



The interface between practice and theory within participation and decision making: The development of a precinct plan in the suburb of Bramley, Johannesburg

By

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I declare that this research report is my own unaided work. It is submitted to the degree of BSc with Honours in Urban and Regional Planning to the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination to any other university.

----- (signature of Keitumetse Lishivha)

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Abstract

In essence the study will investigate the link between Governance and Development control and how fair and inclusive the processes of decision making are by looking at these processes in the formation of the Precinct Plan of a specific neighbourhood. At the end of this research process I outline what has been discovered through the research process and identify to what extent the participatory process within the Precinct Plan process has accounted for the different interests of different stakeholders. From that I deduce if and how the decision making process in precinct Plans needs to be changed to be more participatory or whether we need to find more pragmatic and contextually applicable participatory processes to ensure equal contribution in contested spaces. The main interest of this study investigates how different interests of stakeholders are managed .The study attempts to uncover the rationale behind changes in land use and the prioritisation of land use in that specific space and how these decisions are particularly influenced by interest-based negotiations.

Dedication

I dedicate this dissertation to my parents, Andrew and Disemelo Lishivha. Mom for your unwavering support and inspiration, you are truly my motivation in everything I do and strive to do in the future. None of this would be possible if it weren't for the solid love and support you have provided and I owe everything I am to you, thank you for raising me in such a warm and loving home I have blossomed into the woman that I am today solely because of you. I pray I continue to make you proud

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LIST OF ACRONYMS

ASGISA	Accelerated and Shared Growth Initiative for South Africa
CDA	Critical Discourse Analysis
GEAR	Growth Employment and Redistribution Programme
IDP	Integrated Development Plan
NDP	National Development Plan
NGP	New Growth Path
RDP	Reconstruction and Development Programme
RSDF	Regional Spatial Development Framework
SDF	Spatial Development Framework
VBH	Van Skyff Baylis and Hlahla (Town Planning Firm)

Chapter one: Introduction

Chapter one

1.1 Purpose and outline of this chapter

This chapter introduces what the research is about. It discusses what the initial assumptions are that sparked the idea to research this particular topic and the specific perspective that the research is working from as well as the trajectory it will take. The chapter covers the background of the problem that has been identified; why it is seen as a problem and the motivation from my perspective of the problem in the South African context. The chapter then delves into defining the research topic; research question and sub-questions that will frame the research.

1.2 Aims and objective of research

The main goal of this study gravitates towards the notion of Precinct Plans as a tool to enforce development control and how interests are managed, with the aim of trying to avoid one interest group's agenda being prioritised over another. The interest groups that I will be investigating include; residents of a specific neighbourhood; business owners in the area; developers interested in investing in the area and the municipal officials. While these may not include all interest groups they do represent the key actors. This study also acknowledges that there are potentially cracks and power divisions within these groups and this needs to be taken into consideration so as not to develop a romanticised or simplistic notion of communities of interest.

In essence the study will investigate the link between Governance and Development control and how fair and inclusive the processes of decision making are by looking at these processes in the formation of the Precinct Plan of a specific neighbourhood. At the end of this research process I outline what has been discovered through the research process and identify to what extent the participatory process within the Precinct Plan process has accounted for the different interests of different stakeholders. From that I deduce if and how the decision making process in precinct Plans needs to be changed to be more participatory or whether we need to find more pragmatic and contextually applicable participatory processes to ensure equal contribution in contested spaces. The main interest of this study investigates how different interests of stakeholders are managed .The study attempts to uncover the rationale behind

changes in land use and the prioritisation of land use in that specific space and how these decisions are particularly influenced by interest-based negotiations.

1.3 Background and Problem Statements

After certain observations the neighbourhood of Bramley in Johannesburg, South Africa was selected for the study. Bramley Township is quite unique in the sense that it is nestled between the declining area of Wynburg, an industrial area on the edge of Alexandra, and the newly developing upmarket Melrose Arch precinct as illustrated in Figure 1. The types of activities in and around Bramley are also influenced by the fact that two major routes intersect in the neighbourhood, mainly being Corlett Drive and Louis Botha Avenue. These dynamics each influence the land uses in their different ways. It is therefore interesting to observe, firstly which land uses are influenced by which dynamic and, secondly how these different land uses work collectively. The Bramley Township was established in 1904, according to its general plan A565/1904, and its boundaries are clearly marked. Bramley has been a neighbourhood that I have been familiar with for many years as my family relocated to the adjoining neighbourhood of Kew in 2000. Kew is approximately 1.5 km away from Bramley so most of our amenities were accessed in the Bramley area, my younger sisters went to super kids crèche along Corlett Drive in Bramley and our family doctor had his offices in Bramley.

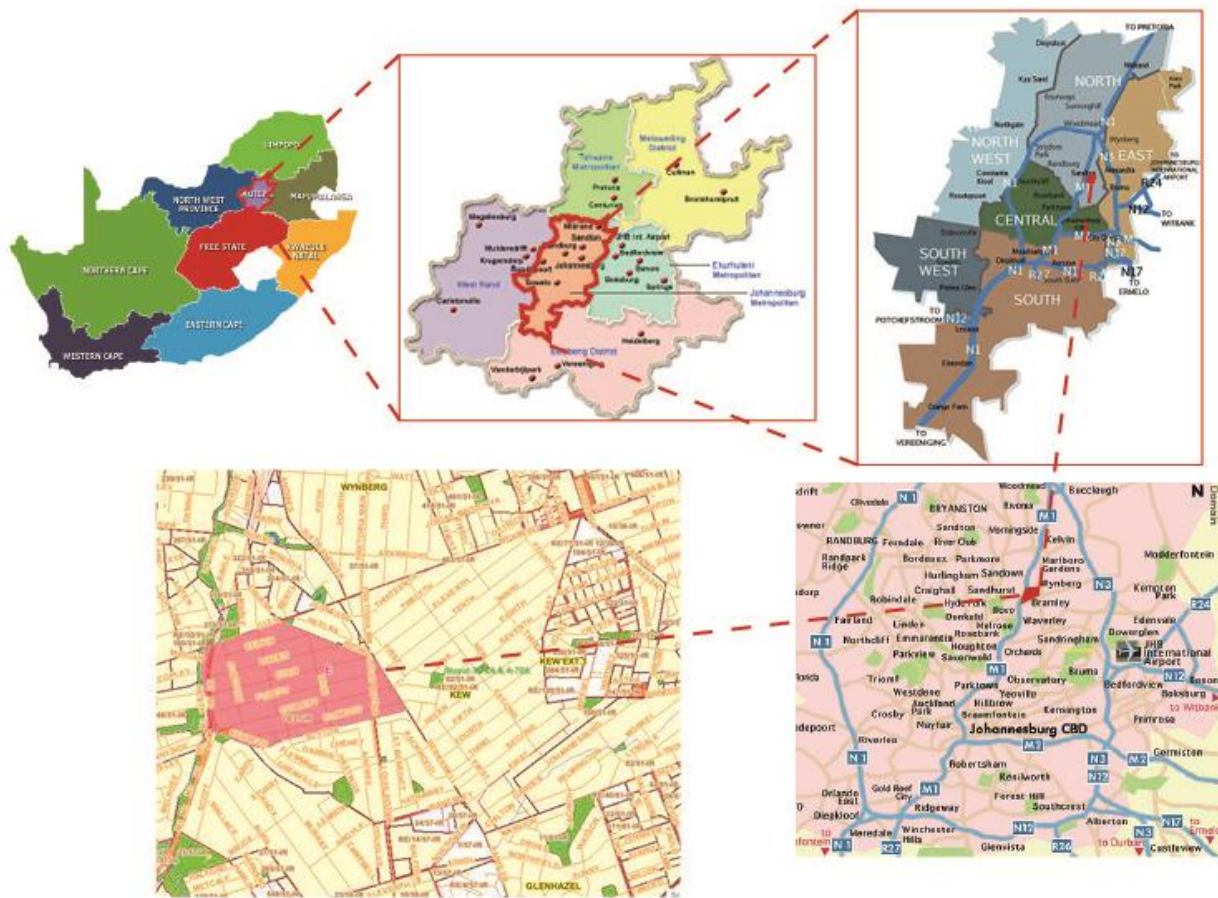


Figure 1: Map illustrating the location of Bramley in a broader context

My personal interest in Bramley Township grew from an incident where my Family doctor, who resides and works in Bramley (as shown in figure2), pleaded with to me to enquire about his rezoning application from the land use of residential to Business 4. He made this application in order to legalise his medical suites (outlined in green in figure 2). I came to find out that his application was refused because his place of business fell outside of the demarcated area for business which is only one erf along corlett drive (outlined in magenta in figure 2), even though his area, which is along



Louis Botha, is surrounded by business and commercial uses (outlined in red in figure 2).



Figure 2: map of Bramley at intersection of Corlett drive and Louis Botha Avenue (Lishivha, 2015)

This phenomenon was interesting as I have noticed from this one example that there may have been other individuals who live and work in the area who may have been excluded from the Precinct Plan with regards to the amount of power they have with regards to making decisions about the future form of their surroundings. In this study I set to find out whether the process of formulating a Precinct Plan is inclusive in order to figure out where the different interests of the different stakeholders have been incorporated in or excluded in the final spatial plan and policy. As mentioned before the stakeholders mainly consist of:

- The residents of the area
- The developers with interest of developing a certain part of the neighbourhood.
- The business and home enterprise owners in the area
- The City of Johannesburg officials who will give the final approval to the plan.

The main goal of this study is to answer the following questions. How Precinct Plans are shaped? Which distinct groups of people shape the process? What type and

level of power to influence the outcome does each stakeholder have and how this has all been incorporated into the participatory process that took place. The subsequent section looks at how the study fits into the broader context of governance and participation in South Africa.

1.4 Background of study and outline of report

This study is based on the circumstances that arise from living in a country where, the three main constraints that are limiting economic and social development are unemployment, inequality and poverty (according to the National Development Plan goals for 2030). It is evident why policy initiatives are centred on job creation, alleviation of poverty and eradicating inequality by bringing about more inclusive and participatory processes (NDP Executive summary, www.gov.za, 2012). The exclusion/ inclusion continuum is one that is at the centre of many debates about development in South Africa and Africa as a whole, and it is an ideal that is central to debates around citizenship, economic development and standard of living in general (NDP Executive summary, www.gov.za, 2012). As it was stated in the NDP, by 2030 the plan should “eliminate income poverty” and “reduce inequality” (NDP Executive summary, www.gov.za, 2012, p 24). When processes are not inclusive inequality spurs from that and causes all sorts of socio-economic setbacks (NDP Executive summary, www.gov.za, 2012) because frameworks and institutions are not integrated and cannot achieve the common cause.

The Urban Planning profession has a comprehensive knowledge of all these aspects that contribute to and hinder development. What has come up persistently in the profession is the disjuncture between the theories of development and the practice of development, as many academics acknowledge that not much has changed in the South African landscape, post-apartheid, even though the profession has grown and evolved in the era of democracy (Todes; Harrison, 2002). Academics continually develop theory that is based on the gaps that exist in practice and the promotion of improvements in subtle changes in approach and in process. The evolution in planning principles stems from the continuous re-evaluation of planning theory. This is done by finding the gaps in the current theories by comparing them to the reality of spatial planning and its effects. From there new theories and principles are developed, such is evident in the changes of planning principles over the decades from Rational comprehensive/ Master planning to communicative

planning to radical planning; catering to the changing spatial dynamics (Taylor, 1988). This exposure to urban planning theories and knowledge inspired this study, as participation in planning process is the common thread in the evolution of planning theory. With each planning paradigm aiming to factor in more public participation in the planning process and bring about inclusivity and integration.

This report will examine the theory of participation and how it relates to the practice of “development control”¹¹, by analysing how different interests from different interest groups are factored in to the participatory decision-making process.

All of these aspects are addressed in the research question and the concepts that have been pulled out will be explored in chapter two. This study will follow the sequence listed below in section 1.7

1.5 Research Title and Questions

1.5.1 Research Title

The interface between practice and theory within participation and decision making: The development of a precinct plan in the suburb of Bramley, Johannesburg.

1.5.2 Research Question and sub-questions

How does the process of shaping Precinct Plans Account for different Interest Groups: A case Study of Bramley Precinct Plan

Sub Questions

- a) What are the main components of a precinct plan process?
- b) How have precinct plans been developed, maintained and enforced
- c) How do the different stakeholders mainly, business owners, members of residents association and the City of Johannesburg metropolitan municipality, and developers, view the precinct plan. What are the main differences and points of contention?
- d) What triggered a need for a precinct plan in Bramley?

¹ Development Control is a key aspect of the practice of planning which essentially 'dictates where and what can be developed in space (quote). This central aspect of planning will be defined further below

- e) Who are the main interests groups that shaped the Bramley Precinct Plan, and how is power manifested within the negotiations between these different interest groups?
- f) How has the Bramley precinct plan been progressing from 2010 when it was first implemented?

1.6 Key concepts used

Drawing from the research question, there are four main concepts that shape this study. These key terms will be used in this research because of their significance to the argument and trajectory of investigation. The study is focused on how governance is performed in the public sphere; how this is shaped and formed by power dynamics among different stakeholders. Furthermore, the study is focused on investigating what the correct procedure is when coming to orchestrating participatory process and how this is taken into account in the case of the city's development control strategies and frameworks. While all of these terms are complex and extensively debated in the literature, they will be briefly discussed below in order to identify only the most basic aspects of the concepts. This study is not able to delve deeply into these complex concepts due to time and focus. The following is therefore a brief explanation of how these terms apply to this research and what perspective is taken from each term or concept.

1.6.1 Governance

Governance mainly plays a role in government institutions, as governance is derived from the institution of government. The link between governance and government is an implicit link as "Governance refers to the exercise of political and administrative authority at all levels to manage a country's affairs" (UNESCO, 2012, p3). Although governance and government may be perceived as synonymous, this study would like to look at the notion of governance purely as a process of decision making. Within that concept of decision making, the study then further investigates the interest groups involved and how decision making is influenced. The study will focus on the collaboration between residents associations, private planning consultants, private developers and City of Johannesburg municipality officials.

The term governance is a complex and contested concept as "It comprises the mechanisms, processes and institutions, through which citizens and groups articulate

their interests, exercise their legal rights, meet their obligations and mediate their differences" (UNESCO, 2012, p3). Therefore it is understood in a variety of ways when observed in different contexts and by different groups with different perspectives. For example, the term Governance has been used in United Nations papers in the promotion of a concept called good governance, this concept is thought to be a remedy to the reduction of corruption. Here we can see how the term has been used in a certain context with a certain perspective for a particular outcome. For the purpose of this research I will use the term governance in its most basic clarification. Governance is defined as "the process of interaction and decision-making among the actors involved in a collective problem that lead to the creation, reinforcement, or reproduction of social norms and institutions" (UNESCO, 2012).

1.6.2 Development Control

Development control is the main focus of this study as the case study included in this research is of a precinct plan and how the precinct plan is enforced as a development control tool. Development Control refers to the systems and by-laws put in place by municipalities to control the extent, type and location of development that takes place in a specific area; and whether this is in accordance with development goals set for the region and wider economic goals of the city and province (IDP Guide-pack, 1999). This is done through implementing zoning restrictions; building control restrictions such as height, coverage and FAR; encouraging certain land uses in certain areas; implementing boundaries and allocating officials to each area to ensure accountability. Planning has different scales from local precinct plans to regional plans, development control works specifically to manage what has been planned and to ensure development occurs in a controlled and manageable manner. In the current mood of planning this also includes development occurring in an integrated manner where the development goals at these different scales have a common thread.

1.6.3 Power

Within the realm of decision-making one cannot ignore the fundamental importance of acknowledging the power dynamics involved as different stakeholders have different levels and amounts of power in terms of influence and their position in the bureaucratic system (positions they hold in their professional capacity) (Hoy, 1986). This view of power will be based on the Foucauldian perspective of power where power is an externality that exists on its own and the

main question to tackle is how certain individuals or groups obtain it and use it (Hoy, 1986). This will be further explained in part one of chapter two (Hoy, 1986).

1.6.4 Participation

Participation may be understood as a one dimensional concept when looked at from the surface, for the purpose of this research it felt pertinent that the theories surrounding this particular concept should be delved into to form a more concrete basis on which to build the conceptual framework that shall be used to measure what type of participation I shall be looking into and how it is understood in comparison to how it has been implemented (Forester, 2007).

Looking at Arnstein's (1969) classic theory of the ladder of participation (Figure 3 in chapter two, p 16), it is illustrated that there is a hierarchy of what is considered true participation to what is just used as a façade to imitate participation. This is useful in establishing where the public participation process in the Precinct Plan would be classified and whether it constitutes true participation or not. The ladder is divided into three sections, non-participation; tokenism; and citizen power, and within that a total of eight steps. 2 steps in non-participation comprising of manipulation and therapy; 3 steps in tokenism comprising of informing; consultation and placation; lastly three steps in citizen power comprising of partnership, delegated power, and citizen control (Arnstein, 1969). Essentially it would be a more desired effect for the participation process to be classified according to the third rung of the ladder of citizen power as that, according to the theory, considered to be truly democratic participation (Arnstein, 1969). Rather than be considered either as non-participation or tokenism. This shall be discussed in a more in-depth manner together with an illustration in chapter two.

1.7 Overview of Chapters

Chapter two: Literature Review

Chapter two is divided into two parts. Both parts will be concerned with the theoretical application of specific concepts. Part one will consist of theories and arguments around participation and participatory processes. Firstly the chapter will look at the discourse around the concept of Power from a Foucauldian perspective, how power is measured by rationality. This section will aim to decode the participatory process by applying a Foucauldian discourse analysis. Secondly the chapter will define the type of participation that the participatory process portrays

according to Arnstein's ladder of participation. Thirdly the chapter will look at the 'the concept of the right to the city' which was widely written about by Marcuse and Purcell. Thirdly the chapter will look at the process of participation by illustrating the strengths of the process; and the flaws that have been realised. The fourth section will deal with politics of difference as I am interested in the different interest groups and how those different interests are factored into the decision making process. All of the theory will be used to measure the levels of participation in the practice part of participatory processes, which is what will be dealt with in part two of the literature review.

Part two will focus on theory of the development control through spatial planning policy, the chapter will refer to the post 94 democratic state in South Africa, and how inclusiveness has been incorporated into spatial plans through legislation such as the Municipal systems act that encourages the establishment of a developmental state. The chapter will specifically look at the legislature and policy around Integrated Development Planning and the spatial policies such as the Spatial Development Framework and Regional Spatial Development Frameworks, in order to decipher the significance of the practice of democratic inclusiveness and how closely it relates to the theory of participatory processes. Part two of the Literature Review will then delve into the stakeholders that are involved in such processes and the actual components and progress of a participatory process.

Part one and part two of chapter two will then converge in the conceptual framework where it establishes the link between governance (addressed in part one) and development control (which is discussed in part two).

Chapter three: Research Methods

Chapter three will discuss the research methods and methodology that was applied in carrying out the research. The core methods, which are based on a qualitative approach that will be explored are data collection through conducting interviews; the case study method and a discourse analysis of the policies, spatial plans and various documents that will be collected, relating to development control. This chapter will then discuss the pros and cons of being an 'insider' in qualitative research, lastly the chapter will discuss the ethical considerations.

Chapter four: Case Study of Bramley Precinct Plan

Chapter four will examine the case study of the Bramley Precinct Plan and the spatial policy of Precinct Plans. This chapter will study the plans and the policies of the Bramley Precinct Plan, and in detail, the participatory process that took place in the initial decision-making process.

Chapter five: Findings & Analysis

Chapter five is where the conceptual framework, developed in chapter two, will be applied in evaluating the actual process of participation in conjunction with a policy analysis of the legislature and policy. The various inputs from the people interviewed will be analysed and measured with what is revealed in the discourse analysis. In summary chapter five will make use and assess the methods used in Chapter three, against the conceptual framework developed in Chapter two.

Chapter six: Recommendations & Conclusion

Chapter six will comprise of the recommendations that stem from the analysis in the previous chapter and will conclude and provide an overview and critique on the entire research process

Chapter two Part one: Literature Review

Chapter two -Part one

2.1 Introduction

The core purpose of this chapter is to discuss the theories of participation and how this links with practice within policies and plans that relate to development control. The chapter sets out to look at theory that will help measure the extent of power each interest group has in decision-making processes. From there the chapter shall influence than the other, and whether or not this results in exclusion of another groups' interests being represented and included in the decision that is ultimately taken.

As mentioned in chapter one this chapter will have two parts that will focus on the theory of participation and the practice of development control respectively. Part one examines the theories and arguments put forward by academics about concepts such as 'the right to the city' (Purcell: 2002, 2003); Arnstein's (1969) theory of the ladder of participation; the gaps that exist in participatory processes (Forester, 2007); and how participation is understood in the South African context (Görgens and van Donk: 2012). Part one will also study the concept of power from a Foucauldian perspective as it is an element that plays a role in decision making processes. When one interest group has more power than the next then the decision that is taken is bound to be in the interest of the group that is more influential and impede on the former group's ability to gain access to resources. After the theories have been rigorously discussed the relationship that these theories and ideologies of participation have to the practice of participation in the development of spatial policy and the making of spatial plans with regards to development control will be made evident.

Part two will delve into development control and how it has developed in the post-apartheid urban landscape. The formulation of democracy in post-apartheid South Africa is significant to note as this era had the mandate to bring about the inclusion of those formally excluded. Therefore participation is an important part of including citizens in nation building initiatives. With regard to theory of participation, part two will look at the legislature that has been enforced such as the Municipal Systems Act that was inspired by the move to establish a developmental state together with, spatial policies such as the Integrated Development Framework (IDP) and Spatial

Development Frameworks (SDF's). This will all be done to decipher the significance of spatial policies in their contribution to developing more inclusive spaces and ultimately examining whether or not this is what is being achieved through Precinct Plans as these are the most detailed spatial plans and policy.

The aim of this study is to establish the interphase between the practice of inclusive and democratic participation and the theory that has been developed to ensure such participation is achieved. The investigation looks at the process of developing Precinct Plans and how accurately it reflects in theory that has been developed to improve the process of participation. What is meant by improve is that the process should enable stakeholders to be fully represented as well as all their interests.

2.2 Main theories/Ideas/Arguments

Firstly the idea of participation needs to be unpacked as it is key to this research. Arnstein's work (1969) while being more than three decades old remains a reliable classical approach and clearly illustrates that there are various types of participation and each is explained in a hierarchy that Arnstein refers to as a ladder of participation. In this ladder the hierarchy goes from least inclusive participatory process to the most democratic and how and why they are classified in this way. This is important to the current research because participation is a fundamental part of this research. My stand-point on what type of participation is needed in the participatory process of Precinct planning therefore requires clarification. Arnstein looks specifically at citizen's participation and how that is transferred into citizen power, Arnstein defines citizen power as the "redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future" (Arnstein, p3, 1969). From this we can deduce that Arnstein's theory speaks to my research as am interested in the different interests groups within the Precinct Plan process and how all their interests are factored into the decision making process.

As mentioned before, Arnstein uses the conceptual diagram of a ladder to illustrate the hierarchy of participation, as depicted in figure 3. Within this ladder the three categories of non-participation; tokenism and citizen power are illustrated, Arnstein eludes to the fact that participatory processes should aim to achieve citizen power as that is the most inclusive and fullest version of participation whereas tokenism is partial and non-participation is self-explanatory.

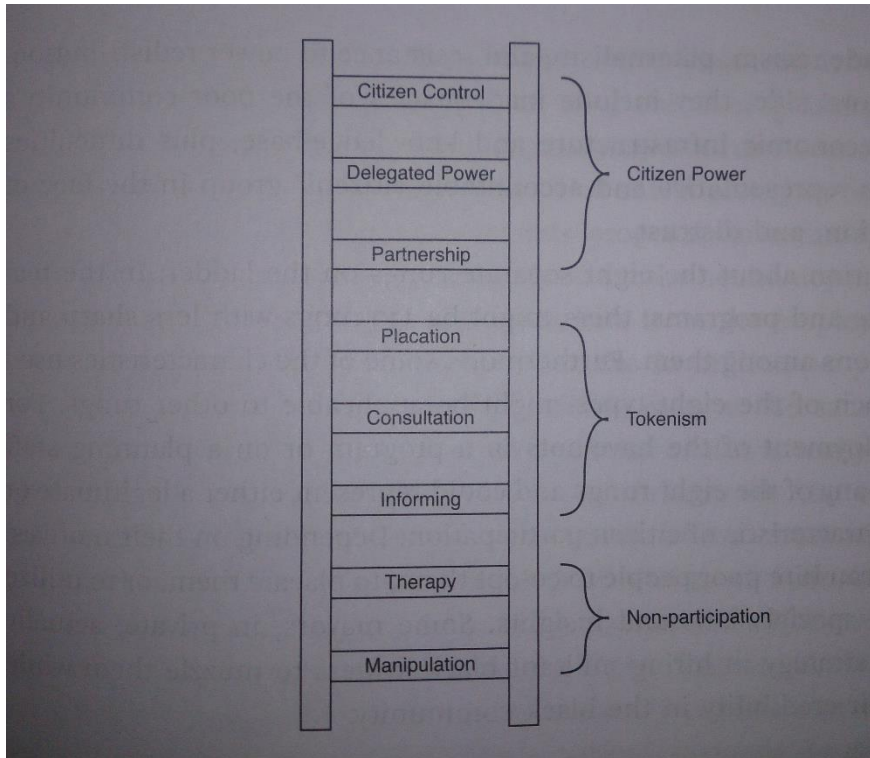


Figure 3: Eight rungs on the ladder of citizen participation (Arnstein, 1969, p5)

The Precinct Plan Participatory process required all of the before-mentioned which draws to the similarities between this categorisation and the process itself. This method is described as inviting citizens opinions, the limitation with this type of participation is that there is no real guarantee that the opinions of these citizens will be factored into the final outcome, although it is slightly different in the case of Precinct planning as the endorsement of the community members is required by the Joburg city council so whatever adjustment that the community members raise in the meetings held have to be incorporated and what they are against has to be re-evaluated and reworked in order to suits the community members' needs.

In order to understand decision-making processes we first need to understand the concept of power as it plays a role in what is ultimately decided on and who influences these decisions. As Hoy (1986) puts it, "Power appears to be a concept that, if not understood, would also make it impossible to understand what society is" (Hoy: 1986, p123). It is required that we understand who holds power and in what form to truly understand why certain decisions are made and what are the motives behind those decisions being taken. There are a variety of theories examining and explaining the concept of power, the concept of particular interest is the one put forth by Foucault.

Other theories look at power as a concept that only exists through its exercise by an agent, meaning power exists because it has been done by a doer, to put it in very simple terms. Foucault looks at power as something external, "Foucault thinks of power as intentionality without a subject, such that power relations are intentional and can be described without being attributed to particular subjects as their conscious intentions" (Hoy: 1986, p 128). Power for Foucault is an explanatory tool to explain the how's and why's of society's functioning, power exists it is rather a questions of who can obtain it, why, and what means do they use to obtain it, power can be a number of things such as resources or influence. This is an important tool to use to understand the participatory processes that already exist, it is also significant in identifying the ones who have access to 'power' and those who don't through measuring their access to their liberties. There is a strong link between power and liberty as when one's liberty is diminished it shows there has been an interplay of liberties, one gets to exercise them in their full extent at the expense of another's liberty (Hindess, 1996).

In all this one can reflect that power is a contested concept in general and thus it is very important to note as such complexities exist, we cannot be naïve to the power networks that exist and the exchange of liberties that persist as these are core to what individuals base their decisions on or how these decisions are influenced (Forester, 2007). Participatory processes are a platform for difference to be negotiated to come to one common consensus but individual's decisions are not the only factors at play as power relations exist external to personal agency (Hindess, 1996). The main gaps that have been realised in participatory processes are symptoms of the naivety towards the concept of power and Forester touches on this in his work.

Forester (2007) asks the question, "Can we even conceive, let alone actually organise, a democratic policy-making process that features both a high level of participation by members of the public and genuine negotiation among diverse stakeholders that will pragmatically and efficiently generate effective public policies that enjoy widespread and lasting public support?" (Forester, 2007, p 6). This reflects that there is a stern concern for most planners regarding creating truly inclusive and democratic participatory processes. This is an important question because planners seem to involve themselves in these participatory processes as a means to an end,

rather than an end in itself. This is problematic as the participatory process is just ticked off the long list of required activities to eventually get to the approval of the policy or plan. On the inverse participatory processes can be counter-productive as they may be time-consuming and lead to a conflictual break-down rather than negotiating a way forward.

Forester makes the argument that participation cannot truly be achieved through public participatory process as not all the interest groups will be heard and those who can voice their opinion in a more eloquent manner from a louder voice is heard. The public participation process of a Precinct Plan can be considered to be a 'public hearing' and Forester argues that "public hearings often leave people more frustrated, distrustful, and even resentful of both government and their fellow citizens than they were before their opportunity to 'participate'" (Forester, 2007, p 6).

Forester's stance on participatory processes might seem pessimistic but in actual fact is quite realistic. Only a minute amount of these participatory processes actually create "power-sharing partnerships" (Forester, 2007, p 1) as he puts it. It is very difficult to come to a consensus when the various stakeholders perceive the world differently and thus the decisions are formed based on very different motives. For example a developer would want a spatial policy that encourages higher density developments as he/she will be able to build higher and/ or have greater coverage on the property and gain more profit, whereas a resident in the area would not support the increased traffic volume that would result from that development and would like to preserve the residential quality and thus protect their property prices. In such situations I have only mentioned two stakeholders, others may exist with differing perspectives and in addition to that the stakeholders may come to the decision making table with pre-conceived ideas and perspectives of the 'other', and are not well informed of the underlying agenda. The stakeholders within each community of interest may also have differing agendas. It is for this reason that this research will be conducted in a reasonable manner by factoring in all these difficulties and blurred lines that arise, and realise the value of having a mediator in such participatory proceeding, as put forward by Forester, to eliminate some of the outlined problems (Forester, 2007). There is no universal procedure of sequence of steps that can be used to have an inclusive or proactive or democratic participatory process.

Görgens and van Donk (2012) Pick up on the drawbacks of participation in the South African context as they highlight the main aspect that comes into conflict with the full realisation of participatory processes and decision making processes and policy. These include the debate around the expedience, Expedience with regards to 'monetary obscurantism' and the pressure on government with delivering services according their political mandate and developmental goals (Görgens and van Donk, 2012). Participatory processes have been prioritised in the post-apartheid urban fabric because the previous socio-political and socio-economic exclusion within the apartheid era.

The inclusiveness of participatory processes has elevated in its importance because of a new form of exclusion that now exists in addition to an urban landscape scarred by past segregation. A new distinction formed by differing income groups where the landscape is segregated according to income classes rather than race classes. There are now ways in which community members, and neighbourhood members alike can engage in more proactive participatory processes and make informed choices that will influence the decisions made about their urban surroundings, but this is limited to those communities that can gain access to skilled representatives. How can proactive community engagement then be assured in poorer neighbourhoods where the state of their lifestyles and livelihoods is more directly impacted by their physical environments. Although the state may appoint such a professional to represent poorer communities the representative will promote the interests of the state as that is who they are accountable to whereas in the former situation the representative is accountable the person or organisation that appoints him/her. This illustrates that participation cannot be looked at in an isolated and generalised perspective, what one community considers as proactive, inclusive or democratic is not necessarily what applies to another community that faces different dynamics. For the purpose of this research I see it fit to clarify that my focus will not be on poorer neighbourhoods but rather on a middle-income neighbourhood and the contention that it faces with regards to the different stakeholders within that community. The reason behind the focus on a specific case of a middle class neighbourhood, is merely because poorer neighbourhoods face a wider spectrum of issues, or a deeper severity of issues, and this research should be focused on the participatory process in Precinct Planning. The contention between business owners and residents lie within the focus on capitalising various

spatial aspects. What is meant by this statement is that greater emphasis is put on promoting land uses that produce capital, such as business, commercial and office uses. This is evident as the selected neighbourhood is influenced by surrounding pressure for business to be established as the neighbourhood has well located infrastructure such as major roads.

Purcell (2002) approaches the problem of participation from a different perspective. Coming from a Marxist perspective where, in his approach, those who have power are the people who own the means of production in a capitalist society. Feeding from work done by Lefebvre (1990), he elaborates that the space in which citizens can participate is squandered by the 'power of capital' and thus we should aim to ensure the citizen's right to the city. The Right to the City according to Purcell (2002) is one of questioning the use of ideas of citizenship in a context of a fast globalising and neo-liberal society where corporations have an increased arena of influence and power within socio-economic processes. Thus the 'Right to the City' is prescribed as the remedy to the reduced sense of meaning that citizens have with their spaces (Purcell, 2002). Purcell pursues critical theory about the constraint to truly democratic participation of citizens within their places and spaces. "the task of critical theory is...not only to investigate the forms of domination associated with modern capitalism, but equally, to excavate the emancipatory possibilities that are embedded within, yet simultaneously suppressed by this very system" (Callinicos: in Brenner et al , 2012, p17). This is also a reflection of the contention that exists because of the concept of power as mentioned previously, but a more Marxist view of power where the modes of production hold all the power and not necessarily the actors as they too fall slave to the system in place. To remedy the problem the system must be changed not the people. This suppression seems to be quite evident at a larger scale as the points of analysis are the state and citizens as a whole, whether this holds true at a smaller scale such a Precinct Plan will need to be further investigated.

The 'right to the city' is in response to these constraint to access the city and thus important to this work about participation as the movement's core ideal is to gain access to their cities and that can only occur through partaking in the events of the city. Lefebvre (1967) states that "the right to the city is like a cry and demand. This right slowly meanders through the surprising detours of nostalgia and tourism, the

return to the heart of the traditional city, and the call of existent or recently developed centralities" (Lefebvre, 1967, p158). This highlights the need for citizens to attach meaning to the spaces they conduct their daily activities in and thus it would be important to implement this when trying to approve detailed plans that are specific to that neighbourhood. Lefebvre goes on to ask the question 'whose right' as cities are cosmopolitan areas with different people that have different cultures, religions, beliefs and practices. How can it be decided whose right is above another's right? (Brenner et al, 2012).

As mentioned in chapter one the core focus of the entire research report is to tackle this exact question by referring to the different interests of different stakeholders, and how all of their 'right(s) to the city' can be incorporated in decision-making processes, even within a scale as small as a neighbourhood, there is difference that exists (Brenner et al, 2012). The difference does not only exist amongst different stakeholder groups but also in differing factions within a stakeholder group, and this is not accounted for in many academic writings about decision-making. A majority of academic writings that tackle decision-making processes look at the dichotomy of citizen and state, and not all the sub-groups that exist within each category.

Marcuse (2012) alludes to the fact that 'the right' needs to be afforded to the groups that are most vulnerable or who are most directly impacted (Brenner et al, 2012). Which leads to the question, if each individual has an equal right to the city? The answer in this case would be no as it is clearly stated that the most vulnerable have to be prioritised. The science of who is considered most vulnerable or alienated is complex as one groups liberty may impede on another group's liberty. There are the obvious groups that are most directly impacted such as the "homeless; the hungry; the imprisoned; the persecuted on gender, religious and racial grounds" (Marcuse in Brenner et al, 2012), but that does not account for all who live in the city, yet it does account for the majority that demand for the right to access the benefits of city life, they are the ones that feel most affected by their lack of access so it is accurate in saying the right must be afforded to those with a diminished level of liberty within the city context.

Marcuse encapsulates the essence of the problem this research report tries to scratch the surface of, when he describes his focus in his academic career as an urban planner, Marcuse notes that he dedicated his work to studying

"...[T]he transformation of cities and urban space under contemporary capitalism; the role of the state and urban planning in mediating those transformations; the politics of urban socio-spatial exclusion and polarisation along class and ethno-racial lines; and the possibilities for progressive or radical interventions and mobilisations to produce more socially just radically democratic, and sustainable urban formation." (Brenner et al, 2012, p5).

This is important in this research as it has looked at the main points of contention between the interests of developers in the area and the interests of residents and business is given presence in a dynamic society. Purcell argues that In order to ensure the right to the city it needs "to be practiced in the most direct sense, as a right to configure the urban space in all its manifestations. In its institutionalised form, this right would involve, for example, the participation of residents of Los Angeles in the board meetings of a Chicago-based corporation when the latter involve making decisions which are to affect life in Los Angeles" (Purcell 2003:578), Here Purcell gives a direct example from his experience as a planner in the united States of America. The process of decision-making is highlighted in that quote, and that will form the main part of my focus, firstly the process of the Bramley Precinct Plan and secondly the stakeholders involved in it.

I should also clarify that the process of decision making in participatory processes is separate and distinct from the process of implementation even though the success is evaluated from the outcomes of the implementation. As mentioned in the introduction my observation was taken from the inconsistency of the final implementation of the Precinct Plan policy which then led me to investigate whether this could have been avoided in the initial decision making process. My focus is merely the process of decision making although I cannot look it in isolation with regards to the outcomes the aim is to investigate the initial meeting of interests from the differing stakeholders and how that influenced how decisions were made.

2.3 Conclusion

Part one has covered the theory that deals with participation and all the aspects that are related to it such as the concept of power and how it should be investigated in order to understand the motives of different interest groups. The theory also helped to explain the different ways in which participation can be perceived in terms of context and the manner of participation and at which scale it

has been exercised. Moving from a more general sense I shall now discover the manner in which participation has been theorised in the South African context with regards to development control plans and policy, and the legislative framework it follows.

Chapter two Part two: The rationale for and process of Precinct Plans

Chapter two-Part two

2.4 Post 94 developmental State

Following the newly attained democracy in South Africa in 1994, the core ideals were to promote nation building and state formation to bring about reconciliation and inclusion of the previously excluded non-whites into society and all other aspects such as the economy, politics, society and spatially. The South African government was economically weak post-elections, due to economic sanctions applied in the mid-1980s, and initiated programmes that would bring about economic development through GDP growth and social development. Many post 1994 programmes were instigated to realise these development goals, as illustrated in table 1 on the following page. The idea was to pull the state out of the economic lag that often presents itself at the initial stages of socio-economic and socio-political transformation.

With initiatives such as the Reconstruction and Development Programme (RDP) and Legislature such as the Constitution in 1996. It was clear that the trajectory that the state was taking resembled the characteristics of what was classified as a developmental state. "A 'developmental state' generally refers to the model many of the East Asian nations pursued after the Second World War to rapidly modernise their economies in one of the greatest industrialisation transformations of the modern era" (Gumede, 2009, p4). There was a world-wide recognition of the strides that the 'Asian Tigers' had made with regards to development and this was attractive academics of the Global South as it offered an alternative to the Western model of development that did not contextually apply to the Global South. In a more general sense what is understood to be a developmental state is a state " where government is intimately involved in the macro and micro-economic planning and implementation in order to grow the economy in a steady but rapid manner" (Onis, 1991). The key word in these definitions is rapid, there was a sense of urgency in developing South Africa as it has been seen as a lagging state much like the rest of the African continent (Gelb, 2006).

Policy Environment	Rational
1994 : RDP - the government committed itself to reforming the country. The ANC-led government focused on social issues that were neglected during the apartheid era such as unemployment, housing, and crime.	The establishment of SOEs in apartheid South Africa created the conditions for skewed development aims, irregular infrastructure and service delivery, and a host of structural problems. Since 1994, these have limited the ability of SOEs to adjust to new requirements and new policies
1995: GEAR - The Mandela administration began to reintroduce South Africa into the global economy by implementing a market oriented economic plan	Speeding up the restructuring of state assets to optimise investment resources. The implementation of the public sector asset restructuring programme, including guidelines for the governance, regulation and financing of public corporations, and leading off with the sale of non-strategic assets and the creation of public-private partnerships in transport and telecommunications
2004: ASGISA - The Government used state instruments to improve the living standards of a few in the economy and society. After 1960, with growing isolation, there was an emphasis on self-sufficient	The policy was meant primarily to address the scourge of poverty. The policy intended to mandate the Government to halve poverty and unemployment by 2014. Steady improvement in the economy's performance and job creation capacity at the time convinced SA policy makers that these objectives were feasible
2010: ANC National General Council – Reaffirmed the commitment of the ANC to the developmental state	In 2007, for the first time in its history the ANC defined its understanding and vision of the key attributes of the South African developmental state. Defining the
2010: New Growth Plan (NGP) – Reaffirmed the commitment of the ANC to a developmental state	The policy is meant to create decent work, reduce inequality and defeat poverty. The realisation is that this can only happen through a new growth path founded on a restructuring of the South African economy to improve its performance in terms of labour absorption as well as the composition and rate of growth
2011: IPAP2 – A plan to guide trade and industry in the country	To enable the Department of Trade to continue with its efforts to build on its industrial development which ,inter alias, will align to the NGP
2011: National Development Plan (NDP) – Located in the National Planning Department	The purpose of the NPC is to develop the country's long term vision and national strategic plan as well as producing a development plan of how this vision will be achieved

Table 1: the evolution of socio-economic transformation in democratic South Africa

Ten years after democracy the need for development was still on the agenda as the state had to overcome the triple threat of unemployment, poverty, and inequality, as outlined at the introduction to this research, even though many aspect of development such as infrastructure, had improved these issues seemed to persist and still persist and continue to persist, more than two decades into democracy. One of the constraints that had been identified to be hindering the development objectives of the developmental state was the implementation of neo-liberal policy to boost the economy and enter the global financial arena (Gelb, 2006). Neo-liberal policy refers to policies that advocated for free-market economics as a reaction to Keynesian economics, or otherwise known as economics that are under the control of the government. Basically “Neoliberalism is a system to economics whereby “control of economic factors is shifted from the public sector to the private sector” (Gelb, 2006). David Harvey defines neoliberalism the following way: “Neoliberalism is in the first instance a theory of political economic practices that proposes that human well-being can best be advanced by liberating individual entrepreneurial freedoms and skills within an institutional framework characterized by strong private property rights, free markets and free trade.” (Harvey, 2005, p2). This stance was

taken in the South African economy, which led to the privatisation of public entities. These neo-liberal policies are perceived to be harmful and to undermine development objectives as neo-liberalism consists of privatisation of public entities to make them more efficient and a developmental state needs the state to intervene in the economy to provide for the large proportion of the poor (Gelb, 2006). Much like the interference that neo-liberalisation has caused in the efforts to produce democratic and inclusive participatory processes, as it was highlighted in part one. This is evidence that participation is not only key in deepening democracy by ensuring the 'right to the city' but also key to the development of a state.

The core elements of establishing a developmental state consist of skills development; investment; and leadership focus as well as partnership with the private sector. Skills development refers to focusing on enhancing technology and science in educational programmes and cultivating those skills within the country to contribute to those sectors in the economy. The significance of "education and training is further amplified by Ashton et al. (1999) by identifying four characteristic features on the East Asian developmental states namely: the politico-economic strategy; the mechanisms to link trade and industry policy to education and training policy; the centralised control over the education and training system; and the ability to maintain the links through time" (department of the presidency,p26). Investment refers to the need to practice a culture of capitalising on the state's own resources and gaining access to resources abroad, "Developmental states pride themselves on the protection of domestic industries, and furthermore a focus on aggressively obtaining foreign technology. This is achieved by sending the states most talented students "to overseas universities located in strategic and major centres of the innovation world and also by effectively utilizing their foreign missions (Marawa, 2005c; 2006)"(Department of the presidency, P26). The third element which is leadership refers to gaining a comprehensive knowledge of the economy, industry and labour and how best to establish solid relationships to have an efficient economy as department of the presidency_states "Developmental states strike a strategic alliance between the state, labour and industry in order to increase critical measures such as productivity, job security and industrial expansion"(Department of the presidency, P27). Desta (2009) outlines that a key trait of a developmental state is that the "political leaders of the developmental state need to be committed to national development goals that are supported by a strong vision" (Department of

the presidency, P27). This is where the Nation Development Plan comes into place as that is at the executive level of government and filters through from a nation scale to a local scale (Department of the presidency).

As illustrated in table 1 South Africa has put forward many initiatives to achieve the goals of a developmental state and one of those include the National Development Plan. The National Development Plan, in the simplest terms, is "a plan for the country to eliminate poverty and reduce inequality by 2030 through uniting South Africans" (www.cogta.gov). The plan is a national initiative at tackling these issues through growing an inclusive economy; building capabilities; and enhancing co-operative governance. The Plan was drafted by the National Planning Commission that was appointed by President Jacob Zuma in May 2010. Planning is executed at a local scale but it is integrated as to have one common vision at each sphere of government. At a local level we have the Integrated Development Plan.

2.5 The Integrated Development Plan and its Rationale

Firstly, to understand what the rationale for IDP's are the meaning of integrated needs to be defined. Integrated planning encompasses

"A participatory approach to integrate economic, sectorial, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population in a manner that provides sustainable growth, equity and the empowerment of the poor and the marginalised." (IDP Guide-pack, 1999)

The key word to highlight there is that it is a participatory approach so the participation element of IDP is critical to its rationale and the integration of all these other elements happens within the framework of participation. It is also key to note that the IDP is a crucial part of the establishment of a developmental state, as mentioned in the previous section, therefore participation within planning processes lies at the heart of a developmental state and achieving development through these stipulated developmental goals.

IDP's were initially inspired by the new legislature such as the constitution and made a required tool for development through the Municipal Systems Act of 2000. It is stipulated that each municipality must adopt a five year plan for growth in a comprehensive and integrated manner to realise the developmental goals. As

stipulated in the IDP guide handbook "The value of integrated development planning for municipalities is embedded in the formulation of focused plans that are based on developmental priorities"(IDP Guide-pack,1999, p7), the ultimate goal is to realise the goals for local government upheld in subsection (1) and (2) of section 152 of the constitution, and section 153 of the constitution.

The purpose of IDP's is outlined in subsection (1) of section 25 of the municipal systems act where the IDP is identified as a "principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making processes in a municipality". This is significant to my research as it falls squarely within the concepts that frame my research question, the aspect of decision making and as stated before, the preoccupation with participatory processes. What is also important to note is that the IDP deals with other aspects outside spatial planning therefore the managing and drafting of the policy and document cannot be in the executive capacity of municipal managers but rather at a much higher executive capacity. According to the Municipal Systems Act (2000)" the chairperson of the executive committee or executive mayor or the chairperson of the committee of appointed councillors has the responsibility to manage the drafting of the IDP or to assign this responsibility to the municipal manager". Sub-sub section (e) of sub section (1) of section 152 of the constitution states that local government should encourage the involvement of communities and community organisations in matters of the municipality, this is reiterated in chapter 4 of the municipal systems act. South Africa prides itself on how they uphold the constitution in all its aspects, yet such large gaps still exist in the process of realising truly effective participatory processes, as Forrester (2007) highlighted in part one. The question still remains if there is such a preoccupation with participation in all of these policies and legislature with regards to planning why is it then reduced to an objective that needs to be ticked off a list to fulfil the requirements. We have highlighted the significance of participation and next we will tackle how this aspect is being managed at a very local scale in Spatial Development Frameworks.

2.6 Spatial element of IDP: The Spatial Development Framework policy and Plans

As demonstrated in the figure below, the City of Johannesburg follows a set of spatial legislation which is within the Municipal Systems Act, Act 32 of 2000. Spatial

Development Frameworks (SDF) are the plans that are purely focused on the spatial implementation of the IDP objectives.

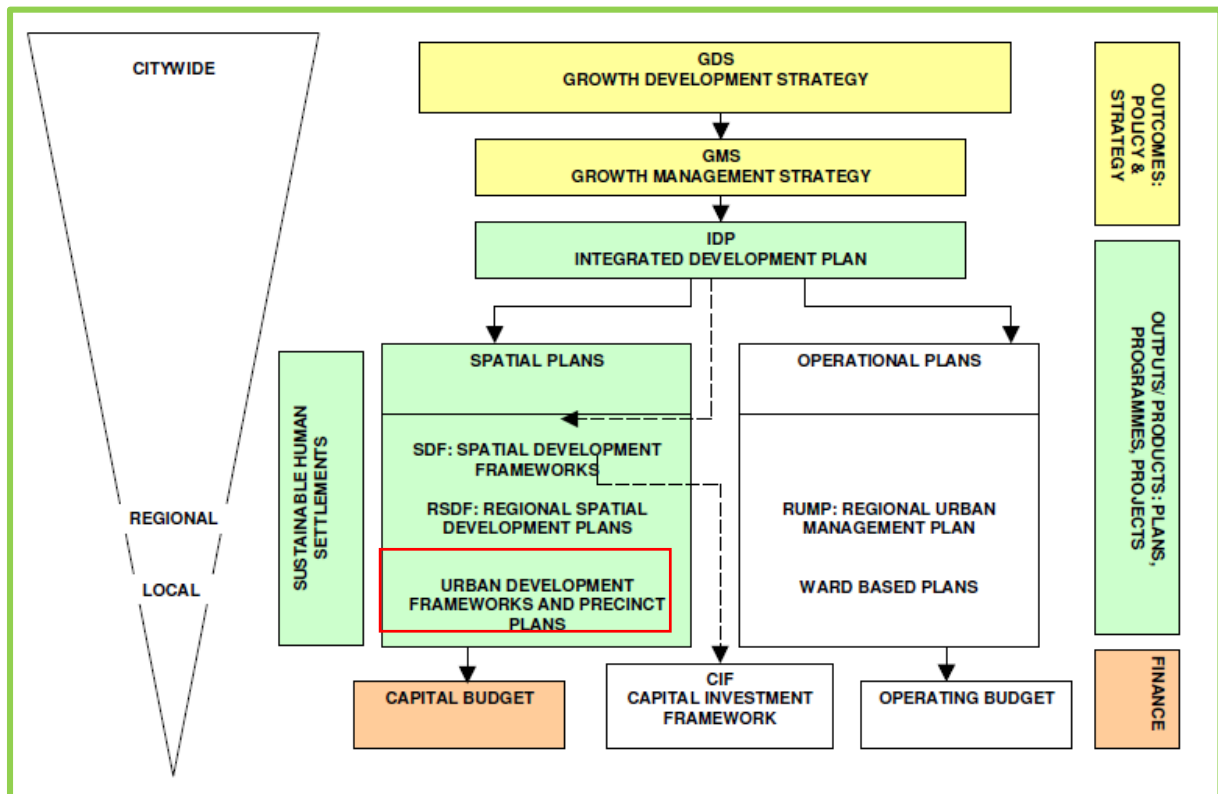


Figure 4: Hierarchy of City Plans, showing significance of Precinct planning in larger scheme of the spatial planning framework, Adapted from <http://www.joburg.org.za>

This legislature clearly stipulates the significance of spatial policy for different scales from regional to municipal, to much more detailed plans that stipulate what desired development is possible at erf level. At a city wide level it is legally required to be produced in the form of IDP, as mentioned before. This came about because of the change in development policy to establish a developmental state. The IDP requires for the Spatial Development Framework (SDF) and Regional Spatial Development Framework (RSDF) to be compiled by each municipality to carry out the spatial implication of the development vision. Precinct Plans, as highlighted in red in figure 1, are mentioned within the RSDF because in most cases Precinct Plan policies take precedence in local spatial policy.

As illustrated in figure 2, Precinct Plans are placed within the category of, and should follow policies in the overall SDF and RSDF division. Precinct Plans are at a more detailed scale, detailing from erf to erf. This then gives Precinct Plans an overriding significance because SDF's and RSDF's policies are adhered to unless otherwise

stipulated in Precinct Plans. Therefore the decision making process of Precinct Plans should be more closely monitored because of this overruling factor.

It is clearly stipulated in City Of Johannesburg Spatial policy that,

"This Regional Spatial Development Framework must be read in conjunction with the overarching Spatial Development Framework. The SDF provides a city wide perspective of challenges and interventions within the City and the RSDFs are primarily regional and local implementation tools" (City of Joburg)

Furthermore with regards specifically to Precinct Plans these RSDFs need to "Reflect localised Precinct Plans and Development Frameworks adopted through official Council protocols" and that "This document may be superseded by Development Frameworks and Precinct Plans, project lists and programmes, policies, studies, sub-programmes, project-business plans that may be approved by Council subsequent hereto" to further reiterate the significance of Precinct Plan the policy stipulates that

The RSDF document "incorporates certain previously approved Council Policies, Development Frameworks and Precinct Plans and where ambiguity exists or more information may be required, these shall act as source documents.

- Approved Development Frameworks and Precinct Plans within this RSDF are deemed to be relevant for up to five years. At the discretion of the Directorate: Development Planning and Facilitation, the Development Framework or Precinct Plan can be rescinded, revised or retained.
- The maps and plans contained within the RSDF are strategic and conceptual and do not suggest a site specific representation (unless stated as such under a Precinct Plan)" (City of Joburg)

With such a highly influential power with regard to dictating the progression of developments according to the spatial policy and plans it is important to note that the production of a Precinct Plan needs to be monitored stringently to not allow sinister agendas, such as social or economic exclusion, to avail them in the urban fabric. It is quite easy to develop a precinct Plan and that is a disquieting aspect. Any residents association which access to funds that can aid in employing a consultant can develop a Precinct Plan, what needs to be ensured is that the

decision making process is open to all stakeholders and is transparent to all stakeholders.

To tackle this issue around participation and its requirements in national policy the IDP Guide Pack document stipulates the conditions under which participation should take place. The municipal systems act of 2000 states that

- “• *Procedures to receive and deal with petitions and complaints of the public;*
- *Procedures to notify the community about important decisions (such as by-laws, IDP service delivery choices, etc.) and allowing public comment when it is appropriate;*
 - *Public hearings;*
 - *Consultative meetings with recognised community organisations and, when appropriate, traditional authorities; and*
 - *report back to the community.” (IDP Guide-pack, 1999)*

This illustrates the guidelines that the IDP process has put in place to ensure public participation takes place and certain procedures are followed to ensure inclusion of citizens in governance issues.

2.7 The Stakeholders that shape the process

The stakeholders in a Precinct Plan are different in every case as much as the rationale for the establishment of a Precinct Plan is different in every case. There is not a standard set of stakeholders that participate in the decision making of Precinct Plans. The one constant that can be mentioned is the municipal official that will eventually take the decision to approve or decline the Precinct Plan. Other than that the other constant may be the community, which can comprise of a multitude of various interest groups, but essentially all are affected but the plans. The definition of that 'community' differs in each case as in one case the community may be the residents whereas in another case the community may be business owners in the area or parents of a scholar from a school in the area.

2.8 Components and progression of the process

The following diagram shows the initial steps that are taken to produce a Precinct Plan. What can be observed in this particular process is that stakeholders are contacted initially and the vision is developed conjunctively. Although that is what

the flow chart illustrates we do have the knowledge that before this process reaches the other stakeholders the

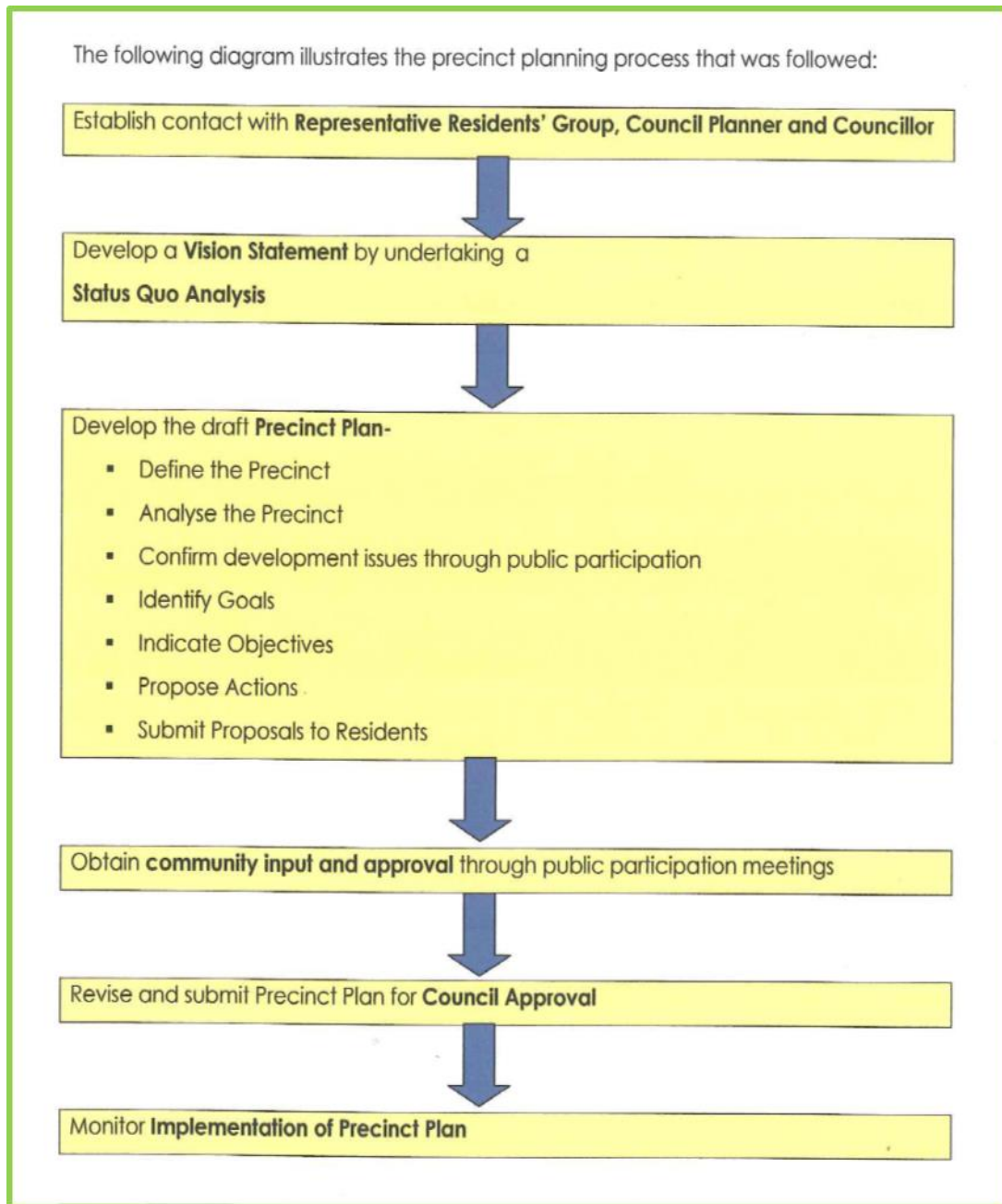


Figure 5: flow-diagram of the Bramley Precinct Plan Process, showing how the process was planned to take place (VBH Precinct Plan Document, 2010, p 7)

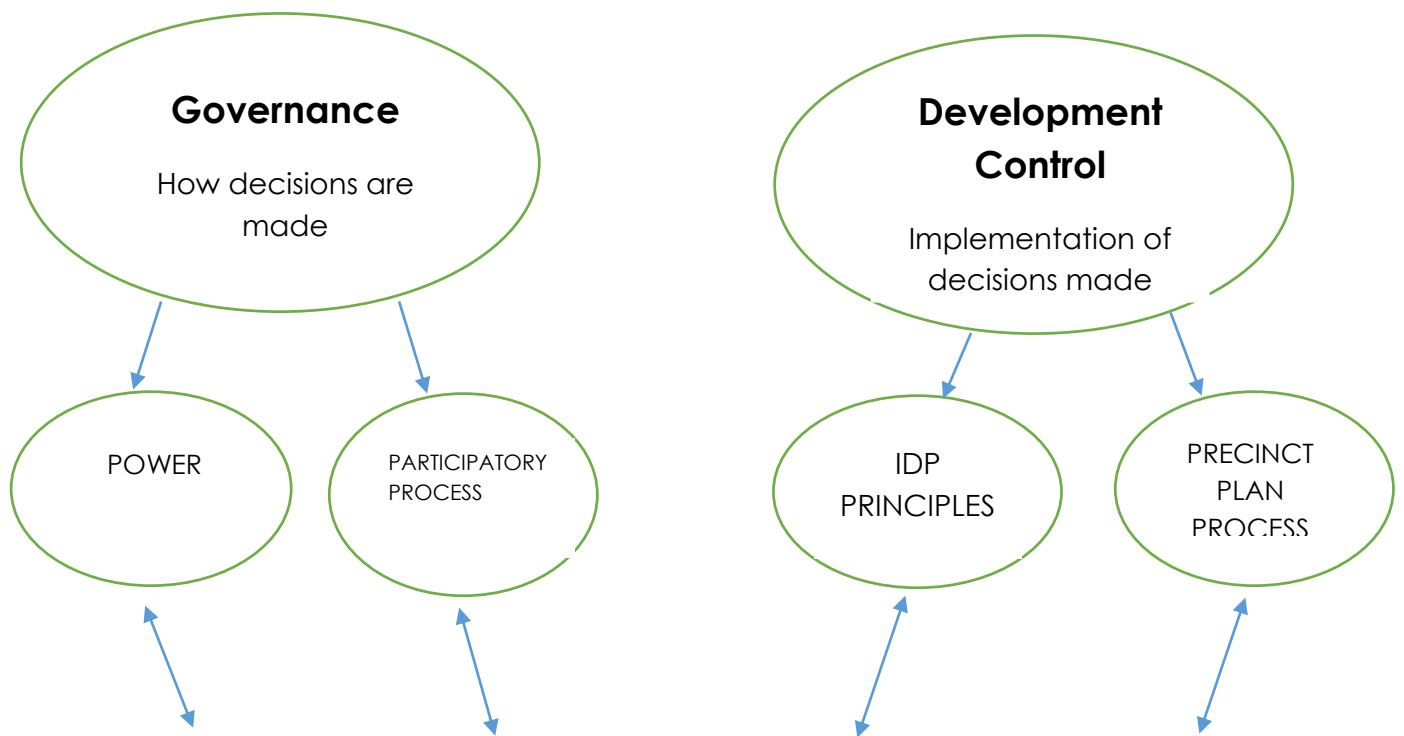
2.9 Conclusion

Part one alluded to the different perspectives around the concept of participation and its significance in formulating inclusive governance and spaces and places that can be accessed by all. We looked at the notion of power and how it is important to not be naïve about how power can sometimes undermine the participation

processes when not accurately noted. We also discussed how power plays a role is undermining how citizens gain a 'right to the city' by allowing the power of capital to be prioritised in the cities and urban spaces. These arguments then led us to part two where these theories were applied in the practice of development planning in the South African context, it was realised that participation and the representation of a variety of stakeholders takes precedence in development strategies such as the IDP to the development goals of the developmental state. What remains to be explored is the relevance of this strong link to participation at a smaller scale of a more focused development goal with regards to the spatial implications, this shall be further elaborate on and discussed in the unpacking of the case study in chapter four. How the data will be obtained is crucial in formulating a solid conceptual framework that will be used in chapter five; the methods should also reflect what has been outlined in this chapter; I am looking at the participatory process therefore the method needs to be ethnographic and qualitative, this will be discussed at length in the next chapter.

Conceptual Framework

Huberman (1994) defines a conceptual framework as a visual or written product, one that "explains, either graphically or in narrative form, the main things to be studied—the key factors, concepts, or variables—and the presumed relationships among them" (p. 18). This is what the conceptual framework of this study aims to do as it outlines the core concepts and how they relate to one another



INTERESTS OF DIFFERENT STAKEHOLDERS				
Municipal Officials	Developer	Residents	Town Planning Consultant	Business/home enterprise owners
Alignment of land uses and proposed zonings	Office block development	Safety; Traffic congestion and retaining the residential quality	Mediate needs of developer and residents in accordance to municipal requirements	Access to business zoning rights



INTERVIEWS AND CASE STUDY

The conceptual framework was informed by the concepts that have been pulled out from chapters one and two. The key words in the research question and the

theories explored in chapter two. The interests for each stakeholder group stipulated are taken from a memo labelled areas of concern study within the supporting documents of the case study (annexure c). The main data that is analysed are the interviews and the case study of the Bramley Precinct Plan. The focus of the analysis is to decipher whether the interests of different stakeholders are being considered and this is measured according to the concepts. The two central concepts are of governance and development control. Governance, which the study stipulates as 'the decision making process', has two aspects that are interlinked, the concept of **power** and how that relates to the **participatory process**. Within development control the two interlinked concepts that follow are the **IDP policy** and the **key steps of the Bramley Precinct Plan**. The different indicators of these four concepts are then used to measure to what extent each has been achieved and in who's favour (with regards to the stakeholders). The indicator for the participatory process is Arnstein's ladder of participation. The indicator for the IDP policy are the participatory requirements stipulated in the policy. As mentioned in Chapter two, power for Foucault is an explanatory tool to explain the how's and why's of society's functioning, power exists it is rather a questions of who can obtain it, why, and what means do they use to obtain it. In that case Power cannot be measured in a quantitative manner it is rather the perspective the study is taking and the lenses with which it looks at the participatory process. Lastly the indicators of the Bramley Precinct Plan steps are in the flow diagram (Figure 5).

Chapter three: Research Methodology

Chapter three

3.1 Data sources and data collection techniques

3.1.1 Introduction

This chapter outlines the different methods used in this research and the reason behind the use of each method. The theory that forms the basis of each method will inform the rationale and how these specific methods apply to the research and to the question being asked. Furthermore the study will relay why these methods are the most affective in extracting the relevant facts and conclusions of this research as highlighted in chapter two.

3.1.2 Data sources

The research methods used in this study are qualitative. The study has received most information from people and their interpretation and perspectives of the situation at hand. One of the characteristics of qualitative research is that it focuses on the “participants’ perceptions and experiences and the way they make sense of their lives” (Creswell, J 2009, p195). The research reflected on the different stakeholders and their different interests and that can only be deduced from qualitative information from these groups or individuals. Most neighbourhoods collaborate for a common cause such as crime, it is easy to establish one collected voice when it comes to a common threat yet with regard to development; especially in diverse neighbourhood such as Bramley. The best case scenario is when one common voice is put forward by a community about a certain issue, but different stakeholders have different interests. These interests need to be individually communicated and incorporated into the plans and policies of the area.

The study is mostly concerned with primary sources such as interviews of the stakeholders, but further information, that comprise as secondary sources has been collected, such as documents of the process and outcome of the Precinct Plan and the actual Precinct plan as well as the document denoting the details of the Precinct Plan. The rationale behind these methods is discussed further in points 3.3.1 through to and 3.3.3. There are three main methods comprising of conducting interviews; discourse analysis and case study analysis. The main objectives were;

firstly, to decipher the perceptions of the interest groups that shape the Precinct Plan process; and,

secondly, to analyse the process itself and how it is shaped. Therefore looking at the people in the process and the process itself.

The data required firstly comprises of the differing views of the stakeholders and secondly their agendas and what informs these agendas. Thirdly data demonstrating what the main reason for initiating the idea of implementing Precinct Plans is required. Collectively and conclusively what needs to be known is which group has most of the influence and why?

3.1.3 Data collection techniques

In the research process, data was collected from July 2015. This included interviews with a Bramley residents' spokesperson; the private town planning consultant that was involved in the initial analysis and application for the Precinct Plan; the developers that commissioned the town planning consultants and lastly the City of Johannesburg Metropolitan municipality official that was handling the Precinct Plan process. The reason for only selecting these four individuals is because the study will be specifically looking at the participatory process in the Bramley Precinct Plan. Therefore the information needed can only be gathered from people who were involved in the participatory process. If any random resident is interviewed then they would not have the insight into the process that this study needs only a few residents took part in the meetings as reflected in the community participation table in annexures. When further follow up information was needed another appointment was made with the specific stakeholder(s). The research also comprised of monthly observation and survey of the area and its activities. In addition to the interviews, data was pulled from City of Johannesburg plans and documents and the actual Precinct Plan document which details the participants and outcomes of the community participation process.

3.2 Research Design

This research is inductive as it was initiated from an observation instead of a theory and a critical view will be taken that is informed by the concept of power mentioned in the previous chapter. According to Goddard and Melville (2004); "Inductive approach starts with the observations and theories are formulated towards the end of the research and as a result of observations" (research-methodology.net). Therefore coming to the distinction that this study is inductive rather than deductive research.

3.3 Proposed Methods

As mentioned in section 3.2 there are three main methods that will be employed. Interviews; discourse analysis and the case study analysis. These methods are individually discussed as to what they are and why they are relevant to this research. The reason for focusing on only three methods is because these methods best suit the study with regards to the information required and the information available to me. Other methods are not within reach in the allocated time given and in my capacity as a student and are not relevant to the core questions of the study.

3.3.1 Discourse analysis

In order to thoroughly analyse the IDP legislature; the city of Johannesburg Plans and the interviews conducted on each stakeholder that took part in the decision making process, I shall be using the concept of language and power within the theory of discourse analysis by Fairclough(1989). Discourse analysis can be described as an analysis that "aims to expose patterns and hidden rules of how language is used and narratives are created" (Hewitt, 2009, p1). There is a variety of types of discourse analysis and the one put forward by Fairclough is Critical discourse analysis. Critical Discourse Analysis (CDA) was developed by Fairclough (1995) and others (e.g. van Dijk, 1997), CDA, "within the linguistic tradition of discourse analysis, understands discourse to be represented by text and spoken communication, whilst also recognising that discourse is shaped by social practices." (Hewitt, 2009). Other interpretations of discourse analysis as defined by other social science disciplines, illustrate that it is derived from the diverse array of cultural practices, rituals and norms which dictate the formation of everyday discourse hajer, (1995). "A definition of discourse which encompasses social practices draws attention to how discourses are formed and shaped, and to the possibility of contrasting sets of influences producing divergent discourses".(Hewitt, 2009, p1).

I shall specifically be looking at language and power to establish the link discourse analysis has with the theory of power in a foucauldian sense, "Discourse analysis in the discursive tradition also inspired by Foucault, places emphasis on his concept of power which is „prior to language" (Hastings, 1999, p.10) so that power relations are reflected in language, but are not a consequence of language (Hewitt, 2009, p2). This is significant as mentioned in chapter two part 1, power is an imperative concept in this research and should not be ignored as it plays a major role in the discourse between stakeholders.

The linguistic turn in discourse analysis has led to "Discursive traditions which explore the connections between narrative, positions and identity, through an understanding of social practices which goes beyond units of text, are adopted by other researchers" (e.g. Hajer, 1995)(Hewitt, 2009, p2). That particularly important as my research, as mentioned before, will be looking at interests of different stakeholders in the decision making process therefore that encompasses the connections between the stakeholders, what position they each hold in the process and how they each identify with the space that is being decided upon.

In order to thoroughly delve into the discourse analysis process one has to look at certain aspects from the outside and other aspects from the inside. Discourse analysis needs the "researcher gaining a view of the problem from the „outside“ in order to recognise the hidden assumptions and practices that form the rules of discourse formation, as Hidding, Needham and Wisserhof (2000) have described it" (Hewitt, 2009, p3) and furthermore "In order to interpret the research material, an appreciation of the embedded norms of social practices gained through being „inside“ the discursive field, is also required" (Hewitt, 2009, p3). The mechanisms of the dichotomy of insider-outsider research are further explored in the next section.

There are a number of methodological approaches to applying discourse analysis in research. One of the approaches which appeals to my research is "an approach taken by researchers is to draw on concepts of discourse and power because they have utility in illuminating the research topic and material under study, rather than applying any specific discourse analysis method" (Hewitt, 2009, p8). Researchers who took this route were often "grounded in ideas of discourses as socially constructed realities" (Hewitt, 2009,p8). In this socially constructed reality a "contested nature of multiple discourses raised questions of power within the debates, including fleeting references to Foucault as well as to other social theorists" (Hewitt, 2009, p8). It is not ostensible how exactly Foucault's ideas relate to and how it may be implemented in discourse analysis it rather refers to a way of thinking that should be applied within the discourse analysis, so more so a perspective or lens to look at discourse and interaction with.

3.3.2 Interviews

Interviews have different purposes and can be structured in a range of ways to obtain different outcomes, there are different types of ways to interact with 'interviewees' in order to extract information, from unstructured open ended questioning to very structured and controlled questioning as illustrated in table 2. Drawing from that I have realised that it takes flexibility and fluidity within a basic structure in order to get unbiased and genuine responses from the interviewee. The more structured the interview is the less informative, underlying themes one will be able to draw from the subject. Then again the structure should always be present to draw from as an interview that is too open and fluid go off the topic from what the interviewer/ researcher is trying to investigate. A balance is required to get relevant and interesting information.

Table 1.1 The verbal data dimension

Unstructured							Structured
Listening to other people's conversation; a kind of verbal observation	Using 'natural' conversation to ask research questions	'Open-ended' interviews; just a few key open questions, e.g. 'élite interviewing'	Semi-structured interviews, i.e. open and closed questions	Recording schedules: in effect, verbally administered questionnaires	Semi-structured questionnaires: multiple choice and open questions	Structured questionnaires: simple, specific, closed questions	

Table 2: table showing a range of interview typology and how they can be classified from unstructured to structure. (Gillman, 2000, p6).

The method used in this study comprises a combination of open and closed questions, I tend to encourage the interviewees to express their opinions and thought process and once that is fully explored or once the subject has gone far off topic, which is when I refer back to the list of questions. I use the additional information to supplement the other questions as respondents tend to answer more than one of the listed questions as they respond to one of the questions. I conduct in a manner that feels more like a structured conversation rather than a straight forward questionnaire. Gillham (2000) gives a list of four main stages in an interview

- "the introductory phase

- *The opening development of the interview*
- *The central core of the interview*
- *Bringing the interview to a close, both socially and in terms of content"*

(Gillham, 2000, p37)

Gillham (2000) states that even if not all the stages are engaged with the first and last steps are essential in any type of interview in order to manage and organise the interview. Even before the introductory phase what is important to establish is that the person being interviewed knows the basic facts of why they are being interviewed; the purpose of the project; how long the entire process will take; and where the interview will take place. The main purpose of the introductory phase is to set the tone of the interview and engage in social cues such as "a handshake; a question about their journey; an offer of refreshment" (Gillham, 2000, p 39) and introducing yourself by name to avoid the awkwardness of formality, but also not being too friendly as it may come across as a façade.

The closure is significant as this is often ignored but has a major impact for the event that you need to follow up on some information, Gillham (2000) suggests that it sometimes best to review what you have learnt from the interviewee in order to clarify and be given feedback from the interviewee. Before leaving the interviewer needs to express the value they put on the interviewee's input such as "that was very informative" or "you have given me quite an interesting perspective of this topic", this is needed as the interviewee values this. Furthermore you inform the interviewee on how you as the researcher shall proceed with the newly learned information such as the length of the report you will be writing and when the interviewee can obtain a copy or by simply inviting the interviewee to the presentation of the work. These are all elements that need to be carefully and consciously considered in the interview process to gain real usable data and I shall be employing these techniques in my own research

3.3.3 Case Study

The definition of a case study as a research method is defined according to its use and goal, "the essence of a case study, the central tendency among of types of case study, is that it tries to illuminate a decision or set of decisions, why they were taken, how they were implemented and with what result" (Yin,2003,p12) Case studies are used in social science research. "Case studies are the preferred strategy when "how" or "why" questions are being posed when the investigator has little

control over events" (Yin, 2003, pg1). In the case of my research question I look and 'how' the process of Precinct Planning accounts for different interest groups, therefore saw this method of research is appropriate for my research. Case Studies help researchers define the context and measure up that specific context to the literature in order to decipher the theory's relevance in real life contexts. There are three types of case studies, descriptive and exploratory or explanatory, and each has its own purpose and its own outcomes. Exploratory case studies are mostly considered to be the part that precedes the actual social research, while explanatory case studies are used to do straightforward investigations; "descriptive case studies require a descriptive theory to be developed before starting the project" (uefaq.com accessed 27 September 2015). "Exploratory: The goal is to develop propositions for further study Explanatory: the goal is to make casual conclusions about why a decision or event happened as it did. There is an intention that the results generalize to other situations. Descriptive: the goal is to describe something unknown" (wordpress.com, accessed 27 September, 2015). From this simplified description of the goals of each type of case study I can clearly deduce that the Bramley Precinct Plan Case Study can be identified as an Explanatory case study as I am looking into the why and how of the participatory process and its inclusion of all interests from different interest groups. I can also come to the assumption that this research is not trying to make sense of the unknown, therefore it is not descriptive and this research is not setting the ground work or initial themes for further future investigations theretofore it is not exploratory (Yin, 2003).

The research includes once off interviews with The Bramley residents association member who was actively involved with the Bramley Precinct Plan; I have selected a specific resident who represents the residents to gain their perspective. Secondly I have interviewed the developer involved initially. Thirdly I have interviewed the private town planning consultant that was involved in the initial analysis and application for the Precinct Plan. The fourth person of interest is the City of Johannesburg Metropolitan municipality official that was handling the Precinct Plan process. Lastly I have interviewed an enterprise and business owner in the area to gain their perspective. When further follow up information is needed I made follow up appointments with the specific stakeholder(s). It was easy to get in contact with

the town planning consultant as I have worked for him before. This relationship has enabled me access to the developer and municipal official as the town planning consultant worked with them on the Precinct Plan and will therefore, thus he helped me to contact them and make an appointment to see them. As for the resident representative and home enterprise owner, it has been a little more difficult to establish contact them therefore I took myself to Bramley and randomly select a business along corlett drive.

In addition to the interviews data from City of Johannesburg plans and documents was collected. What was also collected was the actual Precinct Plan document which details the participants and outcomes of the community participation process.

3.4 Ethical Considerations

Firstly, one of the ethical considerations that presently adheres to this research is being mindful of participants' individual human rights and conducting this research in a manner that does not infringe on those rights. Another ethical issue is one of interpretation of data. The manner in which the findings have been reported should be unbiased in order to serve my own interests of proving a specific personal opinion; findings will be presented as is the nature of the biasness of the research has been discussed in length in the section about conducting research as an insider. Investigate what the issues are in being an 'insider' (Insider because I have worked with the private consultant and I know people who feel excluded. Another ethical consideration that needs to made is the question of insider research and how impartial said researcher can be when an established connection exists between researcher and the field being researched

3.4.1 Insider Research: Being an Insider looking in

Insider research is defined in many different ways, for instance one interpretation is that, "insider research has been defined as the study of one's own social group or society" (Naples, 2003, p. 46). I classify myself as an insider because I worked for the Town Planning firm that was appointed to produce the Precinct Plan. "Insider research is that which is conducted within a social group, organization or culture of which the researcher is also a member" (Greene, 2014, p1), the particular realm that is being investigated is the 'positionality' the position of being an insider is defined by position that the researcher has within the community that he/she is researching, in

other words “Positionality is determined by where one stands in relation to the other” (Greene, 2014, p2). It is important to thoroughly tackle the issues that arise with being either an insider or outsider in research because “Despite the influence of one’s theoretical and cultural viewpoints and the importance of acknowledging one’s own biases, researchers rarely address their position in their research” (Greene, 2014, p1).

“Early definition by the sociologist Robert Merton (1972) states that the insider is an individual who possesses a priori intimate knowledge of the community and its members” (Greene, 2014, p2). This definition implied that you do not necessarily need to be a part of the community that you are researching. As it is in my case I have prior knowledge of the neighbourhood as I lived in an area not too far from this particular neighbourhood so I accessed many services in that area but I am not part of the community as I do not live in that specific area. My other connection to the study area is that I worked for the consultancy that carried out the tasks of getting the Precinct Plan approved. In this sense I may have the bias with regards to how I view the developments in the area and who I initially perceive the group that has not had all the interest represented in the decision making process.

Insider research is often contrasted to outsider research and this is defined, “based on the definition offered by Merton, this would be research that is undertaken by those who do not have a priori knowledge of the community under study, nor its members” (Greene, 2014, p2). Yet there have been academics who see this dichotomy as false and researchers could rather be put on a continuum and not either or as there are different degrees of knowledge and involvement which depends of how ‘prior knowledge’ is defined by the researcher.

There are advantages and disadvantages to being an insider in the research you will be conducting. The Advantages would include Knowledge; Interaction and access. The knowledge refers to the type of information the researcher is exposed to, for instance if the community that is being observed or researched is one that is very different from the researchers own experience then it may cause to a certain extent some culture shock, and a misunderstanding of that community’s customs and culture. Insider researcher have the capacity to assimilate more smoothly into the culture as they have reference and can understand the motives behind certain decisions, “insider researchers have the “ability to ask meaningful questions and

read non-verbal cues," as well as the ability to "project a more truthful, authentic understanding of the culture under study" (Merriam, Johnson-Bailey, Lee, Kee, Ntseane, & Muhamad, 2001, p. 411). Therefore knowledge is more accessible and easily interpreted. Being an insider researcher allows for that researcher to have quick and easy access to the knowledge that is mentioned before this, when compared to a researcher who is an outsider information is not so easily accessed as the researcher is not familiar with the systems in place and where to access such information and from whom. "Advantages of being an insider with regards to accessing the field 'more quickly and intimately' have been referred to as 'expediency of access' "(Chavez, 2008, p. 482). With regards to interaction, with researchers who are unfamiliar with the community they are engaging in or researching it may affect the ease with which they feel comfortable interacting and conversing with the community. It may also affect the manner of reception because if the researcher is perceived as an outsider, the way in which they communicate will not be as organic or comfortable and so that may affect the quality of information that is conveyed and collected. "Interaction is more natural and they are less likely to stereotype and pass judgment on the participants under study. Because they are familiar with the group and social setting, insider researchers know how to approach individuals; thus their colleagues are usually happy to talk" (Greene, 2014, p3).

The disadvantages of being an insider researcher include the information collected being too subjective and biased. Researcher tends to normalise a situation and not note it accurately is may not be a norm to some of the readers of the research and research t aim to be as objective as possible. Although it is thought that researchers who are classified as outsiders have a higher inclination to make assumptions and stereotypical thinking, insiders are also prone to the same vulnerability to make assumptions based on their prior knowledge of the community and society. With regards to being biased Insider researchers tend to be too involved or too close to the situation to be subjective or ask confrontational questions about their own, "Researcher's personal beliefs, experiences, and values influence the study methodology, design, and/or results"(Greene, 2014, p4), therefore they need to monitored to always be subjective. Insider researchers must be cognisant of projective their own personal views as research. Although researchers must be cognisant, it is not an entirely bad position to be in, "Insider researchers mustn't fear

bias, for "The insiders' biases may be a source of insight as well as error" (Aguiler, 1981, p. 26). Also as mentioned in chapter two "researchers... may inadvertently hold preconceived and perhaps even incorrect perceptions of the social group or Organisation under study, and, thus, must make efforts to become aware of these and where a concern, alleviate the ill effects of such biases"(Greene, 2014, p4). In chapter two it was mentioned that this may occur amongst the different interest groups in the participatory process.

Chavez (2008) puts forward a solution to the issues of that arise with being an insider researcher, in terms of conducting interviews with interviewees that are familiar to the researcher. "To avoid receiving deferring responses from participants, (such as you know what I mean or we talked about that before), She would begin the interview session with a disclaimer, indicating that although she may have already discussed this with the participant before, it would be best if he/she could pretend as if they were talking about it for the first time" (Greene, 2014, p3).

3.5 Conclusion

The methodology has been mainly based on the analysis of the interaction of different stakeholders that took part in the decision making process. In deciphering these interactions and how they amalgamated from different perspectives and different interests , the methodology has considered all positive and negative aspects of conducting qualitative research as an insider researcher, in that highlighting aspects that need to be avoided in order to make the research unbiased and in-line with ethical considerations. It has also explored the method of discourse analysis and the complexities that arise with that particular type of analysis but also highlighting the benefits that this research shall reap specifically with the route my research will be taking. In order to apply this method of first understanding, and deciphering the mechanisms of this decision making process one must fully understand the components of the process and what they are based on. This will be tackled in chapter four where we look at the case study.

Chapter four: Case Study of Bramley Precinct Plan

Chapter four

4.1 Introduction

As mentioned in chapter three, a case study is an appropriate method to extract information about the Bramley Precinct Plan and its participatory process. As indicated earlier, a case study “tries to illuminate a decision or set of decisions, why they were taken, how they were implemented and with what result” (Yin, 2003, p12), and that is exactly the goal of this research as the study is attempting to decipher how Precinct planning accounts for different interests in the decision making phase in the participatory process. In that instance a case study will illustrate how certain decisions were made, by whom, with which interests in mind furthermore what affected these decisions? Bearing in mind the complex concept of community and how different interest groups have fractured interests even within an interest group. This chapter will look at the historical context of the Township, the significance of Bramley and various elements of the Precinct planning process that exemplify how different interests were factored into the final outcome.

4.2 History of and conditions of Bramley Township

Bramley is a middle-class residential township with a low density of one dwelling per erf. Bramley is considered a middle class residential township according to the property prices and rates payable. It has two major routes, being Louis Botha Avenue and Corlett Drive, which have high volumes of traffic going through at peak hours(the exact numerical values can be found in the traffic impact assessment that was conducted: in annexures). Bramley Township is also bordered by the M1 which is a high volume motorway that connects Johannesburg CBD to the national route of N1. There are 562 erven in the Bramley Township. According to the VBH Precinct Plan Document (2010) the core parts of neighbourhood include the core residential area; Louis Botha Avenue; Corlett Drive; and area between junction Avenue and the M1. Bramley Township is surrounded by Townships such as Melrose Arch and Birnam to the West; Savoy Estate and Waverly to the South; Bramley Gardens, Kew and Gresswold to the East; and Bramley North to the North, as illustrated in figure one in chapter one. The surrounding Townships are predominantly middle-class neighbourhoods. Bramley Township is well-located as it is within reasonable distance with shopping; educational and sporting facilities as illustrated in table 3 and the land use map (figure 6).

In the analysis section of the VBH Precinct Plan document (2010) it reflected that at that specific time Bramley had a problem of high crime and high volumes of traffic going through the neighbourhood as an alternative to Corlett Drive and Louis Botha Avenue routes. The areas that were experiencing urban blight consisted of the student village area as the map below, illustrated as the educational block in orange.



Figure 6: Properties situated north of the Bramley Primary School, showing urban decay (VBH Precinct Plan Document, 2010, p26)

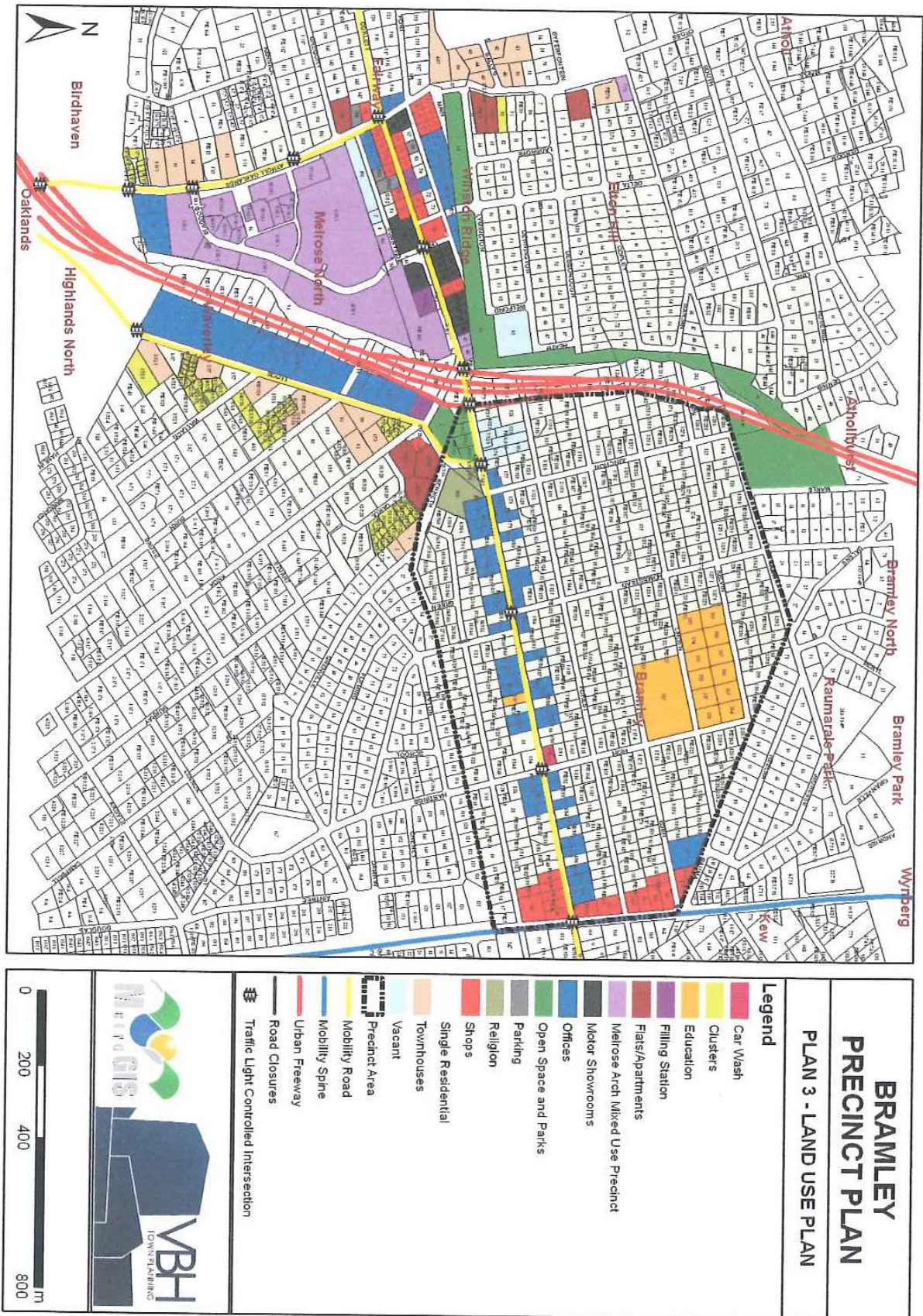


Figure 7: Map illustrating the land uses in Bramley Township (VBH Precinct Plan Document, 2010, p 17)

Use	Location
Educational	
Bramley Primary School	Bramley
Q-House Primary School	Bramley Gardens
Gresswold Spec	Gresswold
Allenby Campus	Bramley North
Waverley Girls	Waverley
St Mary's Girls	Waverley
Birnampark Business College	Birnam
Sports	
Wanderers Sport Grounds	Fairway
Highlands North Soccer and Hockey facilities	Highlands North
Waverley Sport Grounds	Waverley
Parks and Recreational facilities	
Bramley Park	Bramley North
Granville Place (Bird Sanctuary)	Bramley North
Waverley House Provincial Heritage Site	Waverley
James and Ethel Gray Park	Melrose North
Shopping	
Bramley Shopping Centre	Bramley North
Freeway Centre	Bramley Park
Corlett City	Gresswold
Balfour Park and Highlands Centre	Gresswold
Capri Centre	Savoy Estate
Melrose Arch	Melrose North
Park Gallery	Melrose North
Other facilities	
Bramley Post office	Bramley
Northview Traffic Department	Gresswold
Balfour Park Post Office	Gresswold
Birnampark Post Office	Birnampark
Places of Worship	Elton Hill, Bramley North, Bramley Gardens,

Table 3: Surrounding facilities, illustrating how central Bramley township is to a variety of facilities and services (VBH Precinct Plan Document, 2010,p 11)

4.3 Process of Precinct Plan

The Bramley Precinct Plan was created to deal with a specific problem but evolved in scope to deal with many other issues that face the neighbourhood. Once public participation took place and the stakeholders put forward their inputs into the Precinct Plan, the core issues were identified. Initially the Bramley Precinct Plan was initiated to deal with the mismatch between the land uses that were taking place and the spatial policy that dictated an irrelevant land use plan for the neighbourhood, especially along Corlett Drive and Louis Botha Avenue. Along Corlett Drive there had already been the consent use development of home businesses, along this busy arterial road, whereas the zoning for the area was purely

residential. The changes in the neighbourhood were also influenced by the new development of the Melrose Arch mixed use development, West of the M1. There had also been a disparity between the zoning rights being granted and the RSDF policy for the area and as pointed out in chapter two, whenever a Precinct Plan is enacted it takes precedent above the RSDF and SDF policies for the area.

Devcon developers under The New Order Investment Group, appointed VBH Town Planning as their town planning consultants to prepare a Precinct Plan and see to it that it serve the purpose of being a more detailed sub-set of the RSDF. Devcon originally wanted to develop office space which was not corresponding with the zoning of the area and each time had to proceed to the Townships board to get their rezonings approved. The Town Planning official in charge of the area realised that change could no longer be resisted as many similar rezoning were coming through and being rejected and thus proceeded to request that Devon conduct and produce a Precinct Plan for the Bramley neighbourhood. At the time VBH Town Planning had planned to propose a Precinct Plan that would fall in-line with the 2009/2010 Spatial Development Framework and Regional Spatial Development Framework policies and the core spatial configuring elements. It was also prepared in line with the Precinct Plan Policy set out by the City of Johannesburg (which was being reviewed in 2010) but provided for a controlled portion of office space and home enterprises. The plan that was proposed to target four areas being the area along Corlett Drive; the area bounded by the M1, Junction Road and Corlett drive as illustrated in figure 8; the third area was along Louis Botha Avenue and lastly the core residential area. The overall objectives, after incorporating the community's inputs in the public participation meetings, according to the VBH Bramley Precinct Plan document (2010, p 25) were to:

- "Define the development objective for the precinct
- Align the land use management controls with the objectives
- Establish a Bramley Residents' Association to promote communication between the community and relevant council officials
- Reduce crime within area by supporting the Safety Initiative in the Bramley Township
- Improve Traffic movement and management
- Promote a better quality neighbourhood

Each section highlighted in the plan has been targeted to realise these core objectives".

The significance of these goals is in one particular goal, to "establish a Bramley Residents Association". This points to the fact that no residents' association existed prior to the initiation of the Bramley Precinct Plan. This is set as a priority because it makes it easier for the town planning consultants and the developers to make contact with a body of representatives elected by residents to represent their interests. What was happening instead was that VBH had to notify the residents by handing out notices door to door (as mentioned in the table showing the dates and attendance of the public participation meetings).

When policy that requires public participation to take place is looked at, often the problem that arises is the question of different stakeholders being given the platform to participate equally. What is not looked at in depth is how those stakeholder groups are defined? How they form themselves as groups? And what type of representative frameworks and structures they have in place. These are equally important questions as these aspects may affect the level of inclusiveness and equal representation in a public participatory process. In the case of the Bramley Precinct Plan certain individuals took up the role of being resident representatives but they were not elected thus not fairly or equally representing all the residents of Bramley. Another limitation in the specific case of the Bramley Precinct Plan is that the residents of Bramley have a variety of interest yet the residents were treated as a homogeneous mass because of the representative structure in place.

One positive element of this goal to establish a residents association is that the organisation of such a structure would work to the advantage of the residents by giving them more power to make decisions, and a more open platform to discuss different interests amongst the residents. This is one instance where power is shared as the consultants put forward this idea to establish such a structure to empower the residents.

4.4 Spatial Development Framework and Regional Spatial Development Framework policy

The Bramley neighbourhood falls under the RSDF 2009/2010, Administrative Region E, and Sub area 21 of the city of Johannesburg Municipality. The sub-area comprises not only of Bramley but of other neighbourhoods such as Melrose North, Atholl and

Waverly. The core developmental goal is “to retain and embrace the residential character and ambience of the Sub area by managing non-residential developments”. One can gather from this policy principle that, the spatial policy works in favour of the residents and their interests and at a disadvantage to developers or business owners in the area. The RSDF 2010/2011, Administrative Region E, and Sub area 21 of the city of Johannesburg Municipality developmental goal for the broader sub-area was retained as the same goal as the 2009/2010 RSDF. Whether the developmental goal will remain the same under the current revision of the RSDF will remain to be seen, but the spatial policy is more likely to support non-residential development. But yet again as highlighted in the previous section the RSDF does not need to necessarily change as the Precinct Plan, once approved by council, overrules the policy stipulated in the RSDF, as it is a more specified policy for the area at a finer detail which dictates the zoning rights and densities allowed for each erven. Thus highlighting the importance of how precinct planning accounts for difference, as Precinct Plans have the power to influence change in and shape spaces at a very detailed level. It is also important to note that the city of Johannesburg works to prioritise the interest of residents by “retaining the residential character”, yet this can easily be dispelled with the use of a Precinct Plan.

4.5 The Stakeholders that shape the process

The stakeholders consisted of the firstly the investment group that appointed VBH Town Planning which is New Order Investment No 2 (PTY) Ltd. The New Order Investment Group had vested interest in The Bramley area because of their interest in the home offices that have been developing in the area and their inability to attain zoning rights that were in accordance with the land use. From this perspective it is safe to assume that business was the key influential factor in pushing for the Precinct Plan and the key business areas were along Corlett Drive and along Louis Botha Avenue. It was key in the sense that the disparity between the land uses and zoning rights was most evident between the two land uses of residential and office space. What initiated the Precinct Plan were the constant rezonings being applied for in the area for office space, as the municipal official mentioned in his interview.

The second group of stakeholders consisted of the residents, this was a bit challenging to gather as Bramley at the time did not have a formal residents' association therefore it was a door to door effort to get the residents to participate in

the decision making process, as illustrated in figure 2(Flyer of announcement for a public meeting) in annexures.

The third group that has interest in the Bramley area are the home based businesses/ enterprises. A trend of these enterprises establishing along Corlett Drive was initially what started the probe to establish a Precinct Plan to ensure the zoning rights are in line with the land uses. Their interest in the area goes against the developmental goal for the sub-area to not promote non-residential development but it is evident that their interests were represented in the form of a new office block at the boundary of the M1 and Junction road, as illustrated in figure 8. Furthermore the Home Enterprises were provided for in the 2010/2011 RSDF as the first row of all erven along Corlette Drive were earmarked for office use as depicted in both the land use

and precinct plan maps (Figure 7 and annexures).



ARUP TransportPlanning Tel: (011) 303 2500	BRAMLEY PRECINCT DEVELOPMENT	Job Ref No.: T900
	OVERALL PRECINCT SITE LAYOUT	Fig: 3

Figure 8: Map of proposed layout plan for area bounded by the M1 and Junction road. For proposed office space (VBH Precinct Plan Document, 2010, p 28)

Lastly the fourth stakeholder and most important is the City of Johannesburg, represented by a municipal official that decides on the approval and adoption of the Precinct Plan.

4.6 Components

4.6.1 Public Participation meetings

There had been a series of 4 community participation meetings held between May 2009 and September 2009. The first meeting, which was an introductory meeting, was held between the town planning consultants and the safety initiative in Bramley (VBH Precinct Plan Document). At that stage the safety initiative was the only type of neighbourhood structure in place which had established some level of contact with the residents in the area. The safety initiative basically dealt with crime issues in Bramley Township, therefore it had not an adequate structure to deal with town planning issues, but a starting point in contacting residents. The only drawback is that the Precinct Plan had to include the safety initiative's interests in crime prevention. The inclusion of these interests is evident in the memo labelled 'areas of concern', in annexures (VBH Precinct Plan Document, 2010).

In the first meeting VBH introduced the proposed Precinct Plan. The first formal meeting with neighbourhood representatives (who are mentioned in a memo labelled 'intended formation of a Bramley Residents Association', in annexures) was held on the 18th of June 2009 and 19 residents attended (VBH Precinct Plan Document, 2010). The low attendance was blamed on the fact that there had been no residents association in the Bramley Township in affect at the time so although they were in touch with the safety initiative it was not beneficial as they had their own mandate and could accommodate town planning issues to a certain extent (VBH Precinct Plan Document, 2010). It was difficult to reach residents as a whole including those who had not been participating in the safety initiative, flyers were handed out door to door and the meeting was advertised in the local newspaper (VBH Precinct Plan Document, 2010). The second official meeting was held on the 26th of August 2009, at this meeting the progress of the Precinct Plan and the issues related to the developments were discussed. 13 people attended this meeting. The third and final community participation meeting took place on the 15th of September 2009; the purpose of this meeting was to address the dissatisfaction experienced by the residents about being notified about the dates, times and

venues of these participation meetings (VBH Precinct Plan Document, 2010). This dissatisfaction was warranted as many residents did not know about the meetings hence the poor attendance in the first two meetings (VBH Precinct Plan Document, 2010). Although the town planning consultants did try to notify residents with the avenues available to them, such as distributing flyers door to door and placing a notice in the local newspaper, it was still not sufficient, the difficulty was warranted to the lack of residents association in the area (VBH Precinct Plan Document, 2010). In this meeting the outcome of the questionnaires was presented and the correlation between the plans and the residents' input was also explored (VBH Precinct Plan Document, 2010). 60 people attended this meeting and a unanimous acceptance of the plan was reached (VBH Precinct Plan Document, 2010).

4.6.2 Outcome of meetings and questionnaires

Table 2 illustrates the main issues that arose and the interventions for each issue. In the first official meeting held on the 18th of June 2009 (VBH Precinct Plan Document). In this meeting the proceedings of a Precinct Plan were explained and furthermore the manner in which it will be conducted and how the plan fits into the broader spatial policies as drawn up by City of Joburg (VBH Precinct Plan Document). The proposed plan was also discussed and the attendants of the meeting were given an opportunity to raise their concerns in general with the Bramley Township and the proposed plan itself, furthermore a "questionnaire was distributed to the community requesting input on security, traffic, engineering services, urban and environmental decay and eleven questionnaires were received back" (VBH Precinct Plan Document, 2010, p46). Figure 9 illustrates the questions in the questionnaire and the

outcome of the questionnaire.

100

Name: PERCENTAGES OF TOTAL
 Street Name and Number: _____

Questionnaire : Proposed Bramley Precinct Plan (Insert an X for Yes or No)		Yes	No	
1	Have you personally been consulted on the proposed Bramley "Precinct Plan" by VBH town planning consultants?	1	98	?
2	Do you believe that the area needs residential densification with commercial development?	4	95	1
3	In your opinion, what are the most important factors that would improve the quality of life of Bramley residents?			
	Preserving the leafy and green nature of Bramley	94	2	4
	Home owners peace of mind & Privacy	96	2	2
	Reduction of Traffic Congestion	89	4	7
	Reducing transient pedestrians moving through the area	88	5	7
	Reducing Taxis shortcutting through the area	89	5	6
4	What is, in your opinion, are the greatest contributors to crime and insecurity in the area?			
	Transient pedestrians moving freely through the area	79	8	13
	Free Access to Louis Botha Avenue and Alexandra	90	2	8
	Multiple Access points to the Area	89	4	7
	Thoroughfare traffic and transient pedestrians moving through the area	81	5	14
	Potential Transient Construction workers working in the area	85	4	11
5	Do you believe that the proposal by VBH town planning consultants addresses the needs of the Bramley community?	1	99	
6	Do you know who VBH Town Planning Consultants are acting on behalf of?	3	97	
	If yes, please indicate who:			
	Please forward this questionnaire to any other property owner or lease holder within the area for return to myself at dfberry@telkomsa.net or at 32 High Road, Bramley			

Any further comment would be greatly appreciated.

Figure 9: Questionnaire Results (VBH Precinct Plan Document, 2010, annexures)

Bramley Public Participation comments

Issues	Comments
Security	Roof break-ins, rat problem. Drunks, noise, speeding, vehicles, heavy lorries, restaurant very close, possible illegal tenants on land (88 Eden Rd). Security improvements since establishment of ADT hut, break-ins, cars stolen, hi-jacking, improved since ADT was established, many vagrants walking through suburb.
Traffic	Access of lorries and large vehicles to restaurant (88 Eden Rd), informal garage repairs, waste paper storage probably illegal land use. Traffic worsening on Forest Rd as taxis and heavy vehicles use the road as a Corlett Drive by-pass. Pedestrian traffic very heavy and they use it as a cover for crime. Homestead Rd and Corlett Drive traffic peak hour is unbearable. Traffic congestion on Corlett Drive and traffic cutting through Bramley-Forest Rd and Junction Rd to get to Corlett. Traffic congestion in Linden Road due to taxis and cars picking up children from school as there are insufficient parking.
Engineering Services	No notice when Jhb Water terminates supply. Sporadic power and water cuts and occasional sewerage leaks caused presumably by the new developments in the area. Number of water, power and sewerage interruptions. Some properties appear to have too many residents for services. Pavements in shocking conditions, potholes in Corlett Drive, filth on the streets. Streetlights not working, lack of repair and maintenance. Constant power interruptions and sometimes water interruptions with no notice. Electrical overhead cables cause problems when trees are not cut.
Urban decay	Building on top of existing structures, illegal land use. Louis Botha at the end of Eden Rd and Eden Rd at Junction with Louise Botha in a terrible condition, overcrowded houses. Urban decay in all areas, unkempt pavements, general disrepair of homes. The conditions around Bramley Primary School and old age home is poor.
Environmental	Bad sidewalks, dirty water and urine on roads. Filthy sidewalks at the end of Eden Rd, outside Texan Luncheon Bar and opposite Corner, fully grown trees hacked down by developers. Decay of open areas, shocking sidewalks.
Initiatives	Metro police could come to Eden Rd every morning Mon-Fri between 6:30 and 8pm to monitor and control hundreds of pedestrians walking in the road. Maintain Eden Rd as a cul-de-sac. Move the existing road closure of Eden Rd from Louis Botha to a new position further down approx. 35m in a westerly direction. Restore old suburb ethos to Bramley, stop slumlords. Encourage home owners to be responsible for the areas outside their homes. Neighbours to make contracts with each other. Be supportive of the security operations in the area. Close off all streets leading into
	the suburb from Louis Botha. This will keep unwanted traffic and persons out of the area and will reduce littering in the area. Close off certain roads to stop traffic and people walking through Bramley. Possible Road Closures, and an increase in dustbins in the area. Due to this being a dangerous area street lights should be always working.

4.7 Conclusion

Bramley Township has proven to be an interesting case study in both perspective of me having personal experiences in the area and other things being revealed to me through taking an objective look at the township through planning principles. What has been revealed is that interests and priorities differ amongst the residents, such as crime prevention being one priority and the reduction of traffic being another. The solutions to those problems may be counterproductive as safety would require closing off roads and reduction of traffic requires expanding of roads. That is one example. Another aspect that has been revealed is the actual conundrum of stakeholder groups and their representative structures and frameworks. Having a representative does not automatically translate to having your specific interests represented.

More specifically what the documents about the participatory process revealed and what the interviews revealed was different yet the interviews helped me better understand the documents. Chapter five will further interrogate the findings and case study in accordance with the concepts investigated in chapter two and three and come to the conclusion as to what extent the participatory process as inclusive according to Arnstein's (1969) ladder of participation and the policy requirements for IDP.

Chapter five: Findings and Analysis

Chapter five

5.1 Introduction

As stipulated in Chapter one the main objective of this study is to examine the theory of participation and how it relates to the practice of development control, by analysing how different interests are factored in to the participatory decision-making process. The interest groups that I investigated include groups such as residents of a specific neighbourhood; business/ home enterprise owners in the area; developers interested in investing in the area; the municipal officials and town planning consultants commissioned to produce the Precinct Plan. The research question focused on how the Precinct planning process accounted for these different interest groups.

The aim of this chapter is to analyse all the collected data together with the issues identified in the previous chapter, outlining some of the details in the participatory procedures of the Bramley Precinct Plan. These aspects have been analysed according to all the theory explored in chapter two. What was explored in chapter two was the spatial policies and their participatory requirements; furthermore all the theory that speaks about the typologies of participation and how to accurately measure according a continuum from full participation to partial to non-participation was discussed (Arnstein, 1969).

This chapter will explore the concepts that have been dominant in the study such as power and the participatory process of Precinct planning. This chapter shall also analyse, according to how each concept is measured, whether or not each of the concepts were ensured within the Bramley Precinct Plan Participatory process and to what extent this has been achieved for each stakeholder. The main concern is the different interest and how they were accounted for individually in the overall process. Firstly the chapter will look at the findings within the interviews in addition to the case study in the previous chapter, then the analysis will be based on the conceptual framework from chapter two, measuring it against the data from the interviews and the case study to answer the research question.

5.2 Findings

Many key factors were learnt through the interviews with the key decision makers, and the study was able to understand the process in a more in-depth way. The

planning documents that were obtained for scrutiny (such as the VBH Precinct Plan document and other files pertaining to that) provided a limited view of the perspectives of different stakeholders. The interviews revealed that the different key decision makers have different perspectives of their position in the proceedings and of their relation to one another. The interviews revealed to me that the different key decision makers have different perspectives of their position and of one another. For Instance the Joburg city council representative saw the Precinct Plan as a way of helping the developers in the area by having a plan that will allow for office development and have this be endorsed by the residents in the area rather than the developers always going to the townships board to get these types of developments approved and then having to face objections from the residents in the area. Evidence of this is shown in the Joburg City Council representative's interview where he states "The council had been receiving many applications in the Bramley for office and business developments which were subsequently denied as they did not fall in line with the then spatial policy stipulated in the RSDF. These denied applications were taken to townships board to be appealed and subsequently approved on the basis of the traffic implication of those properties being adjacent to the M1 and the busy mobility spine of Corlett Drive" (City of Joburg official, 2015). The developers saw the Precinct Plan as a requirement from council that were not prepared for as I paraphrase the developer in saying "all we wanted was to develop that specific area and all of a sudden we were expected to prepare this Precinct Plan and get it endorsed by the residents". The developers followed through as they could the benefit of the plan in providing clarity about the future of development in that area. In that case, the developers' interests are included and the specific land rights that are allowed are clearly stipulated. The council also benefitted from the proposed Precinct Plan because it would be a clearly defined plan that incorporates the needs of the key decision makers in the area. The plan allows for adjustment to accommodate new dynamics in the area but also stipulated clearly defined development control, as defined in chapter two. The plan in addition had to be fully backed by the residents in the area and thus ensuring public participation. Although this type of participation has to take in consideration the aspects highlighted by Forester (2007) about the power dynamics in discourse between different stakeholders.

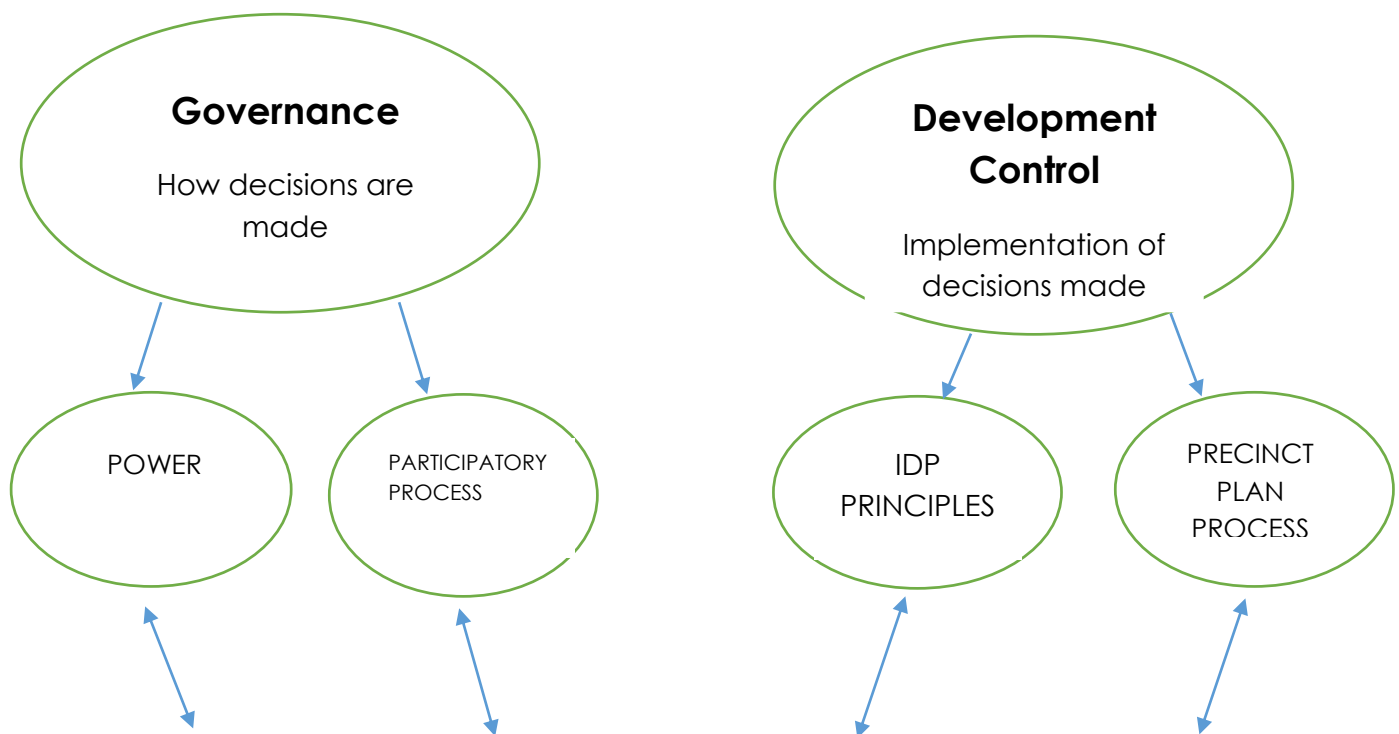
The perspective that the residents had of the town planning consultants (VBH) and the developers did affect the proceeding as The residents were naturally suspicious and sceptical of 'the other's' intentions in the process even though they had no apparent hidden intentions. This is evident in the email correspondence between the residents' representative and the town planning consultants. It is also a concept that Forrester touches on in Chapter two stating that "public hearings often leave people more frustrated, **distrustful**, and even resentful of both government and their fellow citizens than they were before their opportunity to 'participate'" (Forrester, 2007,p 6). The main problem was the absence of a body that represents the Bramley Township residents. Therefore it was difficult to efficiently contact the residents and the residents took this as being underhanded as many were not informed about the proceedings. This is evident in the emails between the residents' representative and the town planning consultants where the residents' representative lashes out and calls the consultants and developers alike a derogatory term because the date of a scheduled meeting was rescheduled . The residents' representative was obviously suspicious and thought something underhanded had been going on. The residents' representative was quoted in an email on the 4th of September 2009 stating that "we trust that do 'dirty' tactics like changing the date or time shall be attempted" (residents' representative, 2009), referring to the agenda for the meeting was scheduled for the 16th of September 2009 The Town Planning consultant shared his opinion in that Precinct Planning is the most direct form of public participation as compared to the larger scale plans such as SDF's because in Precinct Planning there is actual interaction with residents and the larger scale spatial policies only require comment form the public through adverts placed in various newspapers. Furthermore planning policy at national level is more influenced by politics and the current socio-economic policy in place, e.g The National Development Plan and its prioritisation on alleviating unemployment. In Precinct Planning the most affected group seemingly has the opportunity to relay their opinion about their surroundings and have them incorporated into the plan. The most affected in this case being the residents as they are the most directly impacted by any changes with regards to aspects such as, for example traffic. Although there are other factors that can be considered such as the ability of the City to raise taxes, and the argument for more efficient use of space through promoting mixed land use. The fact remains that even these factors affect the

people who live in these spaces the most. Additionally the effect these changes will have on their property prices. The residents are the most affected simply because they live in the area and experience it on a daily basis.

The interviews with the different key decision makers are by far the most valuable in deciphering who's interests were factored into the decision making process and in what manner. The comments from these key decision makers also helped in investigating the perceptions formed and the perspectives taken by each stakeholder of firstly their own position and secondly the position of others in relation to them and how that position would impact them and their interests being factored to the final plan. In Chapter two Forester questions "Can we even conceive, let alone actually organise, a democratic policy-making process that features both a high level of participation by members of the public and genuine negotiation among diverse stakeholders that will pragmatically and efficiently generate effective public policies that enjoy widespread and lasting public support?" (Forester, 2007, p6). From the interviews one can gather that this difficulty is experienced in the sense that genuine negotiation takes time that the developers did not have. Therefore based on this the participation was not effective but rather rushed. Decisions needed to be negotiated but what rather happened was a process of firstly developing plans and then seeking comment after the fact. The concept of power is evident in the interviews as the participatory process aimed to balance out the different levels by power, hence why the municipal official made it a requirement for the developers to acquire the endorsement of the residents.

5.3 Conceptual framework

The conceptual framework below, which was developed in chapter two, will be used to address some of the questions raised against the data collected in the IDP documents, the interviews and the case study. There are two core concepts under each of the two main themes of Governance and Development control. The study analyses the key interests groups according to the core concepts mentioned in chapter two. The participatory process is assessed according to Arnstein's ladder of participation; the IDP framework is looked at according to its key principles; the Precinct Plan process is appraised according to the steps stipulated in the flow diagram (figure 5).



INTERESTS OF DIFFERENT STAKEHOLDERS				
Municipal Officials	Developer	Residents	Town Planning Consultant	Business/home enterprise owners
Alignment of land uses and proposed zonings	Office block development	Safety; Traffic congestion and retaining the residential quality	Mediate needs of developer and residents in accordance to municipal requirements	Access to business zoning rights



INTERVIEWS AND CASE STUDY

5.4 Analysis

5.4.1 Power

The theory of power in Foucauldian sense has realised the link between power and liberty and how diminished liberty can lead to diminished levels of power. The theory of power is useful in understanding how and why decisions are made. It helps break

down the components that comprise of what an individual is able to do to obtain and use power. The theory is helpful in bringing forth the core elements and how these work cohesively or how they conflict in ensuring power. In a decision making processes there are direct indicators that can be used such as access to information following the famous quote that 'knowledge is power' and Foucault's ideas about power and rationality. A second indicator may be the executive authority, dictated by our constitution, to make decisions in each person's professional capacity. Lastly but more ambiguous is the influence one has on which decisions are made and how they are made. This Influence may be considered as directly linked to access to information. The more informed one is, the more equipped they are to be able to manipulate the system to work to their advantage. The table below shows the results of these indicators.

POWER INDICATORS	Municipal Official	Residents	Developers	Town Planning consultant	Business/home enterprise owner
Influence on decision made	P	M	D	D	M
Access to information	D	P	D	D	P
Executive Authority	D	M	P	P	M

Table 5: Analysis showing levels of power each stakeholder group has (Lishivha, 2015)

DIRECT-D
PARTIAL-P
MINIMAL-M

From the table above one can decipher that although the consultant and developer have the access to information the power lies in the municipal official's hands as he has the executive authority to make the final decision about approving the final plan. It is not mandatory for the City of Johannesburg municipal official to attend the public participation meeting and yet the municipal official has the final say in whether the plan is up to standard and under what conditions it will be granted. Although the effect of the municipal official having the executive authority

sorts to balance this out as the municipal official is representing the residents needs more than the developer's needs. When the City of Johannesburg municipal official was asked why it was required for developers to produce a Precinct Plan, he responded *"In order to allow formalise the change that was already occurring and provide clarity for the future use of the Bramley neighbourhood. It was basically a way of including the residents in the ongoing and earmarked developments of the area"* (Municipal official, 2015). This was evidence of the city's prioritisation of residents in their neighbourhoods. The other participants in the participatory process only have partial influence and access to information as they are exposed to the information exposed to them by the consultant, therefore access to information is limited to what the consultant wants them to know. For instance the status quo report is done solely by the town planning consultants and this is presented as fact at the public participation meetings. Furthermore it was evident that representatives who made decisions on behalf of the residents did not feel as though they had enough influence, as things were presented to them and not created collaboratively. There is a section in an email, titled 'Agenda of meeting on 16th September 2009', sent to the town planning consultants and developers alike, from the residents' representative, on the 4th of September 2009, which stated the following *" It is probably also the reason that long standing residents of Bramley feel a little uncomfortable with the concept of someone drawing up a precinct plan on their behalf. Certainly from my viewpoint I was extremely when at the last public meeting, a plan was put up on the overhead projector by Steve of VH that showed the options giving the maximum densification of the suburb which would have in effect halved the size of the area utilized for conventional housing in the suburb"* (residents' representative, 2009). This shows the feeling of lack of decision making power held by the resident's representatives.

Although the developers had access to information they too displayed frustration do to a lack of power as they developer responds to the above mentioned email on the same day stating *"We would rather not be doing this precinct plan and just to get on with developing our office park, however we have undertaken to do so and must continue the process.*

I urge you to stop thinking of us as the bad guys with hidden agendas, and if the residents are really unhappy, of course the plan can be amended. However, how much more time, money and effort should we be required to put into something

that should be to the benefit and upliftment of Bramley as a whole" (Developer, 2009). This shows the point made earlier in chapter four that different decision makers had different perspectives of one another regarding how much decision making power the other had. Power is not a one dimension aspect but in this provides the study with a platform at understanding certain situations unfolded in certain ways.

5.4.2 Participation

This section focuses on analysing the Bramley Precinct Plan process according to Arnstein's ladder of participation discussed in chapter two of this report. Firstly the study has established that this theory is a good indicator of the level of participation that can be achieved within the participatory process. It is a good indicator because it displays a variety of types of participation and measures what actually happens instead of what is intended by the initiators. The ladder of participation illustrates the gaps that exist in the actual practice of participation compared to what it is labelled as, therefore it has an element of accuracy. The level of involvement is key to establishing the level of participation achieved and this is measured against the core interest of each stakeholder. As mentioned in Chapter two it is evident from what was gathered in chapter four that the process is categorised as a consultation process under the tokenism bracket meaning that the process does not measure up to truly meaningful participation. Figure 5 shows that the public participation was only done after the goals of the Precinct Plan were set therefore making it a consultative process and not joint participatory process. The process in general reflects that but for each stakeholder it may be different according to their core interest as illustrated in the table below

		CITIZEN POWER			TOKENISM			NON-PARTICIPATION	
INTEREST GROUPS	Municipal official			●					
	Residents						●		
	Developers					●			
	Town Planning consultant					●			
	Business/ Home enterprise owners							●	

Table 6: Analysis of levels of participation achieved by each stakeholder (Lishivha, 2015)

The table illustrates the different levels of participation according to Arnstein's (1969) ladder of participation with regards to the different interest groups. The municipal Official intended to achieve a partnership as he commissioned the Precinct Plan and made the residents involvement a requirement, by getting their endorsement, to get the Precinct Plan approved (Arnstein, 1969). The aim was to produce an environment where "power is in fact redistributed through negotiation between citizens and power holders"...and furthermore the stakeholders "agree to share planning and decision-making responsibilities" (Arnstein, 1969, p221) .The residents' involvement is categorised as 'informing' as a large portion of the community did not attend most meetings and were notified after the fact as seen in annexure B (table showing attendance for each meeting VBH Precinct Plan Document, 2010, p43) (Arnstein, 1969). This can also be attributed to the poor level of notification because of the difficulty of the absence of an official residents association. This is all reflected in chapter four.

Therefore the process shows traces of both the placation and Partnership categorisations, therefore it is hard to pin point how exactly a participatory process can be measured (Arnstein, 1969). Then again the community members are only

exposed to the options given to them by whoever is trying to spearhead developments in the area and these serve the developers interest and not the community members' per say (Arnstein, 1969). Regrettably this means that the participatory process according to Arnstein is only partial as it falls under the category of tokenism.

The residents that did not have the opportunity to attend the meetings and fill in the surveys were at a disadvantage because "Under these conditions, particularly when information is provided at a late stage in planning, people have little opportunity to influence the program designed "for their benefit." (Arnstein, 1969,p 219). It is evident that the residents were pulled into the participatory process at the last stages as seen in the flow diagram in figure 5 where the public participation is held after the draft Precinct Plan was developed and preceding the stage where the plan is submitted for approval. The Developer and Town Planning consultant are categorised as having formed a consultative participatory process as they continuously communicated with the main residents' representatives and met with residents on four occasions and took their opinions into consideration to the extent of amending the plans to include these interests (Arnstein, 1969). Evidence of this incorporation of comments can be found in the minutes of the second public participation meeting held on the 6th of August 2009, stating that "the meeting was held to address the development issues raised by the residents in response to the meeting held on 18 June 2009 and the questionnaires circulated thereafter, and to inform the residents how their concerns could be addressed in the Precinct Plan"(VBH Precinct Plan Document, 2010, annexures). The questionnaire (figure 9 in chapter four) further illustrates the accommodation of the residents' comments as it is mentioned in a memo called information for residents. Point ten in the memo states that "the questionnaire indicated almost unanimous (99%) opposition to the proposed development plan as proposed, at this stage Brad Williams and Richard Strachan (both residents' representatives) assisted David (the developer) in planning a way forward" (VBH Precinct Plan Document, 2010, annexures). The residents comments were taken further as stated in the minutes of the second public participation meeting affirming that "the revisions to the plan and land use management table will be prepared and meeting agreed that Mr Lupini would act as a co-ordinator of comments" (VBH Precinct Plan Document, 2010, annexures). "The shortcoming of a consultative process is that citizens achieve in all this activity is

that they have “participated in participation.” And what power holders achieve is the evidence that they have gone through the required motions of involving “those people.” (Arnstein, 1969, p 219).

As for the business/home enterprise owners their participation is categorised as therapy as they are not directly involved but rather factored in as part of the group of residents. In the interview that was held with the developer, I asked if the business owners were considered separately and he responded “no, they were considered as part of the residents” (Developer, 2015). Overall one can come to the conclusion that the Bramley Precinct Plan participatory process is categorised as Tokenism and not true and meaningful participation as three out of the five stakeholders’ contribution to the participatory landed under the tokenism bracket. More could be done to achieve citizen power but due to development pressures, timelines and budgetary limitations these approaches seem more pragmatic.

5.4.3 IDP principles

As mentioned in chapter two the IDP Guide pack stipulates that participation should take place through procedures mechanisms and processes as stipulates in the Municipal systems act 2000

- “• *Procedures to receive and deal with petitions and complaints of the public;*
- *Procedures to notify the community about important decisions (such as by-laws, IDP service delivery choices, etc.) and allowing public comment when it is appropriate;*
- *Public hearings;*
- *Consultative meetings with recognised community organisations and, when appropriate, traditional authorities; and*
- *report back to the community.” (IDP Guide-pack, 1999)*

These are stated as the minimal required vehicles of participation in any IDP process and need to be complied to but as the study has shown in chapter two, Forester states (2007) that more needs to be done, these measures are not adequate to have truly meaningful participatory process where important decisions are made especially decisions regarding spatial policy as that directly affects how people can interact with the spaces around them. Forester specifically speaks of public hearings

and that “public hearings often leave people more frustrated, distrustful, and even resentful of both government and their fellow citizens than they were before their opportunity to ‘participate’” (Forrester, 2007,p 6). More transformative ideas need to be implemented and institutionalised through bylaws to give citizens more power. These will be discussed in the following chapter under recommendations.

The Bramley Precinct Plan participatory process can be commended in this context as it went above and beyond these minimal requirements and instead of just allowing for comment, these comments were taken into consideration and used to amend the plans as mentioned in the preceding section. Although “These types of plans are much more engaging with the community compared to the big scale developments such as your SDF's” (Town Planning consultant , 2015), it is not because of a national policy such as the IDP, these provisions are made at municipal level and at the discretion of the town planning consultant who is trying to gain approval. Fortunately the Town Planning consultant has been working as a town planner for decades and had the experience to carry out this task in a fair manner that goes above the minimal requirements, but policy and bylaws surrounding the specifics of Precinct Plans need to be made more evident in national spatial policy. The town Planning consultant continued to say “It is used more like a blueprint rather than a guideline, and even though it is reviewed after five years not much changes” (Town Planning consultant, 2015). The Town Planning consultant here reveals that although the procedures for public participation are minimal and often do not work in the best interest of the citizens or in this case residents as shown in previous sections, once a plan is approved it is very difficult to reconsider therefore highlighting the concern of this study. The concern that not enough is being done to include all stakeholders in the decision making process as that is where the power lies, not in commenting on an already developed plan and not in filling in questionnaires because once the plan and its policies has been approved it is used as a “blueprint” for all future situations and those situations are not handled on a case by case basis but rather universally based on the ‘blueprint’. The next section explores to what extent the steps followed by the town planning consultant in the Precinct planning were in accordance with the IDP participation requirements and how this affected the level of participation the process achieved.

5.4.4 Precinct Plan process indicators

Within this key theme of the Precinct Plan process and its indicators, one can presume that a level of involvement can be stipulated by evaluating at which steps each stakeholder group was involved and overall how that reflects. The main data that is being analysed is the third section in the flow diagram in figure 5. the following is listed

“DEVELOP THE DRAFT PRECINCT PLAN

- *Define the precinct*
- *Analyse the precinct*
- *Confirm development issues through public participation*
- *Identify goals*
- *Indicate objectives*
- *Propose actions*
- *Submit proposals to residents” (VBH Precinct Plan document)*

Certain stakeholder groups were only brought in at certain levels to ‘show’ that participation was taking place whereas they needed to be involved in all the steps for the process to be truly participatory. For instance although the residents were supposed to be involved in all decisions made, defining the precinct and analysing the precinct were steps that were predetermined before participatory processes took place. The case could be made that residents are not equipped with the skills of municipal demarcation and spatial analyses thus the skilled professionals should do this but the residents’ input should have been considered in order to clarify why certain demarcations exist and why certain areas fall outside of those boundaries. This is evident in the exclusion of the medical consulting rooms that were spoken of in chapter one and how the Dr could not get his rezoning approved as it fell outside the demarcated area for the Bramley Precinct Plan, even though the Dr’s address falls under the Bramley township. Another interesting phenomenon is that the municipal official is only needed at the beginning and end of the process. To set the initial requirements and to check if the requirements have been complied with before approving the plan. This leaves the Municipal official out of the entire process therefore he will not be aware of the many dynamics that had to be resolved and will therefore take a decision based on what is put before him rather than making a well informed decision. Although the municipal official has the actual power to

make a decision, he is not fully participating in the entire decision making process. Thus showing power does not necessarily equate to participation.

		DEFINE THE PRECINCT	ANALYSE THE PRECINCT	CONFIRM	IDENTIFY	INDICATE	PROPOSE	SUBMIT
INTEREST GROUPS	Municipal official	●	-	-	-	-	-	●
	Residents	-	-	●	●	●	●	-
	Developers	●	●	●	●	●	-	-
	Town Planning consultant	●	●	●	●	●	●	●
	Business/Home enterprise owners	-	-	-	-	-	-	-

Table 7: Table illustrating level of involvement by each stakeholder group (Lishivha, 2015)

Another element to note is the developers input in the decision made about defining the precinct as they initially wanted to “develop a few properties in the area adjacent to the M1” and were “requested by council to rather do a full scale Precinct Plan for the whole Bramley neighbourhood to provide clarity to the residents about the new developments” (Developer, 2015). The decision to move from the office development scale to the entire neighbourhood scale was not taken by the developers but rather encouraged as they would benefit from the ‘clarity’ in future and future applications would not need to be “taken to townships board to be appealed” (City of Johannesburg municipal official, 2015), on every occurrence of an application in the area. This illustrates that even though you as a stakeholder may be involved in a step, it may only be to fulfil the requirements and only benefit in the future whereas that step was not in your interest.

The study has established that not all stakeholders are needed at every step of the Precinct Plan process although this might cause the perspective that the group that

is involved in every step has the most influence as they have most access to information. In this scenario access to information is what equates to power.

5.5 Conclusion

By measuring the Bramley Precinct Plan according to these indicators the study has come to the conclusion that more needs to be done in order to account for different interest groups in the Precinct Plan participatory process. The process, although more engaging with the community than processes at higher scales such as SDF AND NDP, is still not satisfactory as most policy tends to look at the dichotomy of citizen and government and these two groups are not homogenous and have many different sub-groups which more than often have different interests that need to be represented individually. This ambiguous approach to grouping many sub-groups under one 'super group' is evident in the Bramley Precinct Plan process where business/ home enterprise owners as a distinct and separate group because of their specific interests, were not treated as such and rather seen as part of the residents.

The process of Precinct Plans accounts for different interest groups by making it a requirement for certain labelled groups to 'consult' with each other and produce proof of such, as illustrated in all the concepts participation is always partial and no real decision making power is given to people who are not skilled professional in these fields or do not possess the executive authority. The recommendations based on this chapter will be elaborated on in the recommendations section in the following chapter.

Chapter six: Recommendations and Conclusion

Chapter six

6.1 Introduction

The research process was an interesting journey for me as a researcher. However it was not always easy to grapple with. Initially I wanted to investigate all sorts of different trajectories that fascinated me about participation, inclusion and exclusion in the suburb of Bramley. I eventually realised however that the study needed to be focused in order to have any academic significance and be able to address a particular facet of the many different approaches that one could take in a study such as this. The study went from investigating governance policies and practices in South Africa to a more focused vision of investigating the governance of the participatory process within a specific case study of a Precinct Plan, the Bramley Precinct Plan. The study aimed to understand the dynamics of governance at a local level of spatial planning by looking at how decisions are made and primarily by which group(s). The study went on to investigate to what extent these different interests of these different interest groups were all incorporated into the main decision-making processes.

The data collection phase went smoothly as my connection with the town planning consultant who was involved in precinct plan worked to my advantage. Information was easily accessible and through this data collection phase, documents pertaining to the Bramley Precinct Plan were obtained. Furthermore the key stakeholders were contacted and interviewed to comment on their involvement in the participatory process of the precinct plan.

The research questions that were posed in the study set out to answer questions such as how have precinct plans been developed, maintained and enforced? ; how do the different stakeholders mainly, business owners, members of residents association and the City of Johannesburg metropolitan municipality, and developers, view the precinct plan? What are the main differences and points of contention? And who are the main interests groups that shaped the Bramley Precinct Plan, and how is power manifested within the negotiations between these different interest groups?

The questions were not answered to the extent that would have been anticipated, and possibly this points to further research that needs to take place as certain aspects were too broad for a study of this type. However, having said this, the study revealed many interesting dynamics with regards to issues of power and its manifestation in decision-making processes. It has been illustrated that although it is very difficult to monitor or measure how much power a certain stakeholder has, upgrading the level of participation for each stakeholder/ stakeholder group may affect the level of power that is perceived to have been gained. It was clear how the issues of unequal power manifested by looking at the process of formulating Precinct Plans and it is evident that these gaps may be narrowed by tackling issues of participation.

The theories and concepts discussed in both part one and part two of the literature review, exposed the link between the concepts of development control and governance and how the theory of power is used to understand the link. The literature illustrated that, decisions that are made in the decision-making processes where various stakeholders liaise, can only be adequately analysed and scrutinized by removing the nativity that exists around power dynamics. Furthermore development control can only be inclusive, fair and dynamic when decisions about spatial policy are made to include all whom the decision affects. Thus the link between governance and development control is made through the process of public participation and its various dynamics, as public participation, in the context of a precinct plan, has aspects of both governance and development control. The literature also revealed the importance of participation and participatory processes in bringing about inclusive development in the country post 1994. Thus the study's focus on participation.

This chapter will draw from the previous chapter and bring forth recommendations based on the analysis conducted. These recommendations will consist of policy amendments and framework transformation. The analysis in chapter five pointed out that the IDP policy that has been developed to produce more participatory and comprehensive spatial planning is not adequate in ensuring these aspects occur, mainly participation, at a local level of spatial planning and therefore these gaps need to be realised and revamped to ensure more participatory processes in spatial policy and spatial planning.

6.2 Implications for Urban Planning

The participatory turn in urban planning theory, which developed during the late 1970s and early 1980s, exposed the fact that Top-Down Urban planning is not beneficial to society as the people who have to live and interact with space would feel alienated from their surrounding as they have no bearing on the decisions made about their surroundings (Arnstein, 1969). What was rather needed was Bottom-Up approaches. This still holds true in current urban planning theory and theories surrounding participation have established great importance in spatial planning mechanisms and frameworks. The study has recognised that participatory processes have become very significant in the post-apartheid socio-economic policy making in order to deal with the prejudices and injustices of the past.

There is a clear link between creating the developmental state and spatial planning implications that come with that. Economic development cannot occur when roads and infrastructure are inadequate or in the absence of an affordable public transport system. Spatial aspects that are dealt with in urban planning have a direct impact on the development of the country as a whole thus this study aims to contribute to the further study of prioritising urban planning as a profession. Specifically prioritising that manner in which urban planning is conducted and practices and to reveal that these practices are only beneficial when different stakeholders partake in the decision making processes of urban planning. It is also important to note whether the theory reflects the practice of planning and the study tries to do this by looking at participatory policy such as IDP and how that accurately reflects what is being done in actual public participatory processes.

6.3 Recommendations

6.3.1 Precinct plan Participatory process

Drawing from the conclusion of the previous chapter, the analysis brought to light the gaps that exist in the process of formulating a precinct plan. In order to make the process more inclusive and in order to make sure that all relevant stakeholders have the power to make decisions and influence what is planned within their surroundings, all stakeholders need to be included from the phase of developing the draft of the plan and establishing the initial goals. Although not all stakeholders may have the professional knowledge to make informed choices as much as the consultants but the input of other stakeholders is important at a very early stage to

avoid the misconceptions and trust barriers that arise from only including their comments at a later stage (as mentioned in the previous chapter).

The formation of Representative frameworks and structures and how they are formed should be standardised and regulated. As mentioned in the previous chapter many dynamics arise when people self-appoint themselves as representatives all in the name of taking initiative. When such occurrences happen the agendas of these 'representatives' are not interrogated and this may result in the inaccurate representation of interests of the specific group that is being represented. This situation adds another layer of complexity to the already kaleidoscope of dynamics with regards to power and the access to power to make and affect decisions. It should be mandatory that every township have its own residents' association or discussion forum. It shouldn't only be relevant when spatial issues or security issues are at hand.

These representative framework should also consider and allow for leeway when it comes to various interests within a stakeholder group. Communities are formed by many other smaller sub-groups. Spatial policies and their participatory process components do not account for such deeper levels of difference and rather deal with the community's needs by labelling a large group as 'residents' for example. Deeper levels of participation need to be established to ensure inclusive spaces that appeal to their users. Spaces will only be significant to users when users of these spaces take an active role in making decisions in how it is formed.

The point was made in the previous chapter that spatial policy formulation and spatial planning becomes more exclusive at a regional, provincial and national scale. Although it would be difficult to have the type of involvement that is practiced at a precinct level, more inclusive policies and frameworks need to be introduced. The standard advertisement for comment in newspapers is not sufficient, this was evident in the case of the Gautrain, the Gautrain experienced backlash about its participatory process after it was implemented. Such situations need to be avoided in future and a way to eliminate or rather minimise the alienation that citizens experience is to thoroughly think about all the aspects of public participation and enhance the process to make decision making inclusive.

6.3.2 Spatial policy

Another point that was evident in the analysis is the disconnect between planning policy and planning practices

In the previous chapter an observation was made that although the consultant and developer have the access to information, the power ultimately lies in the municipal official's hands as he or she has the executive authority to make the final decision about approving the final plan. This may be seen as a flaw because the municipal official is not exposed to all the dynamics of a precinct planning process and thus is taking a decision that is not entirely well informed. As it stated in section (33) of The Constitution of South Africa executive authority is accountable for making decisions that are lawful; reasonable and procedurally fair. Specifically in order for the decision to be procedurally fair firstly the process must follow certain protocol and secondly all facts should be availed to the decision maker. Therefore in order for Just Administrative Action to take place, the exercise of executive powers at a local level should be aligned with the constitution. It should be mandatory that the municipal official is present at public participation meetings and not take base their decisions solely on what is handed to them at the end of the process.

Another point that was made in the previous chapter was that the presence of the municipal official and the effect of the municipal official having the executive authority sorts to balance out the power dynamics between residents and developers/ consultants, as the municipal official is representing the residents needs more than the developer's needs.

6.4 Conclusion

The research report has brought up interesting facts that were not evident in the beginning of the study. Although the study was looking at one specific dimension of participation in relation to development control, it uncovered a plethora of dynamics and challenges that exist. Challenges that exist because policy in place only scratches the surface of what is really needed in reality rather than what would work theoretically. The study, although not as in-depth as anticipated, did however reveal the contradictions that exist because of this gap between theory and practice. It has also revealed that there are different ways of looking at stakeholder engagement and that it involves more than just organising a labelled group and recording that they met for hours. Investigating how precinct plans account for

difference revealed that in actual fact spatial planning frameworks are not fully equipped to account for difference, Even though Precinct planning has more interactive elements, they are still not efficient to produce inclusive spaces that are significant to their users.

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Annexures

Interview transcripts

John Greve: developer that commissioned VBH to produce precinct plan

- 1) **The rationale behind the precinct plan:** they wanted to develop a few properties in the area adjacent to the M1 and were requested by council to rather do a full scale precinct plan for the whole Bramley neighbourhood to provide clarity to the residents about the new developments.
- 2) **The Issues that were faced during the process:** They were financial implications and time sensitive issues that arose with the proposed precinct plan as it was not expected initially the developers were only interested in developing a few properties adjacent to the M1 highway but were then requested to do a precinct plan. Additional money was spent and the marketability of the office spaces went down after the two years it took to get the precinct plan approved. The residents mainly brought up the issue of services and traffic in the area through the participatory process which was dealt with and incorporated into the precinct plan
- 3) **Was the precinct plan effective:** It was effective as the zoning rights were obtained although as mentioned before drawbacks were experienced with regard to the property market and the marketability of the offices after a two year delay?
- 4) **Were interests of different stakeholders equally represented:** Things were carefully considered to consider the long term implications of the developments for the residents and the area itself
- 5) **Any changes in the area that you have noticed:** there is a spill over effect from junction road into the 'residential core area' in the form of high density residential blocks

Nkateko Shipalana: Joburg City Council official that approved precinct plan

- 1) **The rationale behind the precinct plan:** The council had been receiving many applications in the Bramley for office and business developments which were

subsequently denied as they did not fall in line with the then spatial policy stipulated in the RSDF. These denied applications were taken to townships board to be appealed and subsequently approved on the basis of the traffic implication of those properties being adjacent to the M1 and the busy mobility spine of Corlett Drive. In addition to that there had been many home enterprises establishing themselves along Corlett Drive therefore the council decided that a precinct plan would provide more flexibility to allow for these uses and more clarity as to the extents of these developments as the residential quality needed to be maintained. In order to avoid this particular applicant from repeatedly going to the townships board to get approval the precinct plan was suggested as an overall solution to accommodating the dynamic change that was occurring

- 2) Why it was required for the developers to produce a precinct plan:** In order to allow formalise the change that was already occurring and provide clarity for the future use of the Bramley neighbourhood. It was basically a way of including the residents in the ongoing and earmarked developments of the area.
- 3) Has it affectively tackled problems in the area:** the plan dealt with controlling future developments and providing clarity as to what can occur where? It also dealt with the residents' concerns around services in the area and the traffic along Corlett Drive by widening the road. There were no objections to the precinct plan as all the needs that were raised by the residents were incorporated into the plan.
- 4) Were interests of different stakeholders equally represented:** It seems the core purpose of the precinct plan was allowed for the interests of the developers in conjunction with the residents' endorsement. From that one can deduce that all interests were taken into account in a more direct manner than what would occur for a spatial policy such as the SDF. Or RSDF.
- 5) Any changes in the area that you have noticed:** All questions about the current state should be addressed by Ayanda as Nkateko no longer is in charge of that area.
- 6) Issues with participatory process:** there was no formal residents association in the Bramley area therefore the council had to interact with a similar

community structure in place which was mainly focused on crime prevention issues in the neighbourhood. They were approached to act as representatives and to inform residents about town planning issues. Although it has been advised that a residents association be formed for future town planning issues that will arise amidst development pressures from the Melrose arch development.

Steve Baylis: Town planning consultant commissioned by developers to produce precinct plan

- 1) **Effective in what they set out to do:** Mainly this was done to fulfil the requirements of the City council to make it approvable

- 2) **Rationale for the Bramley Precinct Plan:** Well firstly let me explain the process, this New Order group, the developers had a number of in the area for offices type developments. Steve Jaspen was handling the rezonings. The council then put fourth that they want to implement a precinct plan in the area and Jaspen recommended that the New Order Group developers would be interested in such an endeavour as they had the finances to back such a project. Jaspen then suggested the New Order Group should work with VBH Town Planning as we had more experience with Precinct Plans. That when John Greve approached us and we took it from there.

- 3) **Problems during the participatory process:** There were various issues with regards to the participatory process in general but no one was against the plans as they provided clarity about the future of spaces in the Bramley Township. Naturally the residents were suspicious of us and the developers as we are portrayed in a negative sense so it took a while to get them to the table but once we had the ball rolling there weren't any further problems just negotiations to make sure that the plan was fully endorsed by the residents.

The only other problem was getting a hold of the residents to attend the meetings as there was a community structure in place rather than a residents association. Then again these types of plans are much more engaging with the community compared to the big scale developments such as your SDF's.

4) Effectively tackled the problem or is there room for improvement: The main issues investigated were the service and traffic issues and those were dealt with effectively, but I guess there is always room for improvement. The thing is these plan aren't as flexible as they should be in my eyes they are still too stringent in what can and cannot take place and thus illegal uses will continue as the plan don't factor in the dynamic changes that occur. It is used more like a blueprint rather than a guideline, and even though it is reviewed after five years not much changes.

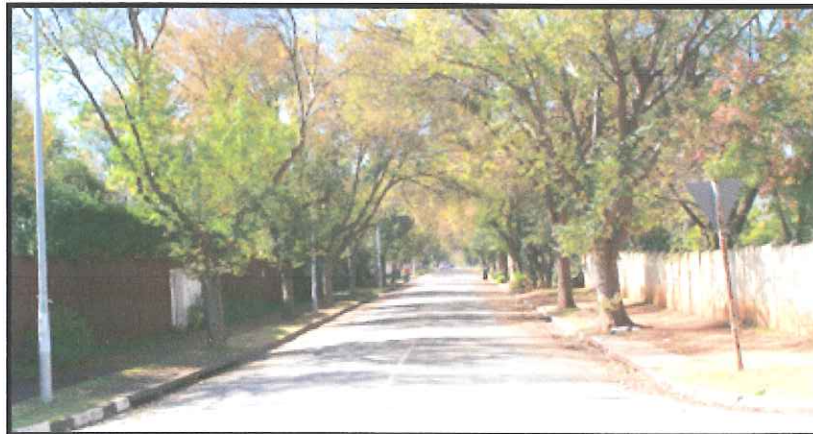
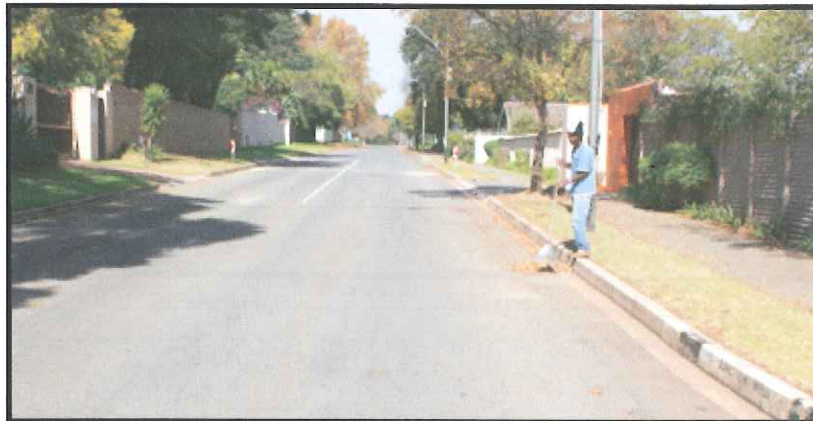
5) Interests of the residents and the business owners were equally represented: Home enterprise owners were taken as part of the residents; they were not viewed as separate groups. The provision for land rights for the home enterprises had already been catered to in the RSDF therefore it was not part of their mandate to get their endorsement.

SECTION 5: ANALYSIS OF PRECINCT

5.1 Sub areas in Precinct

The Precinct can be viewed as comprising four different parts:

- In the **core** residential part, the dwelling houses are generally maintained to a high standard and the area is characterised by well-kept gardens and sidewalks. The road reserves are well-maintained and lined with trees, which contributes to the environmental quality and ambience of the area.



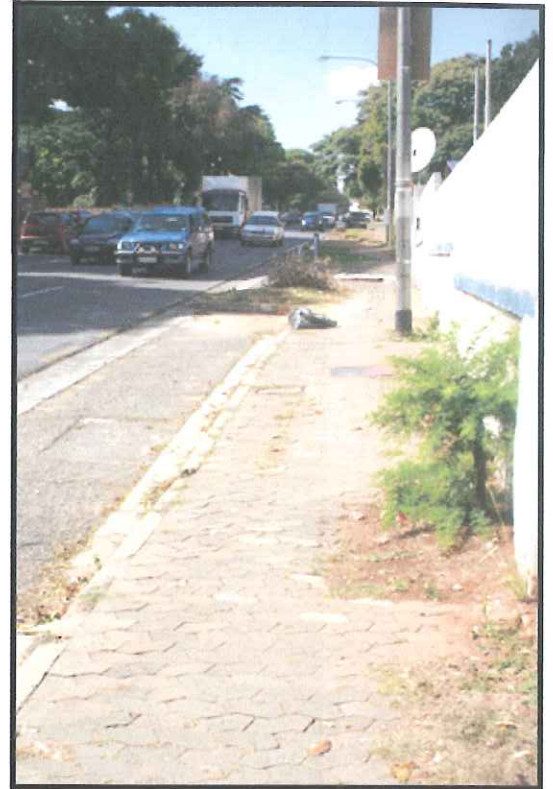
Environmental quality of the Precinct, 2009

However, within the core there are areas that show blighting, particularly the "Student Village" properties to the north of the Bramley Primary School. There are signs of rental occupation, illegal land usage, poor property maintenance, littering and illegal building works.



Properties situated north of the Bramley Primary School, 2009

- The properties situated near **Louis Botha Avenue** are a mix of business and residential uses, with some illegal uses. The interface between the business and residential area is poorly defined and negatively affected by business traffic through the residential area, objectionable uses, and poor maintenance of the public environment.
- The office and business uses, mostly in converted houses along **Corlett Drive**, occurs on both sides of the road and is diverse in character and appearance. Signage is a random selection of formal and informal styles. Fencing and walling are of various types and qualities. Access is generally directly off Corlett Drive into on-site parking.



Office and business uses next to Corlett Drive, 2009

- The area **between Junction Avenue and the M1** is in transition from a residential area to an office area, and there is significant development taking place. The outcome is intended to be a formal, mixed-use development with medium-rise office and residential buildings in a landscaped setting.

Areas of Concern in Bramley

Safety and security Issues

- Large numbers of pedestrians moving through the area and possible criminals disguised as pedestrians watching houses throughout the day.
- Easy escape for criminals from the precinct via Louis Botha Avenue.
- Illegal tenants in communes.

Possible initiatives

1. Re-direct pedestrian traffic to Corlett Drive by improving walkways.
2. Promote more policing in the area.
3. Restrict access onto Louis Botha Avenue from the precinct – close Forest Road at the top end.
4. More inter-neighbour contact and better community spirit.
5. Boost natural surveillance in the area by better communication and increased awareness.
6. Increased support for the security initiative in the area.
7. Community enforcement of commune control by the Residents Association.

Traffic issues

- Speeding along High Road causing a danger to residents and school children.
- Heavy through traffic of commercial vehicles – mainly High Road.
- Taxi through traffic at high and dangerous speeds – High, Homestead, Junction, Forest, Linden and Glen Roads.
- Traffic congestion in High and Linden Roads due to taxis dropping or picking up school children and insufficient parking.

Possible initiatives

1. Promote a traffic circle on intersection between High and Linden Roads.
2. Install traffic bumps at regular intervals along the affected roads, especially at the entrance to the precinct.

Engineering service

- Termination of services without sufficient warning.
- Lack of maintenance of existing structure.
- Pavements in a shocking condition.

Possible initiatives

1. Create an active and powerful Residents Association to engage with Council.

Illegal land use

- Illegal buildings, alterations and/or additions.
- Dumping on vacant stands – health and safety risk.
- Urban decay along Louis Botha Avenue, especially at the top end of Eden Road.
- Unkempt pavements and general disrepair of many houses.
- Lack of maintenance evident at Bramley Primary School and Student Village.
- Properties used as communes – safety, health and noise pollution risks.
- Businesses operating from residential properties.

Possible initiatives

1. Inform Land Use Control or Building Control section at Council of illegal use and/or illegal buildings.
2. Holding residents responsible for the sidewalks in front of their properties.
3. Maintaining houses and gardens in such good state that this communicates an alert and active occupancy of the premises.
4. Restrict and oppose commune development and strict adherence to by-laws.

Environment

- Filthy streets and pavements – dumping and littering.
- Felling of large and mature trees
- Fence at park on corner of Scott Street and Corlett Drive in bad disrepair.
- Pollution of power sub-station in Scott Street.
- Entrance to M1 and bridge under the Motorway polluted and filthy.

Possible initiatives

1. Create an active Residents Association to engage with Council and to initiate community action to clean up the area.
2. Get School and Student Village involved with keeping the suburb neat and tidy.
3. More participation and environmental awareness is needed from residents.
4. Felling of mature trees must be discouraged, and permission to do so must be obtained from Council in accordance with City by-laws.

4.3 Precinct Characteristics

The character of the Precinct is a product of various components such as:

4.3.1 Zoning and Title Deeds

The control of land use is mainly effected by application of the zoning and title deed restrictions.

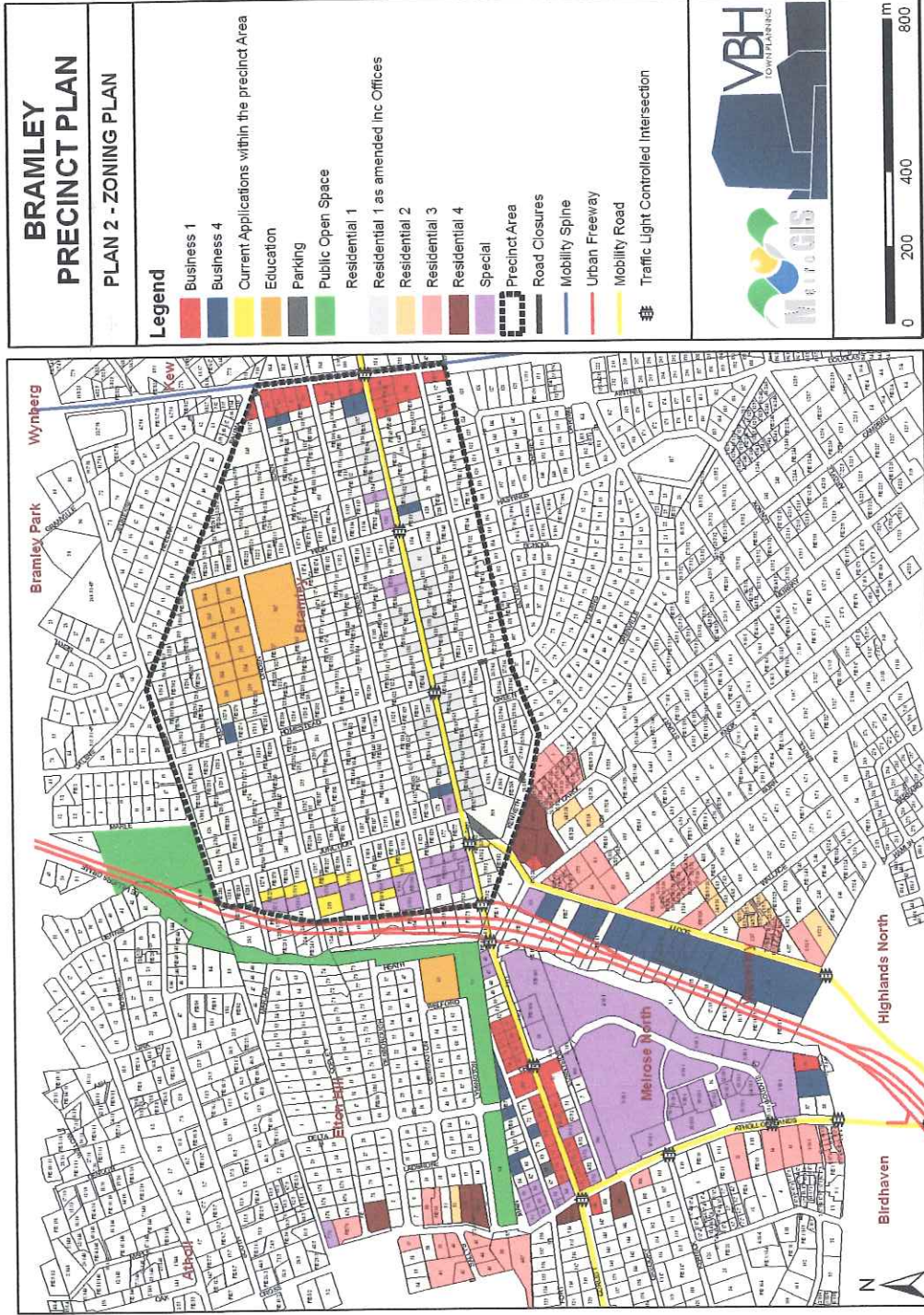
In the case of the **zoning**, the Johannesburg Town Planning Scheme 1979 applies to the area. The different zonings are reflected on Plan 2.

Approximately 404 of the approximately 500 surveyed erven in the Precinct are zoned Residential 1, making it the dominant zoning. The standard Residential 1 zoning allows dwelling houses to be erected to accommodate a single family and 4 guests. As a result, the density of development in the Precinct is fairly low. The Suburb Census Information from City of Johannesburg 2009 indicates that 1 593 people reside within the Precinct, at an approximate density of 15.6 people per hectare.

The zoning controls allow three storeys, a coverage of 50% for two storeys and 40% for three storeys, and sets a standard building line of 3m along street boundaries.

Some of the pertinent Town Planning Scheme clauses allow for the practice of an occupation that by the occupant of a dwelling subject to various limitations, the erection of two subsidiary dwelling units on a site, and the granting of consent for various additional uses, such as places of education, guest houses and the like.

The spread of rezonings from the original Residential 1 base is reflected on the zoning plan, and the impact is primarily along Corlett Drive, west of Junction Avenue, and along Louis Botha Avenue.



Plan 2 : Zoning Plan

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 (+ 27) 11 315 9908
 vbh@vbhplan.com

The two blocks of Educational zoning, depicted in orange, cover the Bramley Primary School and the Student Village.

There are also instances of existing applications for residential densification, either for Residential 2 or 3 zonings and/or subdivisions.

A list of the rezoning applications obtained from the City Council is attached as Annexure A.

The **title deed** conditions in the area are not generally restrictive.

4.3.2 Land Use

The land use profile in the Precinct has seen a change from predominantly single, detached dwelling houses on individual erven to office uses next to Corlett Drive, depicted in blue on Plan 3, and the development of an office and residential park between the M1 and Junction Road, depicted in light blue. There has also been expanded business development at the intersection of Corlett Drive and Louis Botha Avenue, depicted in red.

The information confirms that the Precinct is predominantly a single dwelling (low density) residential area.

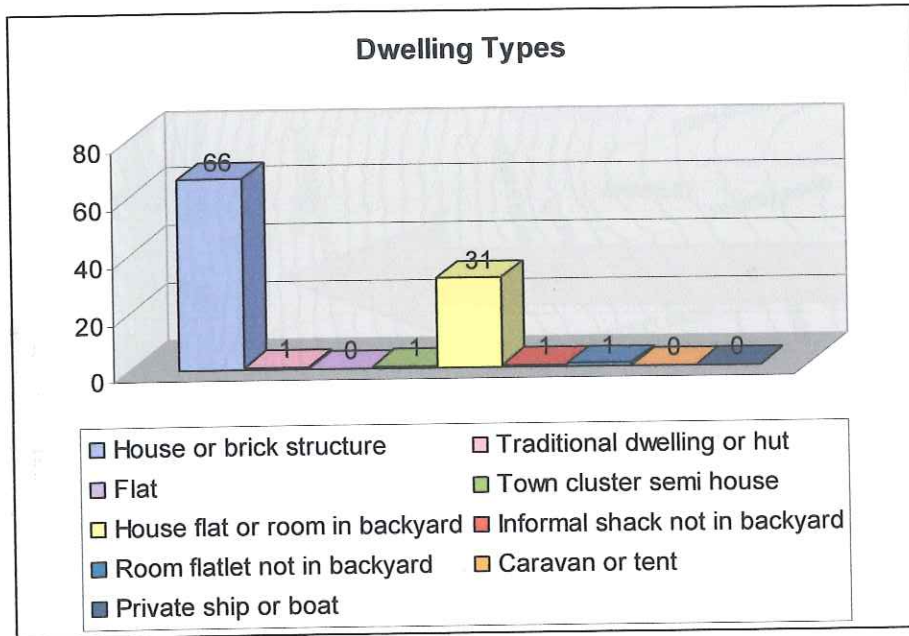


Figure 1 : Dwelling types, Suburb Census Information, Johannesburg GIS, 2009

4.3.5 Topography

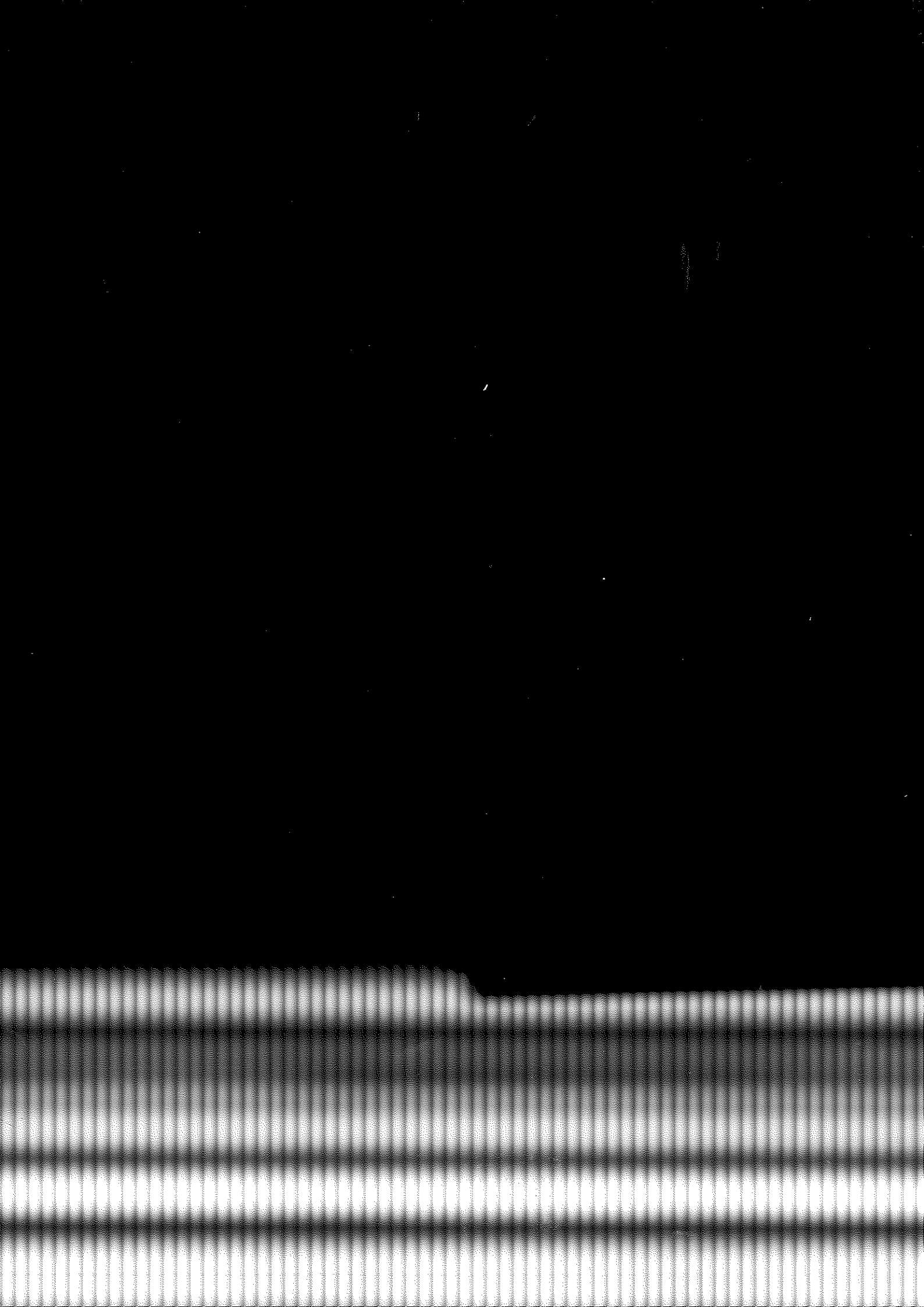
Regarding topography, the Precinct is on a western slope and falls 60m from its highest point in the south eastern corner, near Louis Botha Avenue, to its lowest point on the western boundary of the township, near the Sandspruit.

SECTION 9

COMMUNITY PARTICIPATION

The full participation process is listed under Section 3, Process. The primary mechanism that was used for the participation was three public participation meeting held on 18 June 2009, 6 August 2009 and 15 September 2009. The full record of the public meetings including the advertising, presentation and attendance register have been included in Annexure....

Meeting Date	Attended by	Advertising method
18 June 2009	19 people	Flyers handed out to each home Advertised in Local Newspaper
6 August 2009	13 people	Flyers handed out via post office and ADT
15 September 2009		Flyers handed out to each home Advertised in Local Newspaper Notices places in area



Erica

From: Richard Strachan [R.Strachan@senet.co.za]
Sent: 04 September 2009 13:47
To: 'John Greve'; dfberry@telkomsa.net; 'Erica van Jaarsveld'; 'Steve'
Cc: 'Brad Williams'; 'Diane Binns'
Subject: RE: Agenda of meeting on 16 September 2009.

Good Afternoon John,

As an interested and affected party through owning my house in the suburb of Bramley I have attended both public meetings held at the Bramley School and have followed with interest the efforts of Dave Berry to galvanise the suburb into some form of participation as opposed to abdication. I have also attended all the meetings held regarding safety initiatives in the suburb which were spearheaded by Sean Bradley. I am also a Project Manager handling projects of anywhere between 50 and 2000 million US dollars so I can appreciate that a precinct plan is really not part of your core business activities.

Without doubt the request from the council that your consortium draw up a precinct plan for Bramley is a bonus for the Bramley Property Owners as a precinct plan will prevent ad hoc developments which are the quickest way of changing irreversibly any established suburb. In addition I very much doubt that it would be possible to motivate the stakeholders in Bramley to carry out such an exercise without outside assistance.

One problem is that the Bramley Residents Association seemed to disappear somewhere around 2004 and therefore there is no person or persons in a position to represent the interests of the residents. Sean Bradley took on the initiative with the Security issues and Dave Berry is attempting to do the same with the precinct planning. However, neither has a mandate from the residents. Key to any closure on the issue must be that the interested and affected parties to any development in Bramley have to agree to a person or persons (who might even be a third party) mandated to represent them and I think this must be key to the meeting to be held on September 15th. I think it would also be beneficial for you to nominate one or more contacts within your consortium and your subcontractor VBH as contact persons to avoid proliferation of any e-mail correspondence.

A further problem is that Bramley is a suburb that for various reasons is vastly underpriced and therefore a major opportunity for the smaller property developers who I am sure are already becoming involved in the neighbourhood. It is for this reason that the development of the precinct plan should be concluded as speedily as possible whilst still following due process. It is probably also the reason that long standing residents of Bramley feel a little uncomfortable with the concept of someone drawing up a precinct plan on their behalf. Certainly from my viewpoint I was extremely disturbed when at the last public meeting a plan was put up on the overhead projector by Steve of VBH that showed the option giving the maximum densification of the suburb which would have in effect halved the size of the area utilised for conventional housing in the suburb.

I think that key to closing off this whole process must be the full opportunity for all residents to have their chance to input into the process. Whether or not they become involved is relatively unimportant – due process is that at least they were given a chance. One possible vehicle for this could be for the final draft of the precinct plan to be made available for a period of two weeks at a place such as the local library for public viewing and comment prior to finalisation. Then there can be no arguments regarding the transparency of the whole operation.

A further comment is that people are generally unaware of the process of precinct planning and the only references I have seen on the internet have made reference to either Rosebank or Sandton precinct plans both of which indicate substantial densification. Is there not some reference site or documents regarding precinct planning so that interested and affected parties can at least be a little better informed?

2009/09/04

The above comments are purely my personal opinions and it is my hope that in some way they contribute to mapping the way forward.

Best Regards,
Richard Strachan.
Eden Road, Bramley.

From: John Greve [mailto:John@devcon.co.za]
Sent: 04 September 2009 12:13 PM
To: dfberry@telkomsa.net; Erica van Jaarsveld; 'Steve'
Cc: 'Richard Strachan'; 'Brad Williams'; Diane Binns
Subject: Re: Agenda of meeting on 16 September 2009.

Dear David

Regarding the proposed Bramley Precinct plan , in good faith we had previously been dealing with a group of people through Sean Bradley and Di Binns who purported to represent the Bramley Residents Association in security and other residents matters

Have you now formed a new Bramley Residents Association and are you speaking with their backing?

New Order Investments no 2 (Pty) Ltd is the development company of the Waverley Office Park and , at the request of the council are spending valuable time , money and effort to propose a viable solution to uplift the Bramley area with controlled rezoning procedures, so that residents can have a clearer picture of where they stand in the overall plan , rather than have indiscriminate rezonings in the future

We would rather not be doing this precinct plan and just get on with developing our office park , however we have undertaken to do so and must continue the process.

I urge you to stop thinking of us as the bad guys with hidden agendas and if the residents are really unhappy , of course the plan can be amended. However , how much more time , money and effort should we be required to put into something that should be to the benefit and upliftment of Bramley as a whole

Regards
John Greve

----- Original Message -----

From: David Berry
To: Erica van Jaarsveld ; 'Steve'
Cc: 'Richard Strachan' ; 'Brad Williams' ; 'John Greve'
Sent: Friday, September 04, 2009 9:23 AM
Subject: Agenda of meeting on 16 September 2009.

Dear Erica and Steve,

Thank you so much for making quite sure this time that I am invited to attend the next meeting. Please note, though, that the flyer that I got was merely placed through my driveway gate and it was definitely not put in my letter-box. It was only per chance that I received it while picking up papers that regularly and irritatingly get blown into our property by the wind. I did get your invitational e-mail, though, so you can rest assured that I have been notified and will be attending.

I think that you are aware that I have made it my duty to raise the general awareness about your proposed Precinct Plan in the suburb of Bramley, and I have also tried to get more people to attend future meetings. In doing so, I also put out a questionnaire to the residents, and we would now ask for the chance to put forward the respondents' highly significant and crucial view-points, the weight and power of this combined voice being more than considerable.

My being cerebral palsied, and unable to speak with gusto and clarity, clearly negates my speaking personally at the meeting. However, Brad Williams (also a concerned and worried property owner in Bramley), has kindly consented to speak on my behalf for the residents. I will be collating the responses into meaningful and powerful statistics, and we, as a highly significant number of combined Bramley rate-payers, wish to respond to points made in previous meetings and will be possibly putting forward a motion

2009/09/04

to be voted on.

We ask that this be added to the Agenda and we trust that no "dirty" tactics like changing the date or time will be attempted.

Sincerely,

David Berry

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Thank you.

Dear Residents,

In order to clarify matters, it was felt that a further leaflet needed to be distributed to all households in Bramley giving details of what has occurred regarding the Precinct Plan and matters arising out of our recent public participation meetings on the matter.

Recent History:

1. A development consortium bought out the rights to develop an office complex between Junction Road and the N1 highway (between Corlett Drive and Glen Road). Planning permission had been granted for this despite opposition by the residents of Bramley.
2. This development consortium needed to draw up a development plan for that area of Bramley.
3. The council requested that the developers extend the area in question and that they draw up a precinct plan for the whole of Bramley.
4. A precinct plan is a document drawn up for a suburb that is registered, approved and kept by the Council. It forms the detail of the Metropolitan and Regional Spatial Development Framework plans that are prepared by Council. The precinct plans are normally drawn up by Residents Associations at their own cost.
5. The developers requested that VBH Town Planning draw up this plan for them.
6. In the absence of a body such as a Bramley Residents Association, VBH called a public meeting to explain the process to interested residents.
7. VBH then held a second public meeting to present their proposed plan.
8. At both the first and the second meetings, the plan presented indicated that Silwood Road, Forest Road and Junction Road could be opened up for high density housing development at 30 to 50 dwelling units per hectare. In the areas that were proposed for densification, it would mean a three to fivefold increase in the number of dwelling units.
9. This caused some consternation among certain residents and David Berry, an owner/resident of his property in Bramley for 20 years, determined to raise awareness of the possible degradation of the suburb through densification and related factors. He also drew up and circulated a questionnaire to all houses in the area to try and ascertain the true views of residents.
10. The questionnaire indicated almost unanimous (99%) opposition to the proposed development plan as proposed. At this stage Brad Williams and Richard Strachan assisted David in planning the way forward.
11. Taking the 100 or so responses that we got back, we took this as a mandate to at least discuss the planned development of Bramley with the developers and VBH on behalf of the residents.
12. These discussions resulted in a new proposed precinct plan which preserves the suburb as is, reducing the possibility of ad hoc re-zoning and/or development in Bramley other than what has taken place already.
13. The recent existing development basically equates to the new office block between the M1 highway and Junction Road (between Corlett Drive and Glen Road), the possibility of re-zoning properties on either side of Corlett Drive for home enterprises and/or moderately high-density housing development, and the properties abutting Louis Botha as a mixed-use development area.
14. This plan was presented to the open public meeting at Bramley Primary School on the 15th of September and was accepted unanimously in principal.

Please Note:

1. A precinct plan is a guide to future land use planning decisions in an area and becomes Council policy for that area. It is subject to review after three years.
2. The greater regional plans drawn up by Province show a strong desire to develop high density population areas on all major routes and the overall guideline for all precinct plans is for densification.
3. For areas such as Rosebank and parts of Sandton, there are precinct plans already submitted and approved that now have multi-storey blocks of flats proposed because of their proximity to Gautrain station and the BRT route (Bus rapid Transport System).
4. Having studied plans for the Gautrain and the BRT, neither Corlett Drive nor Louis Botha Avenue will undergo any changes for these new services and therefore there is much less pressure for densification of the suburb.
5. This therefore gives us, the residents of Bramley, the opportunity to present a precinct plan that retains our suburb largely as presently developed.
6. Once the precinct plan is submitted and approved, the plan in itself prevents indiscriminate developments in the suburb and therefore protects us as residents.
7. It is vital that we have a precinct plan and, the better the resident input into this plan is, the better the credibility and the harder it will be for third parties to change it.
8. Existing re-zonings and/or land use changes will not be affected by this precinct plan
9. VBH have now formalized this precinct plan as attached.

The Way Forward:

1. In order to facilitate matters, it has been decided that the public viewing of the new proposed precinct plan, as suggested in the meeting, will not take place and that a copy of the plan will be distributed with this leaflet to allow for ease of perusal. Any comment and/or input on the issue would be welcomed and noted, and I can be contacted per e-mail at dfberry@telkomsa.net.
2. With an approved Bramley Precinct Plan and more participation by residents, we intend to preserve and better our lovely suburb in every possible way
3. We urgently need to form an effective Residents Association and need an active and responsible Chairperson, with community-minded people to assist him in this role.

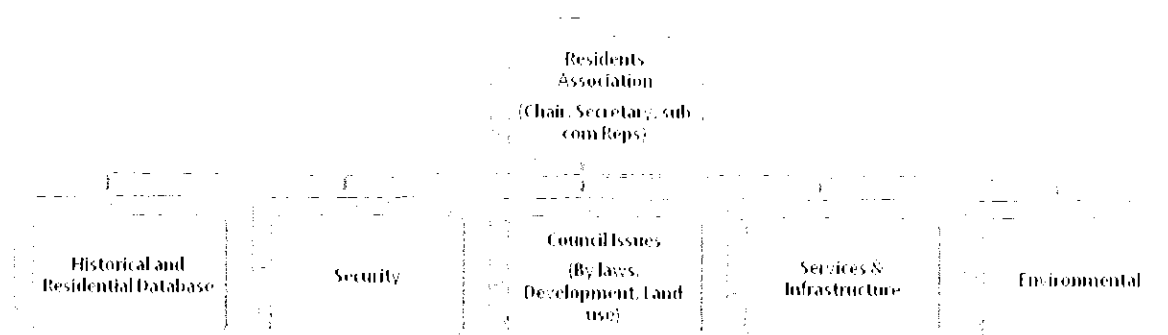
Yours faithfully

David Berry
Richard Strachan
Bradley Williams

The Intended Formation of a Bramley Residents Association

The need for a powerful, active and responsible Residents Association in Bramley is obvious. We desperately require a body that has the mandate to speak and act on behalf of the community, especially in matters such as the precinct plan, security, traffic matters, the environment, etc, and this correspondence calls for community-minded people to step forward and get involved with the newly to be formed body.

What has been suggested is the following:



So, if you are interested in playing an active and very responsible role in the Bramley community and

- a. You are a Home Owner in Bramley
- b. You have been a resident for at least 5 years in Bramley
- c. You have suitable qualifications or knowledge for such responsibility
- d. You have time available for such duties
- e. You are willing to do such work for no payment – just satisfaction

Then we ask you to either indicate your willingness to stand for such a body by contacting me, Dave Berry, per e-mail on dfberry@telkomsa.net giving your credentials and preferences.

THIS IS OUR SUBURB AND OUR FUTURE...

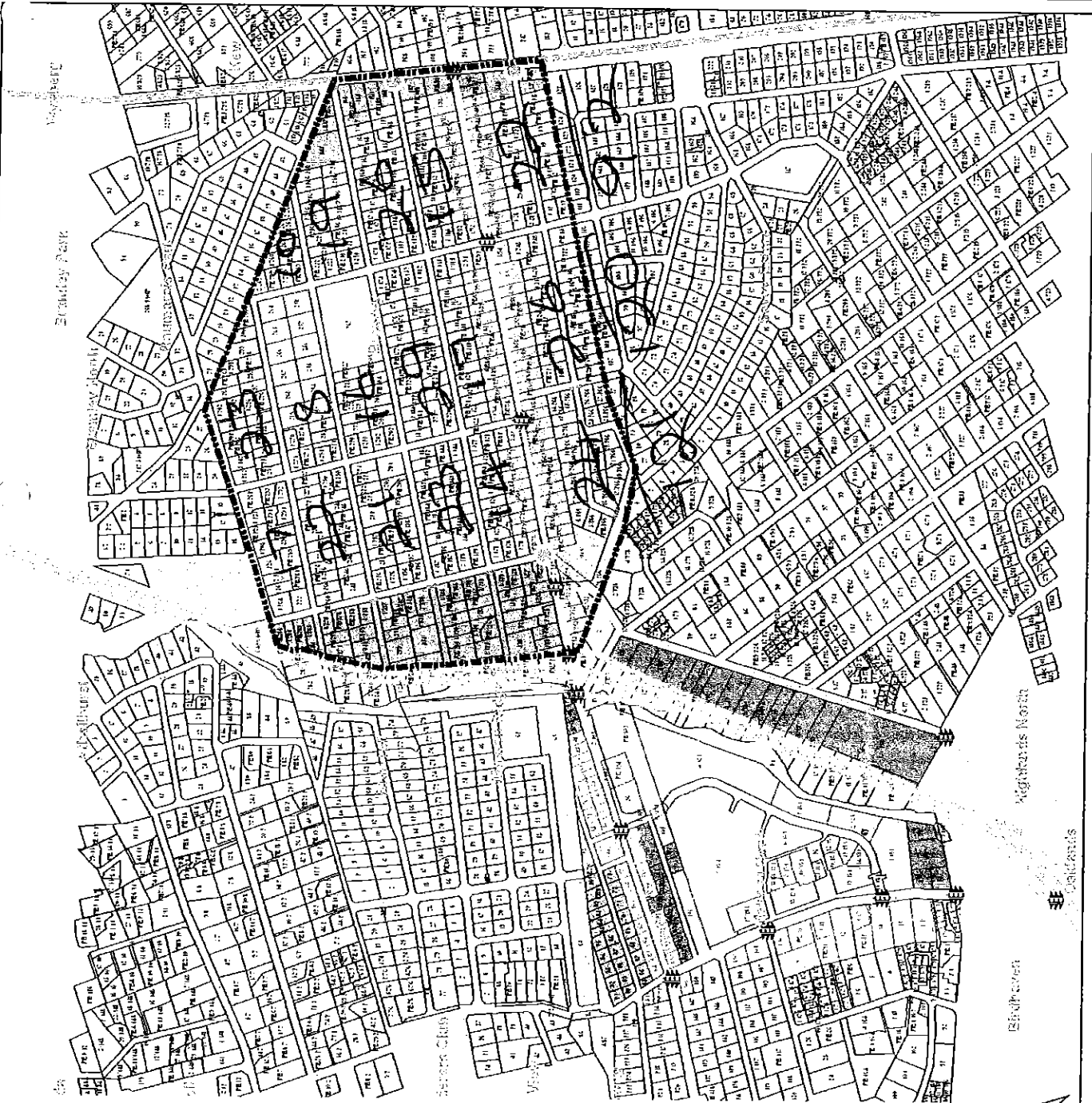
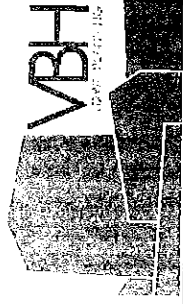
BRAMBLEY PRECINCT PLAN

PLAN 6 - BRAMBLEY PRECINCT PLAN

Legend

- Business 1
- Business 4
- Home Enterprises or Residential 30-50du/ha
- Melrose Arch Special Zoning
- Mixed Uses
- Open Space and Parks
- Residential 4
- Residential 60du/ha
- Residential(10du/ha)
- Education
- Precinct Area
- Urban Freeway
- Mobility Spine
- Mobility Road
- Road_Closures
- Traffic Calming measures
- Traffic Light Controlled Intersection

121
120
92
333



Name: PERCENTAGES OF TOTAL
 Street Name and Number: _____

Questionnaire : Proposed Bramley Precinct Plan (Insert an X for Yes or No)		Yes	No	
1	Have you personally been consulted on the proposed Bramley "Precinct Plan" by VBH town planning consultants?	1	98	?
2	Do you believe that the area needs residential densification with commercial development?	4	95	1
3	In your opinion, what are the most important factors that would improve the quality of life of Bramley residents?			
	Preserving the leafy and green nature of Bramley	94	2	4
	Home owners peace of mind & Privacy	96	2	2
	Reduction of Traffic Congestion	89	4	7
	Reducing transient pedestrians moving through the area	88	5	7
	Reducing Taxis shortcutting through the area	89	5	6
4	What is, in your opinion, are the greatest contributors to crime and insecurity in the area?			
	Transient pedestrians moving freely through the area	79	8	13
	Free Access to Louis Botha Avenue and Alexandra	90	2	8
	Multiple Access points to the Area	89	4	7
	Thoroughfare traffic and transient pedestrians moving through the area	81	5	14
	Potential Transient Construction workers working in the area	85	4	11
5	Do you believe that the proposal by VBH town planning consultants addresses the needs of the Bramley community?	1	99	
6	Do you know who VBH Town Planning Consultants are acting on behalf of?	3	97	
	If yes, please indicate who:			
	Please forward this questionnaire to any other property owner or lease holder within the area for return to myself at dfberry@telkomsa.net or at 32 High Road, Bramley			

Any further comment would be greatly appreciated.



City of Johannesburg
Johannesburg Roads Agency

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www.joburg.org.za



Tel: (011) 298-5059
Fax: (011) 298-5066

Ref: 17/8/B26
J. Monteiro

VBH Town Planning
P. O. Box 3645
Halfway House
1685

Date: 13 May 2010

Fax: (011) 805-1411

Attention: Ms Erica van Jaarsveld

Sir,

BRAMLEY PRECINCT: PROPOSED PLAN

Your letter dated 29 March 2010, and attached Bramley Precinct Plan, received on the 30 March 2010, has reference.

Before the JRA can comment on the proposed Precinct Plan, a traffic model is to be undertaken by Professional Traffic Engineers, taking into account the proposed new densities and town planning controls.

Upon receiving this information, will the JRA be in a position in approving your Precinct Plan.

Should you have any further queries, please contact Mr. J. Monteiro at tel no: (011) 298-5059.

Yours faithfully

pp Manager: Development Control
jm/ms



City of Johannesburg
Johannesburg Roads Agency

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Fax: (011) 298-5066

Ref: 17/8/B26
J. Monteiro

Arup Transport Planning
Postnet Suite No: 93
Private Bag x1
Melrose Arch
2076

Date: 26 August 2010

Fax: 086 674 8514

Attention: Ms. M. Gilbert

Sir,

BRAMLEY PRECINCT PLAN: TRAFFIC IMPACT STATEMENT

Your letter dated 03 August 2010, and attached Traffic Impact Statement, received on the 12 August 2010, has reference.

The above mentioned Traffic Impact Statement is hereby approved.

Should you required any information, please contact Mr. J. Monteiro at tel no: (011) 298-5059.

Yours faithfully

pp Manager Director
jm/ms

Directors:
Chairman: K Shubane, Managing Director: DG Maseko Non-Executive Directors: Adv. D Block, Dr Wlt Nyabozo, FCrowley, X Hloma,
M Malunga, F Matabane, L Brenner, M Simolane, K Mhunyane Company Secretary: Ilza de Wol
Registration No. 2000/028993/07

Service Level Agreement

Department	Comment	Response
<p>Environmental Management Maishe Makwela (011) 587 4237</p>	<p>The plan makes reference to the environmental challenges though they are not mentioned and mitigation proposed thereof. Environmental challenges faced by the proposed Precinct Area including mitigation/strategies proposed for addressing them must be included in the proposed plan.</p> <p>The proposed strategies relating to densification, movement, transport and creating sustainable neighborhoods are adequate and relevant.</p> <p>The public participation process was adequately conducted as per GDARD requirements.</p> <p>Recommendations: Environmental challenges faced by the Precinct Area must be included and deliberated in the proposed Precinct Plan.</p> <p>Proposed mitigation/strategies to address the environmental challenges must also be included in the proposed Precinct Plan.</p>	<p>- Poor maintenance of the public environment</p> <p>- Site next to Louis Botha Avenue</p> <p>- Illegal land use</p> <p>- Poor property maintenance</p> <p>- Littering and illegal building works</p> <p>Proposed mitigation strategies p42</p> <p>lists - proactive</p>

<p>Johannesburg Roads Agency J Monteiro (011) 298 5059</p>	<p>Before JRA can comment on the proposed plan, a traffic model is to be undertaken by a Professional Traffic Engineer, taking into account the proposed new densities and town planning controls.</p>	
<p>Johannesburg Water Xolani Mtuze Xolani.mtuze@jwater.co.za</p>	<p>The proposed development is located within the Randjieslaagte Reservoir Water District. This Water District is supplied by the 91 Ml reservoir. The reservoir has enough storage and will be able to support the envisaged rezoning.</p> <p>Water</p> <p>The hydraulic model for the Water District on JW IMQS shows that the area of concern experiences static pressures between 40 – 90m and peak pressures between 40 – 80m. These pressures are high enough to support Residential III type of housing proposed in the Precinct Plan.</p> <p>Sewer</p> <p>The development is located in the Cydna Basin. The hydraulic model for the basin on JW IMQS indicated that the sewers have relative spare</p>	

	<p>capacity above 60 %. Therefore the sewers will be able to accommodate the anticipated additional flow.</p> <p>Please note that although the above comments are in favour of the proposed development, they don't constitute approval of the development. The developer is still required to submit an Outline Scheme Report for JW to formally approve the development.</p>	
<p>City Power Yumna Sheik (011) 490 7304</p>	<p>Need to follow up on 10 June 2010 for comments</p>	
<p>Regional Manager: Programme and Strategy-Region E Tiisetso Mphenyeke (011) 582 1471</p>	<p>Happy with the precinct plan</p>	
<p>Deputy Director: Housing Policy and Research Zunaid Khan (011) 018 6773</p>	<p>As such I did not find the proposal containing much contention for the city's policies on housing or the housing departments intended outcomes. The following came to mind during the document: · The proposed increased densities in the areas specified and along the arterials specified will bode</p>	

	<p>well for the neighborhood</p> <ul style="list-style-type: none"> The issue of services is most critical and to avoid incurring the problems other neighborhoods have experienced, I would suggest a thorough investigation with the MOE's responsible for such services and the exact increases in capacity be determined and the precinct plan be defined in such accordance The issue of access to non residential activities along the arterials designated for mixed land use be more defined as one note suggests a limiting or no more direct access of these arterials to avoid traffic congestion which would imply access to be from residential streets, but further in the document it states that access for such non residential uses not be allowed off residential streets. It needs clarity other than the comments above I could not find any further contention within the Bramley Precinct Plan. 	

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2457-Comment summary

TRAFFIC IMPACT STATEMENT

Bramley Precinct Plan

1 Introduction

This note is a traffic review of the Bramley Precinct Plan that was submitted by VBH Town Planning in 2009. The purpose of this traffic statement is to assess the possible traffic impact that the proposed land-uses could have on the road network. The land use profile in the Precinct has seen a change from predominantly single detached dwelling houses on individual erven to office uses along Corlett Drive. The purpose of the traffic impact statement is to propose a workable solution for upgrading Corlett Drive to accommodate the planned land-use along the route. The section of Corlett Drive is between the M1 Motorway to the intersection of Louis Botha Avenue.

Corlett Drive is a four lane road with a median at some places along the route. It has an interchange with the M1 Motorway. It carries high volumes of traffic during the AM and PM peaks. In the morning the peak direction is westbound towards the M1 and in the afternoon the peak is eastwards.

2 Traffic Impact

The following potential trips that can be generated by the land-use along Corlett Drive were based on the Precinct Plan. The area between Junction Avenue and the M1 is in transition from a residential area to an office area and when fully developed has a possibility of adding up to 1000 trips to the road network. Further along Corlett Drive the potential land-uses that is allowed for is for either office developments or residential units. The first scenario, being office developments, can generate up to 890 trips. The second scenario is residential units which can generate a maximum of 650 trips. It can be seen that the land-use potential along Corlett Drive could add a substantial amount of trips to the system which would require that Corlett Drive is at least a four lane road. The various erven along Corlett Drive could be developed separately and would require direct access from Corlett Drive. This would require a median to be constructed on Corlett Drive so that access to the different properties can be restricted to left-in / left-out accesses. It is recommended that turning lanes be provided at the main intersections, therefore a 5m median is required. The proposed layout for Corlett Drive is attached in Figure 1. The drawing also indicates the proposed cross-section needed for the future Corlett Drive.

To ensure that the space needed to upgrade Corlett Drive to a four-lane divided road a 25m road reserve is required. The existing road reserve is generally 15,74m and needs to be widened by 4,63m on either side. The granting of future land rights should therefore require servitudes to achieve a road reserve of 25m.

3 Traffic Calming

The Bramley Precinct Plan includes a variety of land uses which could require some traffic calming measures especially around the schools. A warrant study has to be done before traffic calming measures are constructed in the suburb. From a traffic engineering perspective, mini-circles are usually more efficient than speed humps.

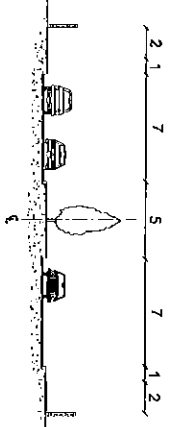
4 Summary and Recommendations

The aim of this study was to support the Bramley Precinct Plan. The following comments apply:

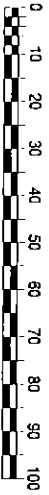
- The impact of the precinct plan on Corlett Drive has been investigated.
- Corlett Drive is a four lane road and has an interchange with the M1 Motorway.

- The proposed development along Corlett Drive could generate up to 1000 trips.
- Corlett Drive should be upgraded to a four lane road with a 5m median.
- The road reserve on Corlett Drive should allow for turning lanes to be provided at the main intersections.
- The granting of future land rights should require servitudes to achieve a road reserve of 25m.
- Access to the different properties will be a left-in / left-out access.
- A warrant study has to be done before traffic calming measures are constructed in the suburb.

Provided that the above recommendations are adhered to, the proposed Bramley Precinct Plan can be supported from a traffic engineering perspective.

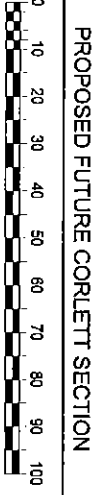
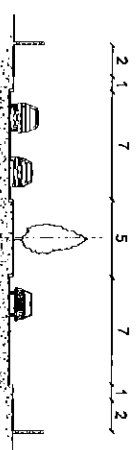


PROPOSED FUTURE CORLETT SECTION



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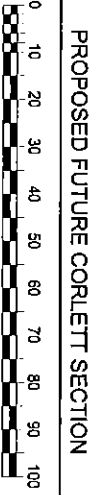
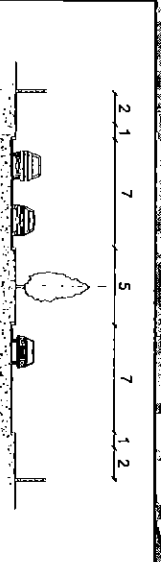
Project		Bramley Precinct	
Title	Corlett Drive Future Layout - Sheet 1		
Date	22-07-2010	Sc	N.T.S.
Project No	181950-08	Rev No	01
Figure No	01		



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Project				
Bramley Precinct				
Title	Corlett Drive Future Layout - Sheet 2			
Date	Scale	Project No	Rev No	Figure No
22-07-2010	N.T.S.	181950-06	01	02



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Project		Bramley Precinct	
Title	Corlett Drive Future Layout - Sheet 3		
Date	22-07-2010	Scale	N.T.S.
Project No	181950-06	Rev No	01
Figure No	03		

SECTION 7: PRECINCT PLAN PROPOSALS

7.1 Planning Vision

The following represents the development **Vision** for the Precinct:

"To promote a sustainable, safe, and good quality community environment for residents and businesses in the area through ongoing engagement with authorities and community members in terms of the Precinct Plan."

7.2 Goals and Objectives

The **Goals** are:

- Improved land use management
- Improved community involvement
- Improved security
- Improved traffic management
- Promotion of a sustainable, good quality environment

The **Objectives** are:

- Define the development objective for the Precinct
- Align the land use management controls with the objective
- Establish a Bramley Residents' Association to promote communication between the community and relevant Council Officials
- Reduce crime within the area by supporting the Safety Initiative in the Bramley Township
- Improve traffic movement and management
- Promote a better quality neighbourhood

7.3 The Precinct Plan

7.3.1 General

The Precinct Plan reflects the responses to the vision, goals and objectives raised through the analysis of the area, the City's strategies, and the community inputs.

The Precinct Plan comprises:

- The **Precinct Plan** (Plan 6) that reflects the main elements of land use, the movement routes, areas of densification and provides a reference for planning proposals that follow, and
- The **Land Use** section that summarizes the development objective, the proposed interventions, and the guidelines for the interventions.

7.3.2 Proposed Interventions

Along Corlett Drive

Rationale:

The long-established and Council-supported trend towards home offices and small scale offices on even abutting Corlett Drive is accepted. The possibility of increased residential densities is also encouraged to support future public transport initiatives along Corlett Drive.

Land Use:

The Precinct Plan supports the current RSDF proposal for Large Scale Home Enterprises in existing houses, new offices, and higher residential densities of 30-50 dwelling units per hectare next to Corlett Drive.

Development Controls:

Definition: A Large Scale Home Enterprise is an enterprise operated out of an existing house, with no residential component retained.

Floor Area: In the case of a Large Scale Home Enterprise, the floor area of the existing house plus 10% is permissible. For new office development a maximum floor area ratio of 0.3 is permissible. For dwelling units a floor area ratio of 0.6 is permissible.

Height: 2 storeys; provided that buildings containing dwelling units may be 3 storeys.

Parking and Access: Parking provision as per the town planning scheme. Access to non- residential uses may not be from residential streets in the core area.

Residential density: 30 to 50 du/ha

Special considerations:

- Availability of engineering services.
- Increased residential densities are subject to sufficient motivation in terms of the RSDF design guidelines (a critical assessment of the adjacent properties in terms of height, orientation, and privacy; and the natural features and topography on and around the site), consolidation of erven to a minimum of 2974m², and a site development plan.
- For Large Scale Home Enterprises and offices, a site development plan is required (with specific attention to the walling and signage proposed).
- Provision for a 4.63m road widening on the Corlett Drive frontage.

The area bounded by the M1, Junction Road and Corlett Drive

Rationale:

The enclave defined by the M1, Junction Road and Corlett Drive is proposed for mixed-use development (offices and ancillary uses, and dwelling units).

With regard to offices, the first applications for office rights in this area have been approved (for offices with a floor area ratio of 0.5, a coverage of 50%, and a height of 4 storeys), and an office block at the southern edge of the area is under construction. The potential floor area for offices in the enclave would be about 30 000m².

The accessibility and visibility of the area from the M1 and Corlett Drive underpin the extent and magnitude of the office development. The development is consistent with the trend towards offices along Scott Street to the south and will form a self-contained enclave with access off the Scott Street/ Corlett Drive intersection.

The fall of the land towards the M1 allows for an increase in the potential heights of buildings from three storeys along the sensitive Junction Road edge of the enclave to five storeys on the M1 frontage.

The land use is also aligned with the City's North-South Corridor initiative, in terms of which densification and promotion of economic growth in the development corridor to Tshwane is supported.

The closure of the roads west of Junction Road is supported, to ensure that non-residential traffic from the mixed-use area does not enter or leave via the residential road network, but via Scott Street.

With regard to residential uses, and in order to try and ensure a mix of work and residential uses in the enclave, the Council has requested that the area east of

Scott Street extension, and situated between Forest and Kelvin Roads and including the area to the north of Kelvin Road, should be earmarked for higher density residential use. The proposed density is between 50 and 70 du/ha, and the height of buildings is proposed at 3 storeys. The limited size of the individual erven necessitates their consolidation into sites of 2974m² or larger in order to create viable development options, while access onto Junction Road would be allowed.

It is recommended that the above proposals be reviewed after three years in the light of development in the enclave.

Land Use:

Offices and ancillary uses, and residential uses.

Development Controls:

Floor area: The proposed floor area ratio for offices is 0.5.

Height: 3 storeys on Junction Road increasing to five storeys along the M1.

Parking and access: Parking provision as per the town planning scheme. Access to office uses will be from Scott Street extension. Roads west of Junction Road are to be closed, provided that accesses to existing residential properties are not compromised. Residential developments may have direct access off Junction Road.

Residential density: 50 to 70 du/ha

Special considerations:

- Availability of engineering services.
- Development along Junction Road is subject to motivation in terms of the RSDf design guidelines (a critical assessment of the properties across Junction Road in terms of height, orientation, and privacy; and the natural

features and topography on and around the site), and a site development plan, to ensure a managed transition from the new development area to the core area across Junction Road.

- Consolidation of erven to a minimum site area of 2974m² for higher density residential purposes.
- A building line of 8 metres to the west of Junction Road.
- A site development plan is required (with specific attention to the walling, landscaping and signage along Junction Road).

Along Louis Botha Avenue

Rationale:

It is proposed that the current RSDF guidelines be retained and that mixed-use development (including higher density residential uses of 70-90 du/ha) be permitted two erven deep next to Louis Botha Avenue. The ribbon development along the Mobility Spine is generally zoned Business 1.

This interface with the Mobility Spine is in need of upliftment and steps must be taken to eliminate illegal land uses between Corlett Drive and Rauma Avenue.

The proximity to a future public transport routes along Louis Botha Avenue and Corlett Drive and the need to create added investment potential suggests that the area adjacent to the mixed-use zone could be augmented by a transitional zone of 20 -50 du/ha between it and the core area. This would be consistent with earlier RSDF proposals which supported a higher density residential zone within 200m of Louis Botha Avenue, but has not been endorsed by the community at this stage. In order to accommodate the existing applications for increased density on erven 1/158, Re/158, 1/159, Re/159 that are consistent with the above logic, it is proposed to accommodate consideration of the current applications

by making the policy applicable at the time of application relevant together with the RSDf design guidelines.

Land Use:

The Precinct Plan supports the current RSDf proposal for mixed uses on the first two rows of erven along Louis Botha Avenue. Existing applications for higher residential densities to be assessed in terms of the pertinent policy at the time of application, as well as the RSDf design guidelines.

Development Controls:

Floor Area: The established floor area ratios for business and related uses, namely 2.1, would apply to the mixed-use zone.

Height: 3 storeys, subject to an assessment of impact on adjoining erven.

Parking and Access: Parking provision as per the town planning scheme. Access to non-residential uses may not be from residential streets. Consolidation and tying of erven to eliminate non-residential traffic is encouraged.

Residential density: 70 - 90 du/ha along Louis Botha Avenue.

Special considerations:

- Availability of engineering services.
- Increased residential densities are subject to sufficient motivation in terms of the RSDf design guidelines (a critical assessment of the adjacent properties in terms of height, orientation, and privacy; and the natural features and topography on and around the site), and a site development plan.
- Where necessary, action against illegal uses and unauthorized building must be initiated.

The Core Area

Rationale:

The community input to the planning process overwhelmingly supported the protection of the core residential area. The core area is characterized by large, well-maintained dwelling houses and contributes to the low density residential nature of the area.

It was agreed that Residential 1 densities of 10du/ha should be supported within the core of the Precinct area. It is also proposed that second dwellings should be supported on original erven, subject to neighbours' comment.

Applications for communes and guest houses are to be supported according to the suitability of the sites in question and compatibility with Council policy.

Existing higher density residential uses within the core area are accepted, but in instances such as the Students Village steps towards their refurbishment and improvement would be encouraged.

Land Use:

The Precinct Plan supports the current RSDF base density of 10 dwelling units per hectare, second dwellings on original erven, and compatible residential uses (eg guest houses and communes).

Applications for guest houses and communes must be strictly regulated to ensure that there are no negative impacts on the amenity of neighbouring properties (ie management, numbers of guests, on-site parking, property maintenance, noise and the like).

Development Controls:

Floor Area: The established town planning scheme floor area ratios for dwelling houses would apply, provided that where guest houses and similar uses are proposed the onus is on the applicant to provide a balance between building, garden and parking to ensure compatibility with the core area characteristics.

Height: 3 storeys.

Parking and Access: Parking provision as per the town planning scheme.

Residential density: 10 dwellings per ha. Redevelopment of erven 253 to 258 and 264 to 269 (Student Village) for dwelling units at 20 - 30du/ha would be supported. Current applications for increased densities on erven 1/158, Re/158, 1/159, Re/159 on Forest Road, should be assessed in terms of the applicable policies in 2007, and the RSDF design guidelines.

Special considerations:

- Where uses other than dwelling houses are applied for, they are subject to sufficient motivation in terms of the RSDF design guidelines (a critical assessment of the adjacent properties in terms of height, orientation, and privacy; and the natural features and topography on and around the site), adequacy of on-site parking, neighbours' consent, and a site development plan.
- Where necessary, action against illegal uses and unauthorized building must be taken.

Roads and Traffic

The main roads and their categories are reflected on Plan 6.

Approved interventions

The re-design of the Junction Road/ Corlett Drive intersection to a left-in and left-out only intersection and the extension of the existing median at the Corlett Drive/ Scott Street intersection past Junction Road as per the Arup Transportation Planning Traffic Impact Study, as reflected on Plan 5.

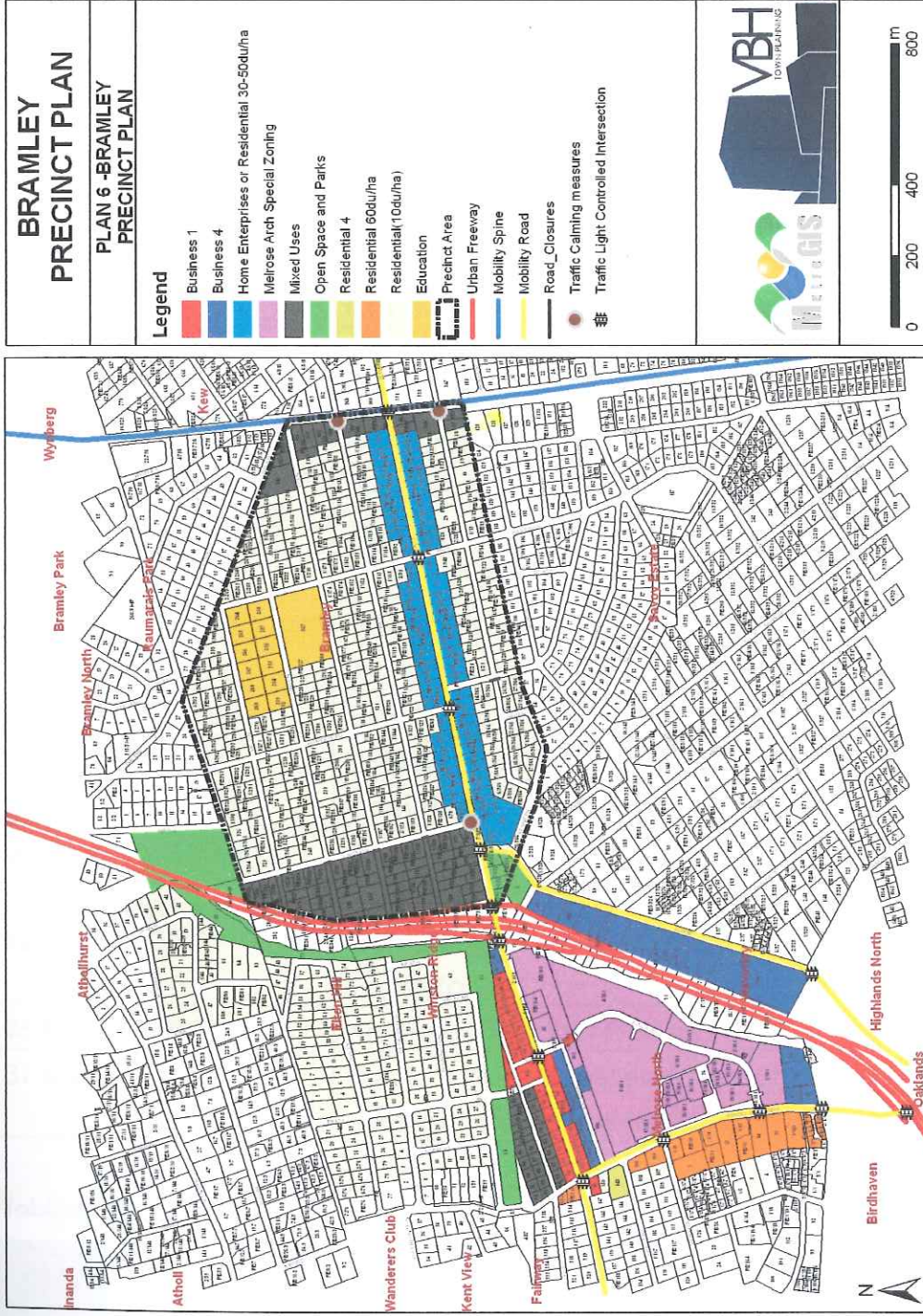
The re-construction of the existing Corlett Drive/ Scott Street intersection to accommodate a fourth leg serving the mixed-use development site bounded by Junction Road, Corlett Drive and the M1.

New interventions

In addition to the above, it is recommended that:

- Provision be made for the future upgrading of Corlett Drive, between Louis Botha Avenue and the M1, to a 25m road reserve to facilitate the construction of 4 lanes plus a 5m median (as per the further traffic impact assessment of the capacity of Corlett Drive by Arup Transportation in July 2010). Future land use and building proposals along Corlett Drive will be required to provide for a 4.63m road widening.
- To ensure that non-residential traffic generated by the mixed-use enclave between Junction Road, the M1 and Corlett Drive is contained to the area, it is proposed that the roads west of Junction Road be closed as soon as practicable, and
- To reduce non-local and business traffic on residential streets, a warrant study should be conducted to locate traffic calming measures on Forest Road, Eden Road, High Road and Silwood Road at regular intervals to the specifications of the Johannesburg Roads Agency.

BRAMLEY PRECINCT PLAN



Plan 6 : Bramley Precinct Plan

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Bramley Public Participation comments

Issues	Comments
Security	Roof break-ins, rat problem. Drunks, noise, speeding, vehicles, heavy lorries, restaurant very close, possible illegal tenants on land (88 Eden Rd). Security improvements since establishment of ADT hut, break-ins, cars stolen, hi-jacking, improved since ADT was established, many vagrants walking through suburb.
Traffic	Access of lorries and large vehicles to restaurant (88 Eden Rd), informal garage repairs, waste paper storage probably illegal land use. Traffic worsening on Forest Rd as taxis and heavy vehicles use the road as a Corlett Drive by-pass. Pedestrian traffic very heavy and they use it as a cover for crime. Homestead Rd and Corlett Drive traffic peak hour is unbearable. Traffic congestion on Corlett Drive and traffic cutting through Bramley-Forest Rd and Junction Rd to get to Corlett. Traffic congestion in Linden Road due to taxis and cars picking up children from school as there are insufficient parking.
Engineering Services	No notice when Jhb Water terminates supply. Sporadic power and water cuts and occasional sewerage leaks caused presumably by the new developments in the area. Number of water, power and sewerage interruptions. Some properties appear to have too many residents for services. Pavements in shocking conditions, potholes in Corlett Drive, filth on the streets. Streetlights not working, lack of repair and maintenance. Constant power interruptions and sometimes water interruptions with no notice. Electrical overhead cables cause problems when trees are not cut.
Urban decay	Building on top of existing structures, illegal land use. Louis Botha at the end of Eden Rd and Eden Rd at Junction with Louise Botha in a terrible condition, overcrowded houses. Urban decay in all areas, unkempt pavements, general disrepair of homes. The conditions around Bramley Primary School and old age home is poor.
Environmental	Bad sidewalks, dirty water and urine on roads. Filthy sidewalks at the end of Eden Rd, outside Texan Luncheon Bar and opposite Corner, fully grown trees hacked down by developers. Decay of open areas, shocking sidewalks.
Initiatives	Metro police could come to Eden Rd every morning Mon-Fri between 6:30 and 8pm to monitor and control hundreds of pedestrians walking in the road. Maintain Eden Rd as a cul-de-sac. Move the existing road closure of Eden Rd from Louis Botha to a new position further down approx. 35m in a westerly direction. Restore old suburb ethos to Bramley, stop slumlords. Encourage home owners to be responsible for the areas outside their homes. Neighbours to make contracts with each other. Be supportive of the security operations in the area. Close off all streets leading into

	<p>the suburb from Louis Botha. This will keep unwanted traffic and persons out of the area and will reduce littering in the area. Close off certain roads to stop traffic and people walking through Bramley. Possible Road Closures, and an increase in dustbins in the area. Due to this being an dangerous area street lights should be always working.</p>
--	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Second Public Participation Meeting for the Proposed Bramley Precinct Plan

The meeting was held at the Bramley Primary School on 6 August 2009 at 18:00.

The meeting was advertised in the local newspaper, by flyers delivered to all residents by the Post Office, and by flyers delivered by ADT to its client base.

The meeting was held to address the development issues raised by the residents in response to the meeting on 18 June 2009 and the questionnaires circulated thereafter, and to inform the residents how their concerns could be addressed in the Precinct Plan.

Mr Steve Baylis from VBH Town Planning opened the meeting and gave a brief overview of the history of the proposed Bramley Precinct Plan. It was made clear that the Precinct Plan was initiated to address the mismatch between the current Regional Spatial Development Framework (RSDF) and the zoning rights approved in the area west of Junction Road. However, it presents an opportunity for the residents of the area to review the generic provisions of the RSDF for land uses and residential density changes in Bramley. The Precinct Plan is funded by Devcon.

In the absence of a Residents' Association, the Bramley Safety Initiative was approached to assist in contacting members of the community. The Safety Initiative is primarily a security initiative and does not purport to represent the residents as a whole.

The presentation addressed the issues raised, including extraneous traffic, safety and security, residential density, land use management and illegal uses, engineering services, the core area, and the need for a Residents' Association. The limitation of the plan in respect of some of the issues was discussed.

The proposed Precinct Plan and related land use management table for the area was discussed. The meeting expressed the view that the core area should include both sides of Forest Road (where the nature and quality of the existing houses was good), and that the RSDF proposal for residential densification should be altered to reflect the status quo along Forest Road, that the residential densification along Junction Road should be supported, that the traffic from businesses west of Junction Road should be contained to the new internal road link onto Scott Street, that the mixed use zone along Louis Botha Avenue should be defined, and that the traffic calming measures (median) along Corlett Drive should be implemented. With regard to density increases, it was the meeting's view that subdivision could be permitted (the position of the house permitting), and that 2 cottages on the original erven would be accepted (but not on smaller

subdivided erven). Communal uses and guest houses should be allowed under regulated circumstances.

Information on the officials responsible for building inspections and illegal uses was made known to the meeting.

The revisions to the plan and land use management table will be prepared and the meeting agreed that Mr Lupini would act as a coordinator of comments.

The draft Precinct Plan would now be finalised for circulation to the various Council departments, and a further feedback meeting would be arranged by VBH.

In her concluding remarks, Councillor Wolder emphasized the importance of establishing Residents' Association to liaise with the City Council regarding issues experienced in the precinct.

Kind Regards
Erica van Jaarsveld
VBH TOWN PLANNING
(011) 315 9908

Third Public Participation Meeting for the Proposed Bramley Precinct Plan

The third meeting was held at the Bramley Primary School on 15 September at 18h00.

The meeting was advertised via flyers delivered by hand to all residential properties and via notice boards placed within the township. The original date of the meeting was scheduled for 16 September 2009 but was changed due to an Annual Police Forum Meeting that was to be held on the same date.

The third meeting was held due to the fact that many residents did not receive adequate notification of the second meeting.

Mr Steve Baylis from VBH Town Planning opened the meeting and gave a brief overview of the history of the proposed Bramley Precinct Plan. He introduced Messrs David Berry, Richard Strachan and Brad Williams to the meeting as a group of interested residents who had engaged with VBH and had circulated a questionnaire to establish residents' opinion about the future of the township.

Mr Baylis then gave a brief history of the Precinct Plan and developments to-date. It was made clear that the Precinct Plan was initiated to address the existing mismatch between the current Regional Spatial Development Framework (RSDF) and the zoning rights approved in the area west of Junction Road. However, the Strategic Planning officials at the City Council had requested that it address a wider context (ie Bramley Township). It was for this reason that efforts had been made to engage with the residents in the area. It was seen as an opportunity for the residents of the area to influence the generic provisions of the existing RSDF for land uses and residential density changes in Bramley, and to create a planning document that addressed the specific concerns of the area. It was noted that many similar precinct plans had been submitted to the City Council by residents' associations and that these were self-funded. In this instance, the developer of offices west of Junction Road, Devcon, had provided the necessary funding.

Mr Richard Strachan then discussed the questionnaire and the findings (please refer to the outcomes in the slideshow). He advised the meeting that a meeting had been held with the Town Planner, Developer and Messrs Berry, Strachan and Williams. He advised that the outcome was favourable and that he viewed the precinct plan as a positive contribution to the future planning of the area. The amended Precinct Plan was shown to the meeting.

Points raised from the floor included the concerns about densification, traffic, illegal uses, community structures and the like. Councillor Ray Wolder emphasised the importance of a Precinct Plan and noted that this is the only way to regulate undesirable development within the township. She also advised that

establishing a Residents' Association was essential to liaise with the City Council regarding issues experienced in the precinct.

The amended plan was discussed in depth, and it was unanimously agreed that higher density residential development within the core area and along Silwood Road should not be pursued. The existing home enterprise zone along Corlett Drive should be retained and augmented by allowing higher density housing. The revised plan is attached to these minutes for perusal.

It was agreed that the revised draft Precinct Plan and document will be open for inspection at a suitable public venue for the duration of a week, and that any comments can be forwarded to Erica van Jaarsveld at VBH Town Planning (see contact details at end of minutes). After the inspection period the plan will be finalized and send to the various Council departments for comments, and a further feedback meeting would be arranged by VBH Town Planning.

Dr offered to resuscitate the Residents' Association.

Questions raised at the meeting included:

1. *What impact will the Junction Road Office Park Development have on the infrastructure in the area?*

The applications for the proposed office developments were circulated to all the relevant service departments (Joburg Roads Agency, Joburg Water, Eskom and City Power) for comments. These departments would object to the development if the necessary infrastructure was not in place, or require the developer to pay bulk service contributions for the upgrading of the bulk engineering services in the area.

2. *The residents felt that they were not informed about the Junction Road Office Park Development.*

The process of applying for new rights was explained. The applications in terms of the Town-Planning Ordinance are advertised on-site for a period of two week as well as in two newspapers and the Government Gazette. Any person who wished to object had 28 days to do so. The rights for the office park were granted by the Townships Board on appeal. The former Residents' Association had opposed the application.

3. *How to control the extraneous traffic through the area?*

The rat-running through the township was identified as an issue and it was suggested that traffic should rather be directed onto Louis Botha and Corlett Drive. Possible solutions for this would be to close off all access via Louis Botha into the township, traffic calming measures and the like. The proposed extension of the median on Corlett Drive will restrict motorists from turning right into Corlett Drive from Junction Road.

4. *What impact will the Junction Road Office Park have on traffic?*
The traffic from the office park will be separate from the rest of the township, with access to the office park from a new road from Scott Street.

5. *What is happening to the student village which is in a state of dilapidation?*
The indication is that it is to revert to an old age home. This was the most recent information received from the City Council.

6. *What is the preferred density in the township?*
The core residential area should be subject to the base density of 10 dwelling houses per hectare, and densification above this should not be permitted.

Kind Regards
Erica van Jaarsveld
VBH TOWN PLANNING
(011) 315 9908

Third Public Participation Meeting for the Proposed Bramley Precinct Plan

The third meeting was held at the Bramley Primary School on 15 September at 18h00.

The meeting was advertised via flyers delivered by hand to all residential properties and via notice boards placed within the township. The original date of the meeting was set for 16 September 2009 but this was changed due to an Annual Police Forum Meeting that was to be held on the same date.

The third meeting was held due to the fact that many residents did not receive adequate notification of the second meeting.

Mr Steve Baylis from VBH Town Planning opened the meeting and gave a brief overview of the history of the proposed Bramley Precinct Plan. He introduced Messrs David Berry, Richard Strachan and Brad Williams to the meeting as a group of interested residents who had independently engaged with VBH and had circulated a questionnaire to establish residents' opinion about the future of the township.

Mr Baylis then gave a brief history of the Precinct Plan and developments to-date. It was made clear that the Precinct Plan was initiated to address the existing mismatch between the current Regional Spatial Development Framework (RSDF) and the zoning rights approved in the area west of Junction Road. However, the Strategic Planning officials at the City Council had requested that it address a wider context (ie Bramley Township). It was for this reason that efforts had been made to engage with the residents in the area. It was seen as an opportunity for the residents of the area to influence the generic provisions of the existing RSDF for land uses and residential density changes in Bramley and to create a planning document that addressed the specific concerns of the area, such as residential densification, illegal land uses, extraneous traffic, and security. It was noted that many similar precinct plans had been submitted to the City Council by residents' associations and that these were self-funded. In this instance, the developer of offices west of Junction Road, Devcon, has provided the necessary funding.

Mr Richard Strachan then discussed how he and a group of concerned residents had become involved and he explained the reasoning behind the questionnaire being distributed to all households. The respondents to this questionnaire almost unanimously did not want further densification. With this response a meeting was set up between this group of residents, the Town Planners and the Developers to discuss the issue. The outcome of the meeting was favourable in that it was agreed that a new plan would be put forward allowing for no further densification other than that which had currently occurred. The amended Precinct Plan was shown to the meeting.

Points raised from the floor included concerns about the role of the town planner, densification, traffic, illegal use of land, community structures and the like.

Councillor Ray Woolder emphasised the importance of a Precinct Plan and noted that this is the only way to regulate indiscriminate development within the township. She also advised that establishing a Residents' Association was essential to liaise with the City Council regarding planning issues experienced in the precinct.

The amended plan was discussed in depth, and it was unanimously agreed that higher density residential development within the core area and along Silwood Road should not be pursued. The existing home enterprise zone along Corlett Drive should be retained and augmented by allowing higher density housing. The revised plan is attached to these minutes for perusal. The mixed-use area west of Junction Road was considered acceptable.

On the way forward, it was suggested that the revised draft Precinct Plan and document will be open for inspection at a suitable public venue for the duration of a week for public perusal and comment. (It has subsequently been agreed that copies of the proposed precinct plan be attached to the leaflets to be distributed by hand to all households. This was felt to be an improved method of allowing everyone the opportunity of scrutinizing the document and making comment.) One week after the plan has been put out for possible comment, it will be finalized and sent to the various Council departments for comments and approval. A further feedback meeting would be arranged in due course by VBH Town Planning.

The attendance register would be made available to Mr Berry to add to the database of interested residents and to assist in resuscitating the Residents' Association.

Questions raised at the meeting included:

1. *The role of the town planners and their funding*
The planners were appointed by Devcon to prepare a precinct plan for Bramley at the request of the Strategic Planning section at the City Council. The intention is that the planners will interact with the residents and prepare a precinct plan that reflects the views of most residents within the context of the City's strategic imperatives of densification and promotion of public transportation.
2. *What impact will the Junction Road Office Park Development have on the infrastructure in the area?*
The applications for the proposed office developments were circulated to all the relevant service departments (Joburg Roads Agency, Joburg Water, Eskom and City Power) for comments. These departments would

object to the development if the necessary infrastructure was not in place, or require the developer to pay bulk service contributions for the upgrading of the bulk engineering services in the area.

3. *The residents felt that they were not informed about the Junction Road Office Park Development.*
The process of applying for new rights was explained. The applications in terms of the Town-Planning Ordinance are advertised on-site for a period of two weeks as well as in two newspapers and the Government Gazette. Any person who wished to object had 28 days to do so. The rights for the office park were granted by the Townships Board on appeal. The former Residents' Association had opposed the application.
4. *How to control the extraneous traffic through the area?*
The high volume of pedestrian traffic (and/or minibus taxis) through the township was identified as an issue and it was suggested that traffic should rather be directed onto Louis Botha and Corlett Drive. Possible solutions for this would be to close of all access via Louis Botha into the township, traffic calming measures and the like. The proposed extension of the median on Corlett Drive will restrict motorists from turning right into Corlett Drive from Junction Road.
5. *What impact will the Junction Road Office Park have on traffic?*
The traffic from the office park will be separate from the rest of the township, with access to the office park from a new road from Scott Street.
6. *What is happening to the student village which is in a state of dilapidation?*
The indication is that it is to revert to an old age home. This was the most recent information received from the City Council.
7. *What is the preferred density in the township?*
The core residential area should be subject to the base density of 10 dwelling houses per hectare, and densification above this should not be permitted.

Prepared by:
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Email: Erica@vbhplan.com

Please Note:

1. A precinct plan is a requirement by Government and is not negotiable once approved.
2. The greater regional plans drawn up by Province show a strong desire to develop high density population areas on all major routes and the overall guideline for all precinct plans is for densification.
3. For areas such as Rosebank and parts of Sandton, there are precinct plans already submitted and approved that now have multi-storey blocks of flats proposed because of their proximity to Gautrain station and the BRT route. (Bus rapid Transport System).
4. Having studied plans for the Gautrain and the BRT, neither Corlett Drive nor Louis Botha Avenue will undergo any changes for these new services and therefore there is much less pressure for densification of the suburb.
5. This therefore gives us, the residents of Bramley, the opportunity to present a precinct plan that retains our suburb largely as presently developed.
6. Once the precinct plan is submitted and approved, the plan in itself prevents indiscriminate developments in the suburb and therefore protects us as residents.
7. It is vital that we have a precinct plan and, the better the resident input into this plan is, the better the credibility and the harder it will be for third parties to change it.
8. Existing re-zonings and/or land use changes will not be affected by this precinct plan
9. VBH have now formalized this precinct plan as attached.

The Way Forward:

1. In order to facilitate matters, it has been decided that the public viewing of the new proposed precinct plan as stated in the meeting will not take place and that a copy of the plan will be distributed with this leaflet to allow for ease of perusal. Any comment and/or input on the issue would be welcomed and noted, and I can be contacted per email at diberry@teikomsa.net.
2. With an approved Bramley Precinct Plan and more participation by residents, we intend to preserve and better our lovely suburb in every possible way
3. We urgently need to form an effective Residents Association and need an active and responsible Chairperson, with community-minded people to assist him in this role.

Yours faithfully

David Berry
Richard Strachan
Bradley Williams

Dear Residents,

In order to clarify matters, it was felt that a further leaflet needed to be distributed to all households in Bramley giving details of what has occurred regarding the Precinct Plan and matters arising out of our recent public participation meetings on the matter.

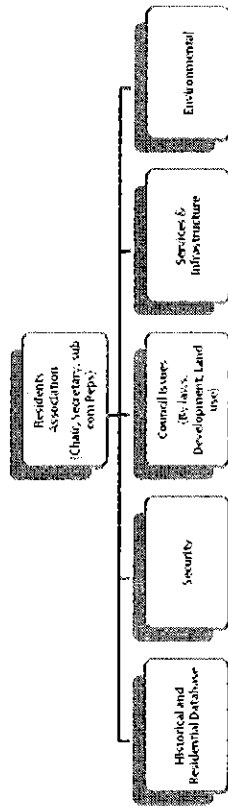
Recent History:

1. A development consortium bought out the rights to develop an office complex between Junction Road and the M1 highway (between Corlett Drive and Glen Road). Planning permission had been granted for this despite opposition by the residents of Bramley.
2. This development consortium needed to draw up a development plan for that area of Bramley.
3. The council requested that the developers extend the area in question and that they draw up a precinct plan for the whole of Bramley.
4. A precinct plan is a document drawn up for a suburb that is registered, approved and kept by the Council. It forms the detail of the greater regional plans (Regional Spatial Development Frameworks) that are drawn up by Provincial Government. The precinct plans are normally drawn up by Residents Associations at their own cost.
5. The developers requested that VBH Town Planning draw up this plan for them.
6. In the absence of a body such as a Bramley Residents Association, VBH called a public meeting to explain the process to interested residents.
7. VBH then held a second public meeting to present their proposed plan.
8. At both the first and the second meetings, the plan presented indicated that Silwood Road, Forest Road and Junction Road could be opened up for high density housing development at 30 to 50 dwelling units per hectare. As the current density of housing allowed for in Bramley is 10 dwelling units per hectare, this means 5 to 7 dwelling units could theoretically be built where there is currently one house.
9. This caused some consternation among certain residents and David Berry, an owner/resident of his property in Bramley for 20 years, determined to raise awareness of the possible degradation of the suburb through densification and related factors. He also drew up and circulated a questionnaire to all houses in the area to try and ascertain the true views of residents.
10. The questionnaire indicated almost unanimous (99%) opposition to the proposed development plan as proposed. At this stage Brad Williams and Richard Strachan assisted David in planning the way forward.
11. Taking the 100 or so responses that we got back, we took this as a mandate to at least discuss the planned development of Bramley with the developers and VBH on behalf of the residents.
12. These discussions resulted in a new proposed precinct plan which preserves the suburb as is, reducing the possibility of ad hoc re-zoning and/or development in Bramley other than what has taken place already.
13. The recent existing development basically equates to the new office block between the M1 highway and Junction Road (between Corlett Drive and Glen Road), the possibility of re-zoning properties on either side of Corlett Drive for home enterprises and/or moderately high-density housing development, and the properties a butting Louis Botha as a mixed-use development area.
14. This plan was presented to the open public meeting at Bramley Primary School on the 15th of September and was accepted unanimously in principal.

The intended formation of a Bramley Residents Association

The need for a powerful, active and responsible Residents Association in Bramley is obvious. We desperately require a body that has the mandate to speak and act on behalf of the community, especially in matters such as the precinct plan, security, traffic matters, the environment, etc, and this correspondence calls for community-minded people to step forward and get involved with the newly to be formed body.

What has been suggested is the following:



So, if you are interested in playing an active and very responsible role in the Bramley community and

- a. You are a Home Owner in Bramley
- b. You have been a resident for at least 5 years in Bramley
- c. You have suitable qualifications or knowledge for such responsibility
- d. You have time available for such duties
- e. You are willing to do such work for no payment – just satisfaction

Then we ask you to either indicate your willingness to stand for such a body by contacting me, Dave Berry, per e-mail on diberry@telkomsa.net giving your credentials and preferences.

THIS IS OUR SUBURB AND OUR FUTURE...

SECTION 4: STATUS QUO REPORT

4.1 Introduction

Bramley Township is a predominantly middle-income, low-density residential township and is located in the north eastern part of the City of Johannesburg. Most of the original residential erven in the township measure 1487m².

It has good regional accessibility being in the north-south development corridor between Johannesburg and Tshwane, and being served by the M1 interchange with Corlett Drive, and Louis Botha Avenue (the Old Pretoria Road).

There are heavy traffic volumes on the M1 and Louis Botha Avenue, while Corlett Drive/Ninth Avenue also carries substantial traffic serving as a primary link through to the industrial areas of Kew and Wynberg and the densely-populated Alexandra Township.

The main roads, accessibility, visibility and market considerations have influenced the land use patterns that have evolved in Bramley from the original, mainly residential township. These changes include the business strip along Louis Botha Avenue, the conversion of houses into businesses along Corlett Drive, and most recently the office developments along the M1.

The layout of the township, predominantly a grid-iron pattern, with street blocks parallel to Corlett Drive and direct links onto that road, has encouraged external traffic to take short cuts through the area, with the usual negative consequences of reduced safety, greater noise, and increased congestion on local roads for the residential core.

The township is well-located for shopping, schooling, sporting and other facilities. While most are outside the precinct, they are within walking distance from the precinct.

BRAMLEY PRECINCT PLAN

These facilities include:

Use	Location
Educational	
Bramley Primary School	Bramley
Q-House Primary School	Bramley Gardens
Gresswold Spec	Gresswold
Allenby Campus	Bramley North
Waverley Girls	Waverley
St Mary's Girls	Waverley
Birnampark Business College	Birnam
Sports	
Wanderers Sport Grounds	Fairway
Highlands North Soccer and Hockey facilities	Highlands North
Waverley Sport Grounds	Waverley
Parks and Recreational facilities	
Bramley Park	Bramley North
Granville Place (Bird Sanctuary)	Bramley North
Waverley House Provincial Heritage Site	Waverley
James and Ethel Gray Park	Melrose North
Shopping	
Bramley Shopping Centre	Bramley North
Freeway Centre	Bramley Park
Corlett City	Gresswold
Balfour Park and Highlands Centre	Gresswold
Capri Centre	Savoy Estate
Melrose Arch	Melrose North
Park Gallery	Melrose North
Other facilities	
Bramley Post office	Bramley
Northview Traffic Department	Gresswold
Balfour Park Post Office	Gresswold
Birnampark Post Office	Birnampark
Places of Worship	Elton Hill, Bramley North, Bramley Gardens,

Table 1 : Surrounding Facilities

In the future, the Precinct will benefit from the planned Bus Rapid Transit (BRT) facilities along Louis Botha Avenue and the feeder route on Corlett Drive. The proposed

4.2 Surrounding Townships

The following is a summary of the characteristics of adjoining townships and the applicable Council policies:

In relation to Precinct	Township	Characteristics and Council Policies
To the North	Bramley North, Raumarais Park and Atholhurst	<p>Description: Middle Income, low density residential suburbs.</p> <p>Policy: Promote the development of mixed use, institutional and higher density residential (20-70du/ha) development in the wedge bounded by Glen Road, Andries Street and the M1. Protect the Bramley Park.</p>
To the East	Bramley Gardens, Wynberg and Gresswold	<p>Description: Middle Income, low density residential suburbs. Wynberg is characterized by industrial uses.</p> <p>Policy: Higher density (50-70du/ha) residential uses will be supported between Berkswell Road and the southern extent of Waverley Road (consolidation of erven will be supported). Higher density residential development (50-70du/ha) will be supported on the western extent of the service road west of Louis Botha Avenue from north of Berkswell Road to the Balfour/Highlands North Node. Non-residential uses should be contained to the first row of erven next to Louis Botha Avenue and Corlett Drive</p>
To the South	Savoy Estate and Waverley	<p>Description: Middle Income, low density residential suburbs.</p> <p>Policy: Contain non-residential uses to the west of Scott Street. Refer to Melrose/Waverley Node Precinct Plan and Melrose Arch Precinct Plan. Support the redevelopment of the Capri Shopping Centre.</p>
To the West	Melrose Arch, Birnam, Winston Ridge, Elton Hill and Athollhurst	<p>Description: Middle Income, low density residential suburbs.</p> <p>Policy: Support low density residential development (10 du/ha) in most of the area. Refer to the Melrose Arch Precinct Plan and Atholl Precinct Plan.</p>

Table 2 : Surrounding townships

TRAFFIC IMPACT STATEMENT

Bramley Precinct Plan

1 Introduction

This note is a traffic review of the Bramley Precinct Plan that was submitted by VBH Town Planning in 2009. The purpose of this traffic statement is to assess the possible traffic impact that the proposed land-uses could have on the road network. The land use profile in the Precinct has seen a change from predominantly single detached dwelling houses on individual erven to office uses along Corlett Drive. The purpose of the traffic impact statement is to propose a workable solution for upgrading Corlett Drive to accommodate the planned land-use along the route. The section of Corlett Drive is between the M1 Motorway to the intersection of Louis Botha Avenue.

Corlett Drive is a four lane road with a median at some places along the route. It has an interchange with the M1 Motorway. It carries high volumes of traffic during the AM and PM peaks. In the morning the peak direction is westbound towards the M1 and in the afternoon the peak is eastwards.

2 Traffic Impact

The following potential trips that can be generated by the land-use along Corlett Drive were based on the Precinct Plan. The area between Junction Avenue and the M1 is in transition from a residential area to an office area and when fully developed has a possibility of adding up to 1000 trips to the road network. Further along Corlett Drive the potential land-uses that is allowed for is for either office developments or residential units. The first scenario, being office developments, can generate up to 890 trips. The second scenario is residential units which can generate a maximum of 650 trips. It can be seen that the land-use potential along Corlett Drive could add a substantial amount of trips to the system which would require that Corlett Drive is at least a four lane road. The various erven along Corlett Drive could be developed separately and would require direct access from Corlett Drive. This would require a median to be constructed on Corlett Drive so that access to the different properties can be restricted to left-in / left-out accesses. It is recommended that turning lanes be provided at the main intersections, therefore a 5m median is required. The proposed layout for Corlett Drive is attached in Figure 1. The drawing also indicates the proposed cross-section needed for the future Corlett Drive.

To ensure that the space needed to upgrade Corlett Drive to a four-lane divided road a 25m road reserve is required. The existing road reserve is generally 15,74m and needs to be widened by 4,63m on either side. The granting of future land rights should therefore require servitudes to achieve a road reserve of 25m.

3 Traffic Calming

The Bramley Precinct Plan includes a variety of land uses which could require some traffic calming measures especially around the schools. A warrant study has to be done before traffic calming measures are constructed in the suburb. From a traffic engineering perspective, mini-circles are usually more efficient than speed humps.

4 Summary and Recommendations

The aim of this study was to support the Bramley Precinct Plan. The following comments apply:

- The impact of the precinct plan on Corlett Drive has been investigated.
- Corlett Drive is a four lane road and has an interchange with the M1 Motorway.

- The proposed development along Corlett Drive could generate up to 1000 trips.
- Corlett Drive should be upgraded to a four lane road with a 5m median.
- The road reserve on Corlett Drive should allow for turning lanes to be provided at the main intersections.
- The granting of future land rights should require servitudes to achieve a road reserve of 25m.
- Access to the different properties will be a left-in / left-out access.
- A warrant study has to be done before traffic calming measures are constructed in the suburb.

Provided that the above recommendations are adhered to, the proposed Bramley Precinct Plan can be supported from a traffic engineering perspective.