business centre comprising business units that will be let to business entities. The SEZ is central to the City of Johannesburg's (CoJ) overall economic development and Broad Based Black Economic Empowerment [BBBEE] initiatives. The overall aim of the SEZ is to foster increased investment, business formation, and business expansion within the historically disadvantaged geographic region of the CoJ, viz. Soweto. There are three key CoJ contextual elements that indicate the need for and inform the SEZ intervention, namely:

- The overall CoJ economic policy framework;
- The economic context of Soweto; and
- The CoJ's existing development initiatives in the Soweto area.

In brief, the overall strategic approach to the SEZ comprises of five key components, namely:

- A clustered approach focusing on attracting and developing a cluster of related and complementary businesses;
- Mobilization of market demand by capitalizing on access to Soweto markets and SMME activity;
- It must mobilise formal preferably Black Economic Empowerment [BEE] firms to locate in and support the SEZ
- It must utilise and develop linkages to formal businesses to both build capacity and support demand;

- it must leverage black empowerment charter opportunities to encourage business participation and support

Furthermore, Lisika (2009) states that importantly the SEZ programme directly supports a number of long-term strategic interventions within the economic development sector plan and five-year IDP objectives. The key objectives that are supported by the overall SEZ initiative include the following:

- Assisting existing established sectors to add value backwards and forwards along the value chain, and to promote opportunities for smaller firms by facilitating beneficiation;
- Supporting infant industries by helping them to negotiate start-up costs;
- Providing an ideal environment for innovation and entrepreneurship by enhancing research and development within the city;
- Where possible, helping promote the quality and marketability of locally produced goods and services;
- Encouraging wider opportunities for 'empowerment firms' of all sizes previously excluded from economic activity;
- Reducing costs of doing business in the city by addressing unnecessary regulatory burdens and providing appropriate economic infrastructure and service inputs at a competitive standard and price; and
- Reducing spatial economic disparity across the city and enhance the social and economic integration of previously disadvantaged areas into the wider city region.

Thus, the SEZ will be a sustainable business-park that utilizes the private sector to support and enhance competitiveness of the Small Medium Enterprise firms in Soweto. And hence, the main objective is not to boost the financial returns of the initiative to the City but instead to contribute to the improved economic functioning and integration of the sub-region and the development of expanded opportunities for Soweto businesses.

3.6.3.1 Identifying Small Medium Micro Enterprises

Central to the SEZ initiative is the development and improved competitiveness of Soweto-based Small Medium Micro Enterprises. The intervention aims to assist these businesses to become more formalised, as well as provide some level of support and networking opportunities. Many firms in Soweto do not have adequate services and basic infrastructure, and so while access to services is a key issue for those not connected the high cost of services is also a constraint to many especially to local SMMEs based in Soweto. Through the robust relationship with the cluster champions, thus the SEZ will assist the City to increase SMME competitiveness, marketability and visibility, by providing linkages to and mentoring and support from established firms while additional incentives will be available to informal firms to formalize (Lisika, 2009).

Consequently, it is hoped that the SEZ will address many of the challenges identified above. In this regard, we are in negotiations and with Specialized Agencies that have the capacity to actively pursue SMME activation and formalization. In this regard, through the Specialized Agencies, the Zone would offer mentoring and advisory services (in the manner of a business incubator) to SMMEs, as well as, value added services such as joint marketing and tendering, shared equipment and possibly joint production on a large orders. In this regard, Department of Economic Development is in the process of finalising a Call of Expression of Interest for SMMEs based in Soweto that are interested in occupying the SEZ space. It is anticipated that the Call of Expression of Interest will be published promptly in general media outlets in the interest of transparency and competitiveness (Lesika, 2009).

The proposed approach in respect of the SMME identification process is the one that comprised an expression of interest, as stated above, and an evaluation process which will be managed by the DED as a facilitator. This would include an intensive assessment and a negotiation process with the identified cluster champions to ensure effective participation of the SMME sector in Soweto. Initial discussions were already underway with a potential private sector partners to fast-track the development of the

first cluster with SMMEs, but these were derailed by the prevailing negative economic conditions (Lisika, 2009).

3.6.3.2 Infrastructure and Services: Off-ramp and Pedestrian Bridge

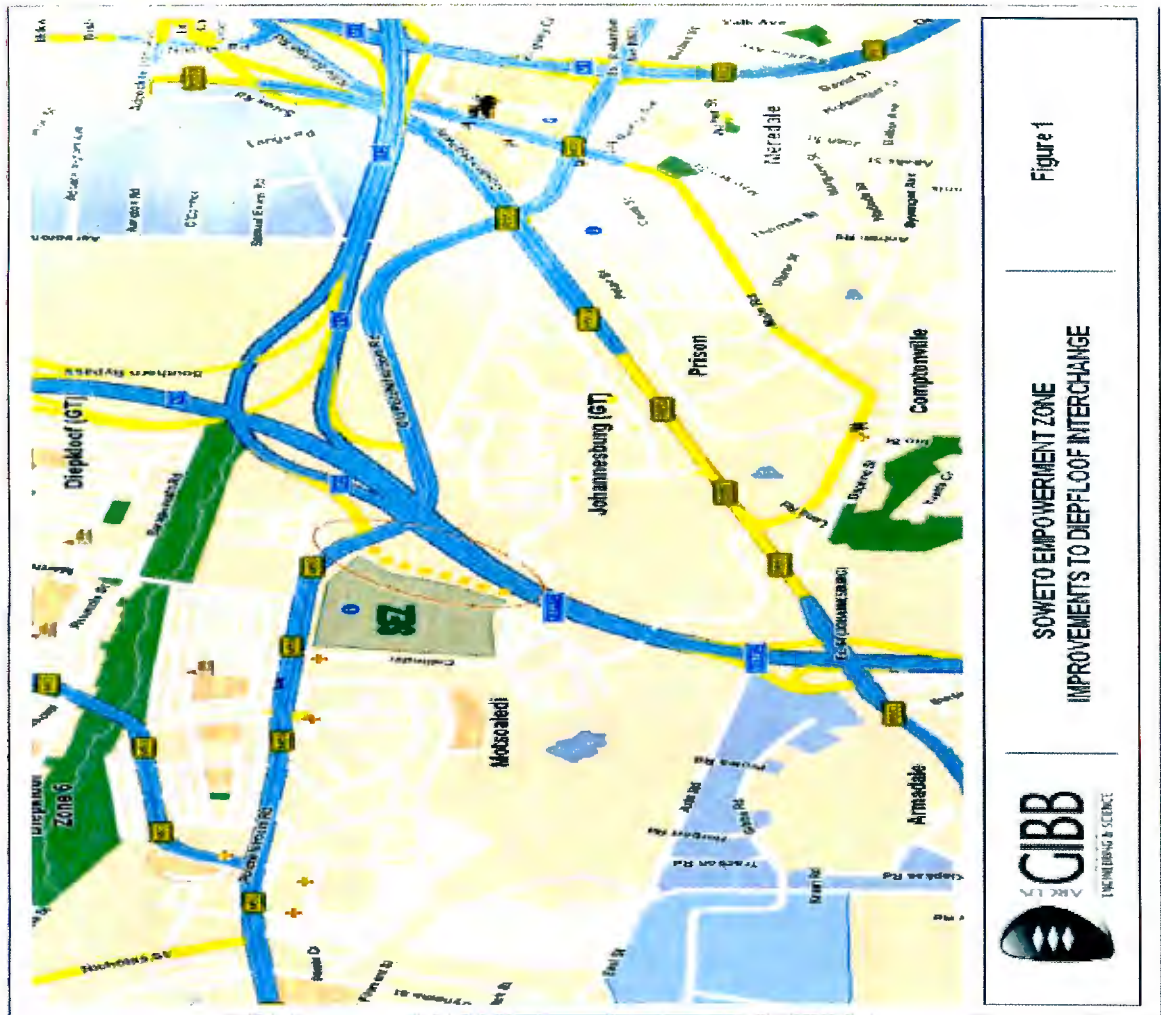
Infrastructure and Services component involves ensuring that Council's existing infrastructure is managed in such a way as to create new or additional investments and improve service to the SEZ. Hence, the DED is engaged in a process enhancing access to Zone from the highway through installation of a highway off-ramp interchange system and a bridge for pedestrians to ensure accessibility to the SEZ (Lisika, 2009:29). The map below outlines the routes in Soweto. The map serves as a guide for the routes to connect to various destinations. The respective map is accessed in public places, for instance the filling station, malls, municipal offices and the tourist offices.

In this regard, the Department of Economic Development planned to construct an additional interchange or ramp, as well as, a bridge for pedestrians in the vicinity of the Soweto Empowerment Zone to enable significant improvement to the existing road network largely by linking the SEZ to the main highway (Lisika, 2009:29).

The benefits of an additional off-ramp or interchange very close to the Zone are many; the benefits include:

- Reduced traffic congestion and improved journey time reliability through a freer-flowing traffic for road users;
- Improved efficiency and safety for the tenants of the SEZ delivered by the additional capacity and access through the road system;
- Reduced road rage, frustration and fatigue, as well as, time lost on the road caught in traffic; and
- Minimized air pollution and carbon footprint (Lisika, 2009:30).

Map 3.1.Improvements on the Soweto Empowerment Zones link to other areas in Soweto



Source: Lesika, 2009:

However, before a final decision can be taken regarding the construction of the interchange, a scientific assessment of the feasibility of the ramp and possible alternatives with the concomitant cost estimates for each option must be undertaken. The study is a proactive response to the need to identify, investigate and assess the risks and opportunity costs of embarking on the project of constructing an interchange with the intention of providing sound recommendations to enhance the efficiency of the roads network and minimize exposure of the public to fatalities.

3.6.4 Vilakazi Street Precinct

The Vilakazi Street Precinct is situated in Region D of the City of Johannesburg, west of the Klipspruit Valley road in Orlando West, approximately 12km south-west of the Johannesburg Inner City and 5km west of the N1 Highway Diepkloof Interchange. Vilakazi Street itself intersects with Khumalo Street, a main east-west link through Soweto running from Nasrec towards Jabulani which in turn intersects with the Klipspruit Valley Road, a main north-south route (Sibiya, 2008:17).

Vilakazi Street was identified as an important cultural, heritage, education and economic node. The development plan focuses on catalytic projects that will build on these, with a strong focus on improving the attraction of the area to tourists. The Vilakazi Street Precinct (VSP) was identified as an area-based regeneration opportunity by the Council's Economic Development Unit in 2004. The precinct was also identified in the City of Johannesburg Tourism Plan 2004 and falls within the current Joburg Integrated Development Plan (IDP) under the five-year objective to increase the economic base of underdeveloped areas of the city. The VSP is also present in the Soweto Spatial Development Framework as an important heritage area (Sibiya, 2008:17).

The VSP is that portion of Orlando West as it accommodates the cultural and heritage attractions of Vilakazi Street. This is the only street in the world where two Nobel Laureates have lived. However its cultural, heritage and economic potential is not maximized. The Johannesburg Development Agency initiated this project in 2005 wherein a participative workshop was held with all the relevant internal and external stakeholders for the area, which led to the production of the Vilakazi Street Precinct Plan. Considering almost three years have lapsed since the initial precinct plan was produced, a revised and updated document was been developed using the original precinct plan as basis. The reviewed document is now submitted as an urban design framework for the committee's consideration and approval (Sibiya, 2008:17).

3.6.4.1 Critical issues that led to the Vilakazi Street Precinct

The Vilakazi Street Precinct (VSP) was identified as an area-based regeneration opportunity by the Council's Economic Development Unit in 2004. The precinct was also identified in the City of Johannesburg Tourism Plan 2004 and falls within the current Joburg Integrated Development Plan (IDP) under the five-year objective to increase the economic base of underdeveloped areas of the city. The VSP is also present in the Soweto Spatial Development Framework as an important heritage area therefore it aimed at tackling the following critical issues in Soweto.

- Lack of safe and convenient parking;
- Poor public environment and imageability;
- Poor connectivity between the heritage facilities;
- Limited Economic activity;
- Lack of safe and open public space for social and entertainment events;
- Little or no way finding and signage system;
- Few facilities for tourists/visitors to the precinct;
- Features such as Walter Sisulu and Archbishop Emeritus Desmond Tutu's House are not sufficiently marked and the tourism potential has not been optimised;
- Tourist traffic impinges on residents; and
- Branding, marketing and promotion has been limited and is not coordinated with other Soweto attractions (Sibiya, 2008).

3.6.4.1 Objectives of Vilakazi Street Precinct

The VSP when completed will form a critical link in the chain of Soweto destinations including Kliptown that are being used to power tourism-led opportunities in the township. The short-term objective for the VSP is to stabilise, consolidate and optimise the potential of heritage assets in the Orlando area. The long-term objective of the development is to put in place a sustainable management model for the area. The VSP upgrade aims to tackle the following issues:

- Improve arrival points for tourists;
- Introduce new places and tourist attractions;
- Design a coherent movement system;
- Upgrading of public environments and public spaces, arts, culture and heritage assets;
- Improve signage and way-finding throughout the precinct;
- Upgrading of streetscape and landscape; and
- Stimulate permitted retail and commercial activity in the area (Sibiya, 2008).

3.7 SUSTAINABLE URP APPROACH

To minimize the deficiencies in the urban renewal projects, a sustainable approach to urban renewal process is necessary. One way to develop such approach is to apply the concept of sustainability to urban renewal (Lee, 2003:88). The concept of sustainable development to safeguard the interest of generations has been initiated since 1980s. Sustainable development was clearly defined in Brundtland Commission Report as a development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. In recent decades, many people have revisited this concept and produced more than hundreds other definitions. When examining those definitions, it can be noticed that economy, environment and social equity are 3 foremost sustainable values commonly recognized in the world, which should be considered, merged and balanced for the benefits of current and future generations. Recently, sustainable urban renewal approach integrating global concept of sustainability into local urban renewal process is gradually recognized in the world and many states or cities start to incorporate this idea into their planning strategies (Lee, 2003:88).

For instance, the Californian government makes effort to assess the urban redevelopment plans to ensure that sustainable development elements are taken into account (Devuyt, 2000:102). The Community Redevelopment Agency of the City of Los Angeles also implements sustainable development practices in economic,

environmental and social redevelopment of deteriorated urban neighborhoods (Pincetl, 2001:57). The URP focuses on integrating the eight nodes into their cities through economic and spatial integration; enhancing the economy of the areas; and enhancing human and social capital, focusing on crime and violence, education and skills development, local economies and the capacity of local institutions.

3.7.1 Public Participation

Public participation is vital to municipal departmental objectives since municipalities strive to ensure that the needs of a community are fully understood. The individual regions have to play an important role in building relationships, in building the image of the City through improving communication with residents and in improving residents' access to local government. An emphasis on participation has links with the interest in democracy in community organization and in self-help and political incorporation in the community development tradition in the late 1960s there was a series of debates around participation. While 'participation' may be a vague term its advocates often rely on two key arguments about its value.

Public participation ensures that justice in decision making exist for people to have a say in collective decision. Through participation people learn (Beetham, 1992:39). According to Midgley et al (1986: 23) the notion of popular participation and that of community participation are interlinked. The former is concerned with broad issues of social development and the creation of opportunities for the involvement of people in the political, economic and social life of a nation, 'the latter connotes the direct involvement of ordinary people in local affairs.

Community participation may be referred to as the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. This is a very general definition and raises as many questions as it answers. As with other traditions of community intervention the theoretical base for the work is relatively patchy (Abbott,

1996:77). There is material around the context and the specific problems within different societies; and there is a longstanding tradition of writing around political theory. However, much of what is written around process remains at the level of 'practice wisdom' and is not worked into a wider ranging framework.

Participation may be a means or an end, but in reality it is usually both. Involving people in order to increase awareness, empower, build capacity, or expand rights and duties may be an end in itself, but it may also function as an instrumental means for accomplishing a specific task. Similarly, working with people to accomplish a specific task may enable them to expand their confidence and ability to address other issues in their lives. Community participation should be aimed at empowering people by ensuring that skills are developed and that employment opportunities are created.

A defining feature of the new system of local government is the space it offers to ordinary people to become actively involved in governance. In fact, the legal definition of a municipality is that it comprises not just the councilors and the administration, but the local community as well. Deriving from this definition, each of these inter-related components has certain specific rights and duties. These are based on the Constitution and set out mainly in The Municipal Systems Act 32 of 2000. Among the objects of local government in the Constitution Act of 1996 are,

- To provide democratic and accountable government for local communities, and
- To encourage the involvement of communities and community organisations in matters of local government.

3.8 MEASURING SUSTAINABILITY OF URBAN RENEWAL PROJECTS

There is a growing need for government programmes that aim at changing consumer behaviour to monitor the output of activities. Urban Renewal Programme is a comprehensive approach, which emphasises both innovation, and integration of the efforts and resources of a wide range of agencies at local 'nodes'. URP should focus

solely on three aspects, namely: improved housing conditions; economic development and improved personal safety (Rauch, 2002:55).

Rauch (2002:55) identifies key elements for URP in South Africa's metropolitan cities below:

- Economic development to reduce urban poverty: reduced unemployment, through local economic development, job creation, and skilling to improve employability;
- Development of improved systems of governance and government service delivery, more effective local administration, and improved access to government services;
- Improved levels of safety, or lower levels of crime;
- Improved physical environments;
- Improved housing provision; and
- Enhanced social capital, community development and cohesion - increased skill levels among the local community might also feature here (depending on the types of skills envisaged)

The following sections describe performance tools for urban renewal projects.

3.8.1 Implementation framework and management instruments

The monitoring and evaluation of social programs in Soweto is administered through the National Urban Renewal Programme, guided by the Implementation Framework. The Implementation Framework is a living document that draws together current thinking and practice regarding the Urban Renewal Programme. The purpose of the Implementation Framework is to translate the vision of the URP into implementable actions that will guide all role-players on their particular contributions to achieving the vision (DPLG, nd: 51). The framework illustrates five (5) management instruments that connect to one another, but which are also designed to integrate with the mainstream governmental instruments of planning and management (the government planning

cycle). The contribution of the IF in this respect is more to structure, codify, and systematise the URP practices. The respective management instruments are discussed below.

3.8.1.1 Nodal strategic plans

The Nodal Strategic Plan is a simple strategic document that connects nodal strategies to the URP Outcomes. Its focus is on short to medium term and realistically achievable strategies in the context of resource limitations. Nodal Strategic Plans form the starting point for project identification and planning but do not seek to identify specific projects. There may, however, provide the organising basis for multiple projects for example in Soweto and Alexander. The format and compilation of Nodal Strategic Plans is examined in the Operations Guide (DPLG, nd: 51).

3.8.1.2 Multi-year indicative plans

The term, Multi-Year Indicative Plan (MYIP), describes a multi-year plan that is formulated to give the first level of management expression to the selected strategies. The MYIPs are live management instruments designed to interface and lobby for support within the municipal, provincial and national planning and budgeting systems and cycles, in particular the assembly of the Medium Term Indicative Budget and the Budget Implementation Plans (DPLG, nd: 51).

A multi-year indicative plan represents the various strategies in formats designed to assist with the mobilization of the resources needed for these plans to be realised. In the past, these documents were sometimes known as 'Business Plans' implying that the resources needed to implement them had indeed been allocated. This serves essentially as the first step in a process of identifying what resources are needed to do what. For example, the delivery phases for delivering services, this could be the BRT, building business districts and the recreational centres. As such, they are to be compiled/revised prior to the commencement of the municipal provincial and national

budgeting cycles. The MYIPs are introduced into municipal provincial and national budgeting systems through the institutional arrangements. The Operations Guide provides detailed guidance on the assembly and application of this type of instrument. (DPLG, nd: 51).

3.8.1.3 Individual project plans

Various projects are undertaken against different conventions and at different levels of detail. Given the large number of projects and the range of implementing agents, individual project plans plays an important role in this regard. Project Plans should be compiled for all projects where funding allocation has been secured. Such plans connect projects to outcomes and strategies and plan down to the level of outputs, output indicators, programme milestones and cash flows. The respective plans form the basis of the reporting performance management accountability system and are envisaged as being compiled by the Implementing Agent (the projects unit, the line function department or any other agency) with the support of the nodal facilitators (DPLG, nd: 51).

3.8.1.4 Implementation work plans

Implementation Work Plans (IWPs) are compiled/updated annually after the completion of the various budget-planning cycles. Implementation Work Plans represent the output, outcome, programme and cash flow commitments of the constituent implementers and sub-sections thereof. The IWPs therefore constitute the primary instrument by which the performance of the various Implementing Authorities within a URP node is planned and thereafter monitored. The IWP thus provides the basis of the variance monitoring and reporting system. The Operational Guide deals with the formulation of IWPs. (DPLG, nd: 52).

3.8.1.5 Reporting frameworks

In terms of The Municipal Structures Act (2000), a municipality's executive has to give an annual report on the extent to which the local community has been involved in municipal affairs. The monitoring of inputs is an ongoing process carried out by line departments and reported as per the reporting cycles of the municipal, provincial and national government. Monitoring of outputs is more relevant to the Outcomes Manager and capacity to do this needs to be resident within the Outcomes Management Unit. Indicators in such monitoring are more quantitative than qualitative. The management of outcomes, so central to the management of the URP, needs to encompass a system of monitoring which covers inputs, outputs and outcomes (DPLG, nd: 52).

3.8.2 Indicators

Evaluating the success of urban renewal relies heavily on the use of performance indicators although their selection, quality and application have been questioned (Kupke, 2008:102). Performance indicators in terms of urban renewal have been described as measuring tools that can be used to evaluate an issue or condition over time. Performance indicators are only one of three common evaluation methodologies applied to urban renewal projects (Kupke, 2008:1&2).

The main goal of the indicators is to create a viable and flexible system for monitoring progress on sustainable development strategies, policies and activities. The indicators are tools and should be reviewed and adapted according to the national decision-making processes. They will differ from country to country depending on the national objectives and targets, infrastructure, expertise and availability of data and information and its influence on the understanding of sustainable development. It is understood that the users of the indicators will have different needs and, therefore, the appropriate set of indicators will depend on their particular use. The selection of indicators, to the extent possible, should include the four categories of economic, environmental, social and

institutional aspects of sustainable development as set out in the framework (Department of Environmental Affairs and Tourism (DEAT), 1999:1).

The performance indicators focus mainly on inputs and outputs. They focus, as is appropriate, on planned achievements rather than past and current outcomes (ECOTEC and Nevin Leather Associates and Department for Communities and Local Government, 2009). Further, indicators help to examine trends and highlight problems and can be compared with a programme's targets. For example, the indicator will look at the programmes impact in various location in Soweto (this could be the Pimville residents as compared to Diepkloof residents. Indicators identify what should be measured in order to know whether conditions have or have not changed (e.g., the allocation of human settlements in Pimville and Orange Farm) (Downing, 2006: 527).

Required data for indicators can be measured using both quantitative and qualitative data collection methods. The two data collection methods are explained below.

- *Quantitative data* looks on documents and numbers associated with programmes and focus on what and how often different elements of a programme are being carried out (e.g., number of electricity connection). Gathering this data tends to involve record keeping and numerical counts (Downing et al, 2006: 527);
- *Qualitative data* looks at how well elements of a programme are being carried out. They can show change in behaviour or attitude (e.g., how well health service is being provided in the community). It is often necessary to collect both quantitative and qualitative data in order to get a more complete picture of a programme or activity (Downing et al, 2006: 527).

There are examples of quantitative and qualitative data. The methods for collecting data for Monitoring and Evaluation (M&E) include the following:

- Structured or semi-structured questionnaires
- Structured or semi-structured interviews
- Discussions and focus group discussions
- Review of documents and existing data

- Logs or diaries
- Observation
- Off-the-shelf audit packages
- Satisfaction surveys
- Review of comments and complaints (Downing et al, 2006: 527).

One way of assessing the success of such ventures is to use a number of key performance indicators which attempt to measure change in the physical, economic and social environments using data such as that provided by the Statistics South Africa Data (Kupke, 2008:1). The indicators are grouped into four domains as outlined below (table 3.3).

Table 3.3 URP development indicators

INDICATORS	DESCRIPTION
<i>Housing</i>	-mean house prices -house prices compared to the high class average -empty properties -turnover -demand -tenure -council tax band
<i>Crime</i>	-vehicle crime rate -domestic burglary rate -distribution of anti-social behaviour orders
<i>Education</i>	-attainment at Early Childhood Centres -attainment at Primary School -attainment at High school
<i>Worklessness</i>	-poverty rate -unemployment rate

Source: Kupke (2008; 1)

Such indicators do not give the whole picture in terms of change they are at least a starting point for comparing the before and after scenarios (Kupke, 2008:1). The monitoring of inputs is an ongoing process carried out by line departments and reported as per the reporting cycles of the municipal, provincial and national government (DPLG, nd: 52).

3.9 CONCLUSION

The Urban Renewal Programme provided a new opportunity for government to address the profound social factors, in a consolidated and integrated manner. The chapter discussed the overview of URP in Soweto. The success of the URP implementation will depend on improved co-ordination of public investment, successful leveraging of private and parastatal investment into the nodes, and improved management of URP nodal outcomes.

This chapter revealed the importance of URP in Soweto. The role of URP is evident in the development programmes that were indicated in the chapter. For example; the development of the local business districts (Soweto Empowerment Zones) especially in Kliptown; and the rehabilitation of the cultural centre in Vilakazi street which aims to attract the tourists in the area. Further the chapter revealed that municipalities can use their resources and annually allocate funds in their budget, as appropriate, to develop a culture of community participation. The next chapter will discuss the research methods employed and will analyse the results of the study undertaken.

CHAPTER 4

EMPIRICAL STUDY ON THE IMPACT OF URBAN RENEWAL PROJECTS IN SOWETO

4.1 INTRODUCTION

Chapter three identified the importance of URP in Soweto and the respective programmes in place to develop Soweto. This chapter looks at the research methods used to collect data for this study. The research methods discussed are: the literature review, interviews and questionnaires. The results of the empirical survey undertaken is also discussed in this chapter.

4.2 LITERATURE REVIEW

Literature review involves the study of books, journal articles, legislation and government publications, and internet as well as policy documents. This part of the research has extensively been done in chapter 2. It is largely based on secondary literature that is different books, reports, articles, journals and internet materials which have dealt with issues of urban renewal and urban decay world wide. These materials assisted in building and having a more comprehensive study on the perceived impacts on urban redevelopment.

4.3 DATA COLLECTION METHODS AND INSTRUMENTS

The section below discusses the methods and instruments used for this study.

4.3.1 Qualitative and quantitative method

This section provides the usage of qualitative and quantitative methods, as employed for this study.

Qualitative method

Qualitative method is a body of research techniques which seek insights through loosely structured, mainly verbal data rather than measurements (MRS, 2010: 2). The analysis thereof is interpretative, subjective, impressionistic and diagnostic (MRS, 2010: 2). For the purpose of this study this means that the explanatory and operational findings will be based on in-depth analysis of interviewee responses. Furthermore Holliday (2007), states that qualitative research is used to gain insight into people's attitudes, behaviors, value systems, concerns, motivations, aspirations, culture or lifestyles. It is used to inform business decisions, policy formation, communication and research. Focus groups, in-depth interviews, content analysis and semiotics are among the many formal approaches that are used, but qualitative research also involves the analysis of any unstructured material, including customer feedback forms, reports or media clips

Quantitative Method

Quantitative research is seen as a systematic scientific investigation of quantitative properties and phenomena and their relationship (Holliday, 2007). The objective of quantitative research is to develop and employ mathematical models, theories and/or hypothesis pertaining to natural phenomena (Wikipedia, 2010: 1). The process of measurement in this study is central to quantitative research because it provides the fundamental connection between empirical observation and mathematical expression of quantitative relationships.

4.3.2 Interviews

Empirical research was conducted through interviews and questionnaires. Interviews involve direct contact with the respondent, or group of respondents, in order to obtain information for a research project (MRS, 2010: 2). Interviews were conducted during March 2010. Most interviews were conducted on Saturday, mainly between 11h00 and 15h00. Two types of interviews were employed, namely: the face-to-face interviews and telephone interviews, the respective types of interviews are discussed below.

4.3.2.1 Face-to-face interviews

There were interviews with members of community projects and officials responsible for community development in the Soweto. Interviewees answered pre-set questionnaires which were administered. Some interviews were conducted face to face to allow for clarity where there was ambiguity in the questionnaires and other respondents were only requested to fill in the questionnaires and follow up was made where necessary.

The interviews were conducted within the City of Johannesburg jurisdictional with a specific area being Soweto. These were conducted through a predetermined questionnaire. Respondents were interviewed personally, and by answering the questionnaires through the telephone, the two methods were used because the interviewer does not reside in the area of the research, however was at one stage an employee in the area.

4.3.2.2 Telephone interviews

Telephone interviews were mainly conducted in order to obtain information from certain officials who were not available for face to face interviews. The participant was able to explain her questions to such official and clarify where necessary in order to gain intended information.

4.3.3 Questionnaire

Borgatti (1997:48), states that a questionnaire is a formal written set of closed ended and open-ended questions that are asked of every respondent in a study. Also it is a method of data collection for descriptive research utilizing a list of questions. In this regard the respondents to questions being posed, respond with the assurance that their responses are anonymous, and so they are more truthful than they are in a personal interview, particularly when talking about sensitive issues (Leedy, 2005:55).

The questionnaires comprised a 15 (fifteen) minutes long interview, concentrating on the following:

- The awareness of the urban renewal projects
- Impact of urban renewal programme in the area
- Access to facilities in the municipality.

However the responses were not satisfactory due to there were protest at the area during the period and most of the communities were not eager to respond due to their frustrations with regards to the services being rendered in the areas.

4.3.4 Participant Observation

The participant was previously employed by the City of Joburg at Region D as a Committee Officer providing support to the Management and Section 79 committee; therefore she had a direct contact with a certain percentage of the communities of Soweto. That indicates that the participant spent most of her time in Soweto and observed the behaviors of the communities with regard to their reactions on the projects being initiated and implemented.

4.3.5 Sampling

Sampling is the scientific foundation of everyday practice. It is a technical accounting device to rationalize the collection of information, to choose in a restricted way the restricted set of objectives, persons, events from which the actual information will be drawn (Bless, 1995: 85). For the purpose of this study it was effective to have a sample population study because it was advantageous in terms of the time spent on each project and respondent to draw a meaningful and reliable conclusion on the sustainability of the project through a developed questionnaire. Two groups of participants were interviewed, namely: the community members involved and not involved in urban renewal community projects; and officials participating in urban

regeneration programmes of the CoJ municipality (This group included officials from Region D).

4.3.5.1 Sample size

Three areas were selected in order to understand the supply side of retail in Soweto, they were Baragwanath link, Vilakazi Street Precinct and Kliptown. The areas were chosen because they are respectively a transport axis, the new Community Centre and the historical trading heart of Soweto. Forty five questionnaires were issued and others were missing cases.

4.3.6 Validity of data collected

The instruments that were used for this study were the validity and reliability instruments. Validity refers to the way of discovering the truth of the information required. Furthermore it refers to the potential of a design to or an instrument to achieve or measure what is supposed to be measured (Hanekom, 2006:32) . This is illustrated by the findings and conclusions of the study which will be discussed in detail in chapter 5 of this study. Reliability on the other hand refers to the consistency of the measurement to the extent to which results are similar over different forms of the same instrument or occasions of data collections.

4.4 DATA ANALYSIS

The subsequent sections contain reports of collected data from respondents based on the following institutions:

- the community members involved and not involved in urban renewal community projects;
- and officials participating in urban regeneration programmes of the CoJ municipality (This group included officials from Region D).

The researcher for this study used tables to summarise data about respondents and their responses and to compare survey results.

4.4.1 Profile of Participants

The table below provides details of the respondents for this study.

Table 4.1 Number of respondents

Value Lable	FREQUENCY (v)	PERCENTAGE (%)
Diepkloof/Baragwanath	10	25
Kliptown/Pimville	10	25
Vilakazi Street	5	12.5
Missing Cases	15	37.5
TOTAL	40	100

The study intended to interview 40 communitiy members in Diepkloof/Baragwanath, Kliptown/Pimville and Vilakazi Street. Interviews were conducted during the public protest nationally.15 questionnaires issued to community members were not completed, this resulted to the missing cases recorded in table 4.1 and the rest of the tables in chapter 4

4.5 EMPIRICAL FINDINGS: THE IMPACT OF URBAN RENEWAL PROJECTS IN SOWETO.

The empirical findings comprise of two results from the questionnaires prepared for this study.

4.5.1 Questionnaire A: Questionnaire for community members in Soweto

QUESTION 1 (1.1-1.5):

The table below provides the characteristics of the respondents in Soweto.

Table 4.2 Characteristics of respondents (N=40)

VALUE LABEL	FREQUENCY (v)	PERCENTAGE (%)
GENDER		
Male	15	35
Female	10	25
AGE GROUPS		
18-24	3	7.5
25-31	15	37.5
32-37	9	22.5
38-44	0	0
45-52	0	0
53-65	0	0
66 and over	0	0
CATEGORY		
Youth	12	30
Elderly	5	12.5
Disabled	0	0
Employed	15	37.5
Unemployed	7	17.5
Activity		
Local Resident	21	52.5
Taxi driver	3	7.5
Hawker/Local Business person	8	20
Shop owner	0	0
Other	0	0

Technically, approximately 40% of the population in Soweto claim to be unemployed, but a large number of these are employed in some form in the informal sector.

- Responses with regard to trading in the areas for communities not formally employed

The respondent's opinions with regard to trading efficiency for the area indicates that rentals are fairly low, with smaller stores paying higher rentals of around R25 per square metre per month. A high percentage of retailers also own their stores. Retailers have been trading in the area at an average of 8-12 years. All respondents were asked whether they felt Soweto needed more shopping facilities and on average, 56% felt positively towards this, more so in Kliptown however indicated that trading areas should be fairly distributed to communities within Soweto. While 30% (percent) of Baragwanath retailers are happy to remain where they are, but one fifth wants to move closer to the taxi rank.

QUESTION 2

RESIDENTIAL DATA

Question.2.1 Respondents were asked to indicate the period of their residence in the respective area.

Most of the communities that were interviewed in the areas indicated that they have occupied the areas for between 5 to 20 years.

QUESTION 3

URBAN RENEWAL PROGRAMME

Question.3.1 Respondents were asked if they were aware of the Urban Renewal Programme in Soweto.

The communities informed the interviewer that they are aware of the projects being initiated in Soweto, however they are not aware that they are referred to as Urban Renewal Programmes.

Question.3.2 Respondents were asked to indicate the manner in which they came to know about the Urban Renewal Programme.

Table 4.3 Mechanism used to inform communities

VALUE LABEL	FREQUENCY (v)	PERCENTAGE (%)
1. Newspapers (e.g. local- or community paper, etc.)	5	12.5
2. Newsletters	1	2.5
3. Brochures & posters	4	10
4. Billboards	1	2.5
5. NGO offices	1	2.5
6. Campaigns of City	2	5
7. Road shows	2	5
8. Radio	1	2.5
9. TV	3	7.5
10. Call centre	0	0
11. Community meeting	8	20
12. Community leader /councilor	7	17.5
13. Forum	0	0
14. Clinic	0	0
15. Church/religious group	0	0
16. Friends	12	30
17. Social worker	0	0
18. Other, specify:	0	0
Column 2 indicates responses from all participants (25)		

The table above indicates access to information for the respondents in Soweto. Access to information varied amongst the respondents whereby the respondents received the information mostly through public meetings; different political parties representatives and billboards. The survey revealed that the municipality play an important role in informing its communities with regards to projects being implemented.

Question.3.3 Respondents were asked if they are aware of the projects initiated by the Urban Renewal Programme.

Awareness of URP

The respondents (67.5%) informed that they were aware of the projects being initiated in the municipality. However, communities do not benefit from the facilities, hence the benefits are passed to the neighbouring communities (outside the boundaries of Soweto). The lack of benefits result in underdevelopment. The respondents further indicated that the lack of access to facilities discourages the local SMMEs and the BBBEEs.

Influence on quality of life

The table below provides the impact on the quality of lives for Soweto residents.

Table 4.4 Influence on quality of life

VALUE LABEL	1.Yes improved quality of life		2.No, had no effect on quality		3.No, decreased quality of life	
	V=	%	V=	%	V=	%
Housing development	15	37.5	7	17.5	3	2.5
Public transport	12	30	8	17	5	12.5
Local business development	13	32.5	7	17.5	5	12.5
Road refurbishment	9	22.5	8	20	8	20
Public space upgrade	9	22.5	8	20	8	20
MISSING CASES	15 (applies to all value labels)					

The respondents rated the quality of life as outlined in the table above.

Question.3.4 Respondents were asked if they have access to the facilities in their community, further they were asked to rate the services rendered to them.

Access to facilities

The respondents commented that they are happy that they have access to the facilities, however they are still not satisfied as there are households that depend on governments' grants for survival.

Rating access to service

Table 4.5 Rating access to services

Access to facilities	V=		%		V=		%		V=		%		V=		%	
	V=	%	V=	%	V=	%	V=	%	V=	%	V=	%	V=	%	V=	%
1 Crèche	1	7.5	6	15	4	10	1	25	0	0	2	5				
2 Primary school	2	5	7	17.5	2	5	6	15	0	0	1	2.5				
3 Secondary school	1	2.5	5	12.5	1	2.5	8	20	0	0	1	2.5				
4 Clinic	1	2.5	1	2.5	4	10	8	20	3	7.5	1	2.5				
5 Post office	1	2.5	5	12.5	10	25	1	2.5	0	0	0	0				
6 Community Hall	1	2.5	5	12.5	6	15	3	7.5	0	0	1	2.5				
7 Shop	1	2.5	8	20	4	10	4	10	0	0	0	0				
8 Home shop or Spaza shop	2	5	9	22.5	3	7.5	3	7.5	0	0	0	0				
9 Bus service	2	5	8	20	3	7.5	4	10	0	0	0	0				
10 Taxi service	0	0	3	7.5	7	17.5	2	5	10	2.5	0	0				
11 Train service	1	2.5	1	2.5	1	2.5	11	27.5	1	2.5	0	0				
12 Sport facility	0	0	3	7.5	5	12.5	7	17.5	0	0	2	5				
13 Recreational facilities (e.g. park)	0	0	2	5	8	20	1	2.5	1	2.5	3	7.5				
14 Old age care	0	0	0	0	9	22.5	4	10	0	0	2	5				
15 Library	0	0	6	15	3	7.5	4	10	0	0	3	7.5				
16 Municipal	0	0	1	2.5	2	5	6	15	4	10	3	7.5				

offices												
17 SAPS,	0	0	2	5	3	7.5	9	22.5	3	7.5	0	0
18 Fire brigade	0	0	5	12.5	9	22.5	4	10	3	7.5	0	0
19 Ambulance service	0	0	2	5	3	7.5	9	22.5	3	7.5	0	0
MISSING CASES	15 (applies to all value lables)											

1-Highly Satisfied, 2-Satisfied, 3-Uncertain, 4-Dissatisfied, 5-Highly Dissatisfied, 6- do not use the service

The survey revealed that the access to services varies according to the needs of the respondents. Respondents reported that some services are delayed whereby some are satisfied with the access to services. They also reported that ambulance services are sometimes delayed due to shortage of facilities.

IMPACT OF URBAN RENEWAL PROGRAMMES

Question.3.5 Respondents were asked to indicate projects impact on their household and the improvement of quality of life during the past 3 years.

Table 4.6 Impact of urban renewal programmes

Projects	1		2		3		4	
	V=	%	V=	%	V=	%	V=	%
1 Quality of sports grounds	0	0	6	15	11	27.5	0	0
2 Public open spaces or parks to walk in	0	0	6	15	11	27.5	0	0
3 Housing conditions	0	0	13	32.5	3	7.5	1	2.5
4 Job opportunities	2	5	1	2.5	11	27.5	2	5
5 Access to public transport	5	12.5	12	30	0	0	0	0
6 Roads	5	12.5	12	30	0	0	0	0
7 Information about HIV/Aids	4	10	13	32.5	0	0	0	0
8 Access to services and	6	15	11	27.5	0	0	0	0

shops (CBDs)										
9 Space for community events	0	0	13	32.5	4	10	0	0		
Missing Cases	15 (applies to all value lables)									

1. To a great extent, 2. To some extent, 3. None, 4. Worsened

Most of the respondents indicated that the projects mentioned have had an impact in their households. However, the level of satisfaction is low, since there low rate of job opportunities and lack of skills development to the communities. They further commented that the municipal official are biased when it comes to skills development and have got a focus on certain people and not the communities at large.

Question.3.6 Respondents were asked to indicate how they felt about the condition of the projects in place currently in Soweto.

Table 4.7 Service delivery conditions

Service delivery conditions	V=		V=		V=		V=		V=	
		%		%		%		%		%
Roads & streets	3	7.5	10	25	1	2.5	5	12.5	0	0
Electricity	1	2.5	7	17.5	9	22.5	4	10	0	0
Streetlights	2	5	4	10	5	12.5	13	32.5	0	0
Cleanliness of your area	3	7.5	1	2.5	7	17.5	9	22.5	0	0
Water	1	2.5	5	12.5	6	15	10	25	2	5
Sanitation	8	20	6	15	5	12.5	7	17.5	0	0
Refuse removal	2	2.5	9	22.5	4	10	5	12.5	3	7.5
Health services	4	10	3	7.5	4	10	15	37.5	2	5
Housing	3	7.5	2	5	5	12.5	11	27.5	4	10
Education	7	17.5	5	12.5	6	15	11	27.5	0	0
Policing	0	0	2	5	5	12.5	14	35	4	10

Missing Cases	15 (applies to all value labels)
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1-Highly Satisfied, 2-Satisfied, 3-Uncertain, 4-Dissatisfied, 5-Highly Dissatisfied

The respondents reported that they are still not yet satisfied with the projects that are in place in Soweto, however the projects that were developed did change the image of Soweto. They also indicated that Soweto is recognised as a tourist attraction precinct, whereby they host tourist from various countries. Some respondents complained about the refuse removal regulations, whereby the rubble is not collected and they are required to pay for such service.

Question.3.9 Respondents were asked to indicate the most pressing challenges they face in their everyday lives.

The respondents indicated that they are faced with the following problems:

- weak infrastructure caused by incompetent contractors,
- crime which impedes the local economic growth,
- transport problems: The taxi ranks/ bus stops and the rail station are apart from the residential areas. Further, currently the new initiative (BRT) have caused problems whereby the rate of mortality of bus drivers has increased; and
- lack of support from the municipality with regards to access to information, job creation and the facility regulations.

Question.3.10 Respondents were asked to indicate the projects that can improve the quality of life for the people in Soweto.

The respondents when questioned about the projects to improve the quality of life, indicated that there should be skills development, entrepreneurial skills. Respondents also indicated that retail developments, however, happened in an unsustainable manner, largely due to political turbulence on the one hand, and the need to fuel the retail economy of the CBD on the other. It can therefore be inferred that the community

did not choose the type of project to satisfy a certain need, so the developments that occurred are not technically “*DEMAND DRIVEN*”.

4.5.2 QUESTIONNAIRE B: INSTITUTIONAL QUESTIONNAIRE

Due to the fact that the municipality is directly involved with urban renewal projects and ensuring its sustainability in Soweto, an institutional interview was conducted in a form of questionnaires. This institution was targeted and selected mainly, due to their active involvement in developmental projects within Soweto.

QUESTION 1

WHY URBAN RENEWAL?

Question 1.1 The institution was asked to indicate why public investments such as urban renewal needed to redevelop an area.

The respondents stated that urban renewal is a state-sanctioned program designed for service delivery and to help communities improve and redevelop areas that are physically deteriorated, unsafe, or poorly planned. For example the Urban Renewal Premier (2010) states that public investment is used to stimulate private investment on a much larger scale in urban renewal areas.

Question 1.2 The institution was asked to identify the criteria for selecting urban renewal areas.

In general, Local Government and / or the Community decides if an area needs development, the developers, brokers and retailers are approached to propose some form of collaboration in a transparent manner.

Question 1.3 The institution was asked to identify the actual boundaries of how urban renewal areas are drawn.

The municipality, councilors together with the community decide, if an area needs development, based on the current status of such an area.

Question 1.4 The institution was asked to indicate if there are limits on Soweto's use of urban renewal.

The respondents informed that there are currently no limits on urban renewal projects as they are aimed at improving the standard of living and ensuring that resources are being allocated fairly to the beneficiaries.

Question 1.5 The institution was asked to indicate how urban renewal projects are funded.

When asked how urban renewal is funded on the municipality (the respondents) indicated that the internal funds are minimal and they are based on the operational budget which allows movements for officials to consult specialists to assist in advising the movements of projects, therefore they often have to rely on external funding.

QUESTION 2

PUBLIC INVOLVEMENT

Question 2.1 The institution was asked if the URP include consultation process with local people.

The respondents indicated that institutions move from a functional towards a matrix or project structure and that requires that people are brought together on cross-functional or multi-disciplinary project teams. Considering the preventative and responsive

measures taken in the lifecycle of a project that relates to direct threats on the outcome of the project, but also measures aimed at exploiting opportunities.

Question 2.2 The institution was asked to identify the extent of participation the public have in the creation of new urban renewal areas.

The respondents informed that the communities have a huge impact with regard to the projects being implemented, as during awareness with them, their opinions are considered and measured in order to determine the priorities and non priorities. That urban renewal in an area is basically aimed at improving the lifestyles of such individuals.

Question 2.3 The institution was asked if the public can be assured that its voices will be heard even if City Council has the ultimate authority to designate urban renewal areas.

The respondents commented that urban renewal projects were put into place in order to address the failures of the previous regime and to improve the quality of lives of the communities, hence the public are assured that their voices are taken into consideration through consultation and needs analysis.

Question 2.4 The institution was asked to indicate the public's role after an area is designated an urban renewal area.

The response with regard to the abovementioned question was that the public should start being more cooperative in local developments within their respective areas; as this can avoid disruptions in the proceedings, caused by delays. The public is also informed about the budget, and they serve as watchdogs in terms of corruption (maladministration, theft and vandalism) and project delays. To add on the statement, also Butterick (2000:9) highlighted that the reasons and causes for the failure, cancellation or a project never even get started and therefore in the same scenario

detects the following problems, lack of clear strategy in managing the project due to interferences and lack of a rational way of managing the required changes. At the current moment the municipality is faced with such a challenge.

QUESTION 3

URP PROJECTS

Question 3.1 The institution was asked to indicate the progress of the projects in Soweto.

The respondents indicated that most of the projects are partially achieved within Soweto as its face has changed and there are more changes which are being implemented on a daily basis. Furthermore they indicated that there is more investment coming into the areas due to the municipal initiatives to change the image of the area from the previous slums to renewed areas. Also that the municipality has adopted a policy which states that thrust of urban renewal projects is on urban economic, political, and institutional dimensions, including local government, service delivery, local economic development, institutional transformation, globalisation and city competitiveness.

QUESTION 4

FEARS ABOUT URBAN RENEWAL

Question 4.1 The institution was asked to indicate if the area remains affordable when it is designated.

When asked this question, the respondents indicated a positive response(yes), since designing an urban renewal area ensures that the standard of living is more affordable to the respective communities; for example the developments also accomplish other town goals such as redeveloping deteriorating neighborhoods, encouraging workers to

commute via sidewalks instead of streets (which are paved), commuting through “Reya vaya”(BRT transportation, the communities are able to choose the reliable transport to school, work and other intended destinations, unlike relying on mono transportation) , and affordable low cost housing (in Kliptown and Orange Farm).

Question 4.2 The institution was asked to indicate the frequency in which urban renewal result in displacing people from their homes or businesses.

The respondents indicated that it is not always that urban renewal displaces people from their homes, unless in situations whereby there is an urban decay in such an area, for example, property abandonment, high unemployment, fragmented families, political disenfranchisement, crime, desolate and unfriendly urban landscapes characterized.

Question 4.3 The institution was asked to indicate if urban renewal creates uncontrolled growth or traffic.

The respondents explained that urban renewal had its ways of creating uncontrolled growth within the area and those impacts negatively on service delivery. Despite government attempts to stop the influx of migrant workers move from the countryside and neighboring countries to look for employment in the city of gold, communities are still increasingly flooding the area.

Question 4.4 The institution was asked to indicate what happens to the people and businesses evicted by local authorities in terms of local business districts and empowerment zones.

The respondents informed that people being evicted from their operating spaces are being provided with an area where they can perform their trade, however the challenge is that the hawkers feel that the space provided them is not business conducive and hence it is not appropriate for them. The hawkers when moved assume that they will lose their respective customers.

Question 4.5 The institution was asked to indicate if they receive any condemnations from the community.

The respondents indicated that they have received and still receive service delivery condemnation from communities on a daily basis due to dissatisfaction of services rendered. The matter was solved by informing communities through ward meetings and imbizos. Community members were informed about the challenges that the municipality is faced with, which results from limited capacity for development, since Soweto operates as a dormitory town, through political unrest and the lack of knowledge and understanding between both the public and private sectors. A key point of conflict is funding.

QUESTION 5

INFRASTRUCTURE PROGRAMS, POVERTY ALLEVIATION AND EMPLOYMENT CREATION

Question 5 The institution was asked if there is a link between urban renewal programmes and poverty alleviation strategies.

Poverty alleviation is a pressing problem globally and particularly in South Africa. Therefore, the institutions stated that the link is a process through which the quality of life of a community can be improved in a sustainable way. Further, it was stated that they aimed to restore the disrupted relationship between the communities and access to the respective resources. However urban renewal is intended at revitalizing a failing urban area in order to restore economic vitality and improve the safety of an area, and critical to the success of local communities living in urban areas

QUESTION 6

CHALLENGES

Question 6.1 The institution was asked to indicate the municipal challenges that they are faced with in terms of urban renewal.

Soweto is an underserved retail node, and here the criteria are totally different and pose the following problems to be taken into account, the social deterioration, poor image of Soweto, crime, multiple and often informal dwellings existing alongside formal development (in Jabulani Mall, Maponya Mall, Walter Sisulu monument and in taxi ranks)., Government (local and regional) processes that have to be followed and business or community opposition to a development. Also there is a loop hole within the council whereby there are informal tradings (buy-ins into the black owned businesses) resulting from foreigners who occupy the buildings without paying tax and unlawful trading.

Question 6.2 The institution was asked to indicate if there are challenges and how they address the situation.

The officials indicated that typical management dilemma is that they know where they want to be. However, it is difficult to get there due to political mandates which have to be pursued. Institutions usually do not have one strategic initiative, but rather several parallel initiatives in their movements.

4.6 CONCLUSION

The chapter discussed the research methods used. The chapter also analyzed the results of the empirical study conducted in Soweto. This research report provided in-depth demand related research in Soweto and its development potential, depending on the type of development. The interviews conducted revealed that there is inconsistency

in the satisfaction levels between the urban renewal programs, custodians (community) and officials in the municipality in terms of community development. It is evident there is willingness to improve the conditions of the lives of the people and to work together with other stakeholders to develop the community. The next chapter will provide a summary of the preceding chapters and the findings for this study.

CHAPTER 5

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The purpose of chapter 4 was to conduct an empirical study in support of the hypothesis, that the increasing factors caused by urban decay in Soweto, makes urban renewal projects a necessary tool to enhance sustainable development within the area. This chapter provides a summary of the chapters dealt with in this study. The chapter also outlines the findings, and provides a set of recommendations for enhanced service delivery and concludes by supporting the abovementioned hypothesis.

5.2 SUMMARY

This study has explored the debates with regard to the impact of urban renewal in Soweto and has contextualized the concept to be understood at a local level. The summary of the chapters is outlined below.

5.2.1 The overall aim of the study

The aim of the study was to investigate the impact of urban renewal projects whether it can be used to increase living space, to bring about additional housing and maintain sustainable livelihoods through creation of employment. The overall aim of the study was based on the following objectives:

- To explain the concepts urban renewal and sustainable livelihoods pertaining to service delivery;
- To review and analyse the legislative framework and strategies undertaken to implement urban renewal projects in Soweto;
- To identify the tools employed to measure the sustainability of urban renewal projects in Soweto; and

- To offer recommendations on how urban renewal activities can be supported, enhanced and scaled-up in Soweto.

5.2.2 Summary of the preceding chapters

The summary of the chapters are discussed below.

Chapter 1

Chapter 1 of this study identified the theme of the study as the focus was on the impact of urban renewal projects in improving service delivery and sustainable livelihoods in Soweto. This chapter provided definitions for central themes of the study and introduced the problem statement in detail and orientated the reader on the study area, focusing on the following areas aim of the study, research questions, objectives, hypothesis, research methods, and the chapter outline. Urban renewal is an act of revitalizing a failing urban area in order to restore economic vitality and improve the safety of an area, and critical to the success of local communities living in urban areas.

Chapter 2

This chapter focused on the theoretical exposition of urban renewal project in South Africa as well as the international context, hence it provided that urban renewal can be defined as a social and technical partnership based on the unification of the vision of politicians and designers and on the wide acceptance of the same by the community. URP was seen as a multi-faceted and complex process which should not be viewed merely as a physical and financial proposition, but as a sociological, cultural, economical and political matter. Past experience has demonstrated the need to view neighborhood regeneration as a comprehensive and integrated process.

This chapter also discussed the primary goals and objectives of the various municipalities with regard to urban regeneration. Therefore it was also argued that a realistic renewal program must approach regeneration in a holistic way and be based upon a multi-disciplinary understanding of the social and economic forces affecting urban areas and the physical nature of towns and cities. Role players and approaches

to be utilized in urban renewal programs were also discussed, which had a focus on the objectives of urban renewal, which also included critical issues of which are of a great concern and the communities revolve around, eg; political, cultural, social and urban identity concerns. Also the challenges faced by South Africa with regard to urban renewal were discussed as it is a critical issue; due to countries are currently integrating their urban renewal strategies with developed states which have implemented urban renewal successfully.

Chapter 3

This chapter reviewed the impact of urban renewal as well as the relationship with the communities in Soweto in addressing urban decay and therefore it was concluded that Municipalities should use their resources and annually allocate funds in their budget, as appropriate, to develop a culture of community participation. An overview of Soweto was provided with the current status of the area, as well as the impact of the projects being implemented by the government to improve the livelihoods of the communities. Public participation was also discussed in this chapter, with the aim of emphasizing that the legislative framework also provides that it is crucial to consult the communities in order to understand their needs and demands in assisting in promoting urban renewal.

Chapter 4

This chapter focused on the research methods used to gather data and the results of the data gathered through an empirical study.

Chapter 5

This chapter had its focus on the summary, conclusion, findings and recommendations on the previous chapters. This chapter provides a solution to the tested hypothesis, by providing answers to the research questions.

5.3 RESEARCH FINDINGS

The main purpose of urban renewal programme is to help stimulate economic growth, to create a climate and opportunity for private investment and improve as well as expand housing opportunities in the urban renewal area. The following findings were drawn from the study:

Soweto's image

- In Soweto it was revealed that there is a regeneration of the historical and cultural links that provides a deferent face to the area, for example in Vilakazi street and the entrance to Soweto.
- URP as a contributor to stimulate economic growth to create a climate and opportunity for private investment has played a role to regain the identity of Soweto, since the erratic retail was plagued by vandalism in the vacant stores and buildings.
- In Soweto more land have been allocated for housing, schools, parks and industrial as well as commercial expansion to make Soweto cleaner, attractive and more efficient for communities to live.

Customer satisfaction

- The interviews revealed that there is inconsistency in the satisfaction levels between the urban renewal programs custodians and officials in the municipality on whether the lives of the people had been improved by the urban renewal projects or not. It was evident that there is willingness to improve the conditions of the lives of the people and to work together with other stakeholders to develop the community, however there is no communication between the parties involved in attaining this.

Public participation

- The role of public participation is visible, whereby communities have access to decision making; their demands are integrated within the URP plans of the municipality.
- The initiatives taken by the communities prove that they have the potential to sustain the economy of Soweto, however they require assistance from the municipality in attaining their intended endeavours.
- Access to information seemed to be lacking, whereby some respondents were not aware of the projects planned for URP in their respective locations.

Education and skills development

The study revealed that participants in projects had high school education, although they still did not have the required skills to make their projects a success; hence most of the respondents argued that the municipality should increase on skills development.

Housing

Soweto people are satisfied about the electricity being provided in the as well as the street lights in the area, however they are dissatisfied with the rates and taxes amount as well as the rates that Eskom intends on increasing in the coming years as indicated.

Street refurbishment

- **Tarred roads:** The communities of Soweto are happy about the tarred roads in Soweto; however they are disappointed with regards to the maintenance of such roads. They indicated that Johannesburg Roads Agency does not attend to potholes timeously and that leads to slummed roads which are not user friendly and that impact on the image of Soweto.
- **Pavement:** The communities of Soweto are highly satisfied about the paved streets in Soweto, compared to other neighboring communities, the streets of Soweto are no longer dusty and that has impacted on the cleanliness of the environment.

Access to transport

- *BRT*: In increasing transport modes in Soweto, the municipality has implemented a BRT system of which the community of Soweto is happy about, however the taxi industry is opposing the system and indicates that it is affecting their households. Therefore currently there have been protests by the industry which led to the death of BRT drivers, hence the municipality has communicated with the industry as per their initial agreement before the stations were built.
- *Taxi rank*: In Soweto, the taxi driving community is satisfied with regards to the services being offered by the municipality to them, previously there were no parking spaces at the taxi rank as they were chaotic, however currently, the taxi ranks in Soweto have been rebuilt and there is sufficient space for safer parking.

Greening and environmental impact

- *Trees*: It has been observed that trees have been planted in Soweto with the purposes of promoting green and clean environment, however it has been indicated that most of the communities do not take care of such plants, as some utilize them for preparing fire, while others remove or rather plant them in their yards for personal gain.
- *Refuse removal and the dustbins*: It was observed that the communities of Soweto have been provided with big wheel bins for the purposes of refuse removal, however it has been indicated the Pikitup is not constant when it comes to refuse removal, and that also the responsibility remove rubble has been vested in the hands of each household. The communities indicated that for rubble and waste that requires a skip, Pikitup offers a skip at a price of R300.00 to them.

Economic growth and Small Medium Micro Enterprises

- *Shelter*: Business people indicated that they are satisfied with the assistance provided by the municipality with regard to their business, however they complained about the stalls provided as they indicated that they are not conducive for their products as well as their market.

- *Training:* The business people in Soweto indicated that they are partially satisfied with the workshops being provided to them, however they indicated that such workshops are provided to certain group of people as the municipal officers are biased when it comes to building capacity within the communities.

Access to public places

- *Clinic:* The community of Soweto indicated that they are highly dissatisfied about the services being rendered at the clinics. They stated that they wake up at early hours only to return home without any medical treatment being provided.
- *Schools:* The communities of Soweto indicated that they are partially happy about the schools and the type of education being offered, and also complained about the activities that motivate students to attend school in the locations are not as advanced as the ones in the CBDs. That the government should improve the quality of learning as well as assist with funding as indicated in the election campaigns about free education to all.
- *Police station:* The community of Soweto indicated that they are dissatisfied with the services being rendered by the police stations, more especially when it comes to administrative assistance to the communities as well as attending to the pleas of such communities. They also indicated that the police are utilizing the government vehicle to attend to private matters instead of attending to the crime scenes.
- *Municipal services:* The community of Soweto indicated that they are not satisfied with regard to the services rendered by the municipality, as they indicated that information is not disseminated as required to the communities, there is limited access to information.

Measuring tools

These Measuring tools have proved to be highly influential, by persuading the government to retain the programs and to expand their scope considerably.

5.4 TESTING THE HYPOTHESIS

The hypothesis formulated for this study spelled that the *“The increasing factors caused by urban decay in Soweto makes urban renewal projects a necessary tool to enhance sustainable development”*. The surveys conducted proved that urban renewal was important in Soweto.

5.5 RECOMMENDATIONS

The recommendations provided in this sections reflect the challenges emanating from the study during the survey undertaken in Soweto. The study recommends that:

- The Implementation Framework should be utilised widely and extended through the adoption of clear practices of URP;
- URP policies and strategies of urban renewal should be revisited with a purpose to align them with the current living conditions and legislations that govern local governments;
- Urban renewal should be closely monitored and evaluated to determine the effectiveness of the intended goals and objectives;
- Municipalities should contribute in building the capacity of the local communities so that they can participate in municipal affairs. Further, structures and processes should be established for community to participate. Special attention should be considered for the special needs of women, the disabled, the illiterate and other disadvantaged groups;
- The municipality should communicate the intended development strategies to the respective communities on time. Public opinions and inputs must also be considered to enable communities to feel important;
- Some respondents indicated that they do not have access to information and decision making. There should be transparency with regard to the projects being implemented within the municipality at all times;
- The municipal officials should be credible and competent to serve the community since they are mandated by political principles;

- The municipality should also engage communities with regards to the challenges faced on a daily bases in order to allow for a better quality of life for citizens;
- The municipality should ensure an untapped market potential resulting in outflow, therefore encouraging residents to own businesses;
- More skills should be provided to ensure a creation of a unique semi-formal market and economic growth; and
- There should be increased transparency to ensure that the communities understand the principles and criteria adopted by URA in selecting areas for urban renewal, meaning that areas are being reprioritized.

5.6 CONCLUSION

This research report provided in-depth demand related to research on Soweto and its development potential, depending on the type of developmental projects. The developments are led by the Public Sector and are being encouraged to have more than one potential use. Most development projects in underserved areas remain different in their evolution as well as their character. Given the requirements of local government and the public sector, the scramble for Soweto over the next years may well see many new developments to the detriment of the existing nodes. The study proved the importance of URP and its tools which ensures sustainable development in Soweto.

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Appendix A

QUESTIONNAIRE FOR COMMUNITY MEMBERS

QUESTIONNAIRE NR INTERVIEW DATE.....

STUDENT NAME: Ms PS. Morontse, North West University (Vaal Triangle Campus)

Supervisor: Mrs. LB Mzini, North West University (Vaal Triangle Campus)

SECTION A

Please tick (x) your answer(s) below.

DEMOGRAPHIC DATA

Question 1

Q.1.1 Name :

Q.1.2 Geographic area:

Kliptown/ Pimville	Diepkloof	Vilakazi Street
1	2	3

Q.1.3 Gender:

Female	Male
1	2

Q.1.4 Age:

Q.1.5 Respondents Category

Youth	Elderly	Disabled	Employed	Unemployed
1	2	3	4	5

Q.1.6 Respondents Activity

Local resident	Taxi driver	Hawker/ Local business person	Shop owner	other
1	2	3	4	5

QUESTION 2

RESIDENTIAL DATA

Address (optional) _____

Q.2.1 Household size

1	1-3	4-6	7-9	10+
1	2	3	4	5

QUESTION 3

URBAN RENEWAL PROGRAMME

AWARENESS OF PROJECT

Q.3.1 Are you aware of the Urban Renewal Programme in Soweto?

No, have never heard of it	Yes, have heard something about it	Yes, familiar	Uncertain
1	2	3	4

Q.3.2 How did you come to know about the Urban Renewal Programme?

1. Newspapers (e.g. local- or community paper, etc.)	
2. Newsletters	
3. Brochures & posters	
4. Billboards	
5. NGO offices	
6. Campaigns of City	
7. Road shows	
8. Radio	
9. TV	
10. Call centre	
11. Community meeting	
12. Community leader councilor	
13. Forum	
14. Clinic	
15. Church/religious group	
16. Friends	
17. Social worker	
18. Other, specify:	
Total	

Q.3.3 Are you aware of these projects as initiated by the Urban Renewal Programme?

Are you aware of these projects	Yes- 1	No- 2	Unsure- 3	Influence on quality of life		
				1.Yes improved quality of life	2.No, had no effect on quality	3.No, decreased quality of life
Housing development						
Public transport						
Local business development						
Road refurbishment						
Public space upgrade						
Regional Sports facility						

ACCESS TO FACILITIES

Q.3.4 If the household has access to the following facilities in their community, how would they rate the services rendered at these facilities?

Access to facilities	Y e s	No	Highly Satisfied	Satisfied	Uncertain	Dissatisfied	Highly Dissatisfied	Do not use service
			1	2	3	4	5	6
1 Crèche								
2 Primary school								
3 Secondary school								
4 Clinic								
5 Post office								
6 Community Hall								
7 Shop								
8 Home shop or Spaza shop								

9 Bus service								
10 Taxi service								
11 Train service								
12 Sport facility								
13 Recreational facilities (e.g. park)								
14 Old age care								
15 Library								
16 Municipal offices								
17 SAPS,								
18 Fire brigade								
19 Ambulance service								
Total								

IMPACT OF URBAN RENEWAL PROGRAMME

Q.3.5 To what extent have these projects impacted your household quality of life during the past 3 years, regarding the following aspects?

Projects	1.To a great extent	2. To some extent	3. None	4. Worsened
1 Quality of sports grounds				
2 Public open spaces or parks to walk in				
3 Housing conditions				
4 Job opportunities				
5 Access to public transport				
6 Roads				
7 Information about				

HIV/Aids				
8 Access to services and shops (CBDs)				
9 Space for community events				

Q.3.6 How do you feel about the condition of the following, are you?

Service delivery conditions	1-Highly Satisfied	2-Satisfied	3-Uncertain	4-Dissatisfied	5-Highly Dissatisfied
Roads & streets					
Electricity					
Streetlights					
Cleanliness of your area					
Water					
Sanitation					
Refuse removal					
Health services					
Housing					
Education					
Policing					
Total					

Q.3.9 What are the most pressing challenges you are faced with every day?

1. _____ 2. _____ 3. _____

Q.3.10 What projects according to you will improve the quality of life of the people in Soweto?

1. _____ 2. _____ 3. _____

Thank you for cooperation

APPENDIX B

INSTITUTIONAL QUESTIONNAIRE

Question 1

WHY URBAN RENEWAL?

- 1.1 Why are public investments such as urban renewal needed to redevelop an area?
- 1.2 What are the criterias for selecting urban renewal areas?
- 1.3 How are the actual boundaries of urban renewal areas drawn?
- 1.4 Are there limits on Soweto's use of urban renewal?
- 1.5 How is urban renewal projects funded?

Question 2

PUBLIC INVOLVEMENT

- 2.1 Does the URP include the consultation process with local people?
- 2.2 How much say does the public have in the creation of new urban renewal areas?
- 2.3 Can the public be assured that its voices will be heard even if City Council has the ultimate authority to designate urban renewal areas?
- 2.4 What is the public's role after an area is designated an urban renewal area?

Question 3

URP PROJECTS

3.1 Indicate the progress in the following projects in Soweto.

URP PROJECTS	ACHIEVED	PARTIALLY ACHIEVED	NOT ACHIEVED	STILL IN PROGRESS/ NOT PLANNED
Economic development				
Housing				
Spatial Planning and the Environment				
Engineering services				
Social services				
Public safety and security				
Road development				
Effective local administration				
URP project organisation				
Monitoring and evaluation				
Financing				

Question 4

FEARS ABOUT URBAN RENEWAL

4.1 Does designating an area as an urban renewal area make living there less affordable? Yes/No

4.2 How frequently does urban renewal result in displacing people from their homes or businesses?

4.3 Does urban renewal create uncontrolled growth or traffic? Yes/No. If yes, please elaborate

4.4 In terms of local business districts and empowerment zones, what happens to the people and businesses evicted by eminent domain?

4.5 Have you received any condemnations from the community? Yes/No, If yes please indicate how did the municipality solve the matter

Question 5

INFRASTRUCTURE PROGRAMS, POVERTY ALLEVIATION AND EMPLOYMENT CREATION

Unemployment and poverty are extremely most pressing problems globally and particularly in South Africa.

5.1 Is there a link between urban renewal programmes and poverty alleviation strategies? Yes/No

5.2 Will the developments produce benefits to the communities in Soweto. Yes/No

5.3 Have the URP benefited the community in terms of creating jobs? Yes/No, if yes indicate the projects where community members were employed.

Question 6

CHALLENGES

6.1 Indicate the municipal challenges that your institution is faced with, as identified below:

URP MUNICIPAL CHALLENGES	YES	NO
Lack of consultation with local residents in drawing-up urban renewal projects		
Lack of consultation with local residents in drawing-up urban renewal projects		
Failure to target the benefits of urban renewal at local people		
Over-reliance on physical development as the engine of urban renewal		
No overall framework guiding urban renewal and development		
Limited coordination of government programmes		
Inadequate monitoring and assessment of the outcomes of urban renewal schemes		
Funding and Financial Framework		
Organisational and Institutional Framework		
Human Resources and Capacities		

6.2 If there are challenges explain how you will address the situation.
