### **DECLARATION**

I declare that this research is my own, autonomous work. It is submitted in completion of the requirements for the Degree of Master of Science in Development Planning at the University of the Witwatersrand, Johannesburg. It has not been previously presented for examination in any degree in this or any other university.

.....

Faith Nokuthula Dube.

16 October 2009

### **ACKNOWLEGDEMENTS**

Special thanks to my supervisor Dr Claire Benit-Gbaffou for her dedication to quality work without which I could not have undertaken this report. She aroused my interest in urban management and introduced familiarity about City Improvement Districts.

I give my heartfelt thanks to the participants who were willing to share their precious time and knowledge.

I wish to acknowledge critical guidance and support provided to me by various members from CORUS (for allowing me a platform to present my work and giving constructive comments) and from the School of Planning and Architecture.

Exceptional thanks to Josie Adler for a community building mindedness she personify and for freely sharing the observations she has congregated in her experience as a community organizer "to built than to destroy" and providing unlimited suggestions to what may be a solution to the problem in hand.

I thank to some extent, Ruben Papenfuss for allowing me to Legae La Rona steering committee meetings. My wish is that most of their contributions may work at their favour and help in daily challenges they face and help contribute to the creation of the world pleasant for all. It was a great privilege to engage with and learn from these people.

Thank you 2007/08 DP class for inspiration, emotional support and friendship throughout this path.

Last but not least is my sincere thanks to my family for all the support and love that they have given me through the course of this work and particularly I thank the tolerance and interest of the father of my child, Manfred Nqobile Khumalo, who had done the house chores in my busy times and taken care of our baby boundlessly.

# **DEDICATION**

I would like to dedicate this Thesis to my one and only son: Philani Dube, he will grow wiser and smarter and my parents: Bindingwe Dube and Queen Khumalo. I am certain that the way they brought me up, gave me the courage and reasons that necessitated the completion of this work.

#### **ABSTRACT**

City Improvement Districts (CID) have emerged as a new urban management tool in response to problems such as crime and grime and the perceived failure of municipalities to deal with these challenges. CIDs are supposed to be empowering local communities in managing their urban environments. This study examines the decision-making processes and the structure of the first residential CID in Johannesburg, Legae La Rona, located in the low income inner city neighbourhood of Berea. The literature reveals that on one hand CIDs are successful in cleanliness, safety and security encouraging consumers and investors back to these districts leading to economic and social revival of the area and that they lead to exclusion of the poor on the other hand. Using qualitative methodology for data collection and data analysis, my findings are that firstly, decision-making processes is captured by big property owners leading to subordination of small property owners and the complete marginalization of tenants who constitute the majority of residents. The structure of decision-making of Legae La Rona is opaque, with little ability to contest decisions made by these major property owners. Secondly, the City of Johannesburg shares the CID objectives (urban regeneration) but lets the private sector independently run and implement it. Finally the processes of decision-making in Legae La Rona have multi-dimensions of exclusion of the most voiceless members in the urban environment. Decision-making processes within a CID have varied upshots to the poor communities living in urban areas implying that it is not a best tool for urban management in low-income residential areas.

### **TABLE OF CONTENTS**

CHAPTER ONE: ASCERTAINING THE ROUTE – CID IN BEREA	1
INTRODUCTION	1
1.1 BACKGROUD	1
1.2 WHAT IS A CID	4
1.3 PROBLEM STATEMENT	5
1.4 RATIONAL OF THE STUDY	6
1.5 RESEARCH AIM	8
1.6 HYPOTHESIS	9
1.7 METHODOLOGY	9
1.7.1 DATA COLLECTION AND PRESENTATION	10
1.7.2 SAMPLING PROCEDURE	11
1.7.3 ETHICAL CONSIDERATION	12
1.8 RESEARCH	12
1.9 EXPECTED OUTCOME OF THE RESEARCH	14
1.10 LIMITATIONS OF THE STUDY AND THE METHODOLOGY	15
1.11 SUMMARY OF THE CHAPTER	18
CHAPTER TWO: LITERATURE REVIEW AND ETHICAL FRAMEWORK	19
INTRODUCTION	19
2.1 PLANNING THEORIES USEFUL TO THE STUDY	19
2.1.1 COLLABORATIVE OR COMMUNICATIVE PLANNING	24
2.1.2 THE JUST CITY APPROACH	25
2.2 IDEOLOGIES INFORMING THE ESTABLISHEMENT OF CIDS	26
2.2.1 BROKEN WINDOWS THEORY	27
2.2.2 DEFENSIBLE SPACE	28
2.3 THE ROLE OF CIDS	30
2.4 CID AS A RESPONSE TO URBAN DECAY AND MANAGEMENT TOOL	30
2.5 CID: A FORM OF GOVERNMENCE	31
2.6 COMPLIMENTING THE LOCAL AUTHORITIES STRATEGIES AND IMPROVEMENT	J 1
OF THE LOCAL GEOGRAPHICAL, SOCIAL AND ECONOMICAL CONDITIONS	33
2.7 DEMOCRATIC ACCOUNTABILITY	34
2.8 IMPROVING THE NEIGHBOURHOOD OR BUSINESS AS USUAL	35
2.9 EXCLUSION AND DISPLACEMENT	36
2.10 CIDS IN THE SOUTH AFRICAN CONTEXT	36
2.11 SUMMARY OF THE CHAPTER	41
CHARTER TURES AREA OF THE CARE OF TRY SERVICE AND A SERVICE OF THE CARE OF THE	
CHAPTER THREE: AREA OF THE CASE STUDY, BEREA, JOHANNESBURG	42
INTRODUCTION	42
3.1 HISTORY OF JOHANNESBURG INNER CITY DECAY	43
3.1.1 ECONOMIC DECLINE AND SURBABURNISATION	44
3.1.2 SOCIAL TRANSFORMATION	46
3.1.3 MUNICIPAL MALFUNCTIONS	48

3.2 BEREA – LEGAE LA RONA 3.3 SUMMARY OF THE CHAPTER	50 58
CHAPTER FOUR: PRESENTATION OF FINDINGS AND ANALYSIS INTRODUCTION 4.1 DECISION-MAKING PROCESSES CAPTURED BY BIG PROPERTY OWNERS 4.2 SHARING OBJECTIVES AND SUPPORT BY THE CITY: BUT CIDS ARE RUN AND	60 60 61
IMPLEMENTED BY THE PRIVATE SECTOR	71
4.3 EXCLUSIONARY TENDENCY TOWARD THE URBAN POOR	79
4.4 SUMMARY OF THE CHAPTER	91
CHAPTER FIVE: CONCLUSION AND IMPLICATION INTRODUCTION	93 93
5.1 SUMMARY OF THE STUDY	93
5.2 CONCLUSION OF THE STUDY	94
5.3 RECOMMENDATIONS OF THE STUDY	96
5.4 SUMMARY OF THE CHAPTER	99
REFERENCE LIST	101
Appendix A	111
Appendix B	112
List of Interviews	112
List of meetings attended	113

# LIST OF TABLES

Table 1: Three Key Issues to Planning  Table 2: Population and Infrastructure information in Berea	22
	50
Table 3: Crime Statistics	54
Table 4: Presentation of Legae La Rona Meetings	62

# LIST OF FIGURES

Figure 1: Map of CIDs in Johannesburg North	3
Figure 2: Boundaries of Legae La Rona Centre	13
Figure 3 Conceptual angles of two mandates for planning	20
Figure 4: Sectors of Urban Governance/PPPs	32
Figure 5: Map of Johannesburg	43
Figure 6: Berea in Relation to Surrounding Neighbourhoods	51
Figure 7: Berea Ward 64 Personal Income	52
Figure 8: Age Group of Berea Residents: Ward 64	53
Figure 9: A Mixture of Flats and Decaying Buildings	56
Figure 10: Informal shops in Legae La Rona	58
Figure 11: Inner City Regeneration Strategy	72
Figure 12: Informal stands removals in Berea	73
Figure 13: Pavement Upgrading	75
Figure 14: Revitalized Building and Formalized Retail shop	81
Figure 15: Formalizing the Informal	83
Figure 16: Legae La Rona Logo	85
Figure 17: Installation of an Electric fence in a Building in Berea	87