

# Inner City Regeneration

## Strategy for safe community parks in the inner city

### Summary and synthesis

*Prepared by the City of Johannesburg, specifically the JCPZ in collaboration with the Johannesburg Development Agency and the Department of Public Safety: May 2017*



# Acknowledgements

The strategy for safe community parks in the Inner City has been prepared by the City of Johannesburg, specifically Johannesburg City Parks and Zoo in collaboration with the Johannesburg Development Agency and the Department of Public Safety.

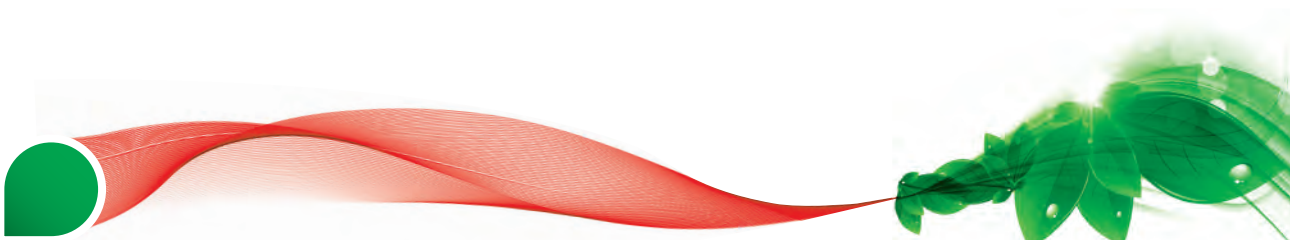
The Violence and Crime Prevention Programme (VCP) of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) has contributed to the project on various aspects during the process.

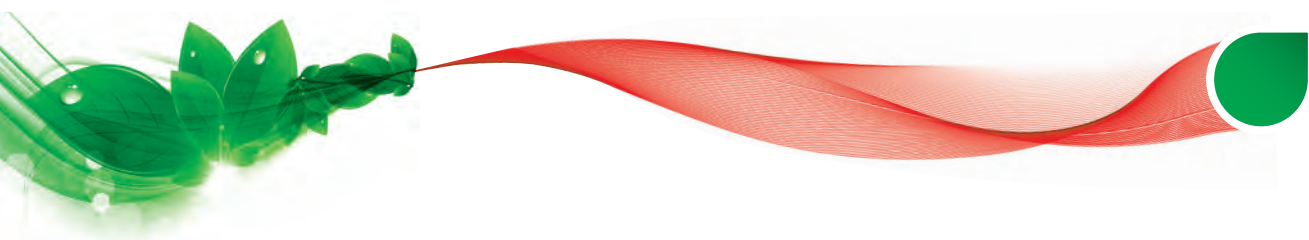
The strategy is underpinned by a case study on stakeholder engagement carried out at the End Street North Park, in which the aforementioned parties were involved as well as UN Habitat, Sticky Situations, the Tshimologong Precinct, the University of Witwatersrand and Dr Peter Gotsch (who formerly represented Mundus Urbano and the University of Darmstadt and is now with GLORA/Placematters).

The strategy document has been compiled by the three departments together with Work in Development following the case study pilot project.



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# 1. Executive Summary

There are currently not only an insufficient number of parks in the Inner City, but much more significantly and importantly safety and quality of existing public open space is currently a problem.

The outcome of safe community parks, as a facet of a revived and regenerated Inner City, requires shifts and commitments:

- \* Government must demonstrate willingness and capacity to involve communities and businesses in public matters and at public facilities.
- \* Communities must take responsibility for active and engaged citizenry.
- \* All relevant government departments and entities must be prepared to be involved at parks to the nature and extent required of their respective mandates and for full resolution of applicable issues.
- \* Parks must be developed and managed in clusters so that, inter alia, there is complementary and more responsive development.
- \* Safety must be enhanced through education, regular and visible monitoring and enforcement and security infrastructure.
- \* Maintenance capacities and resourcing must be improved substantially. Government should consider at least a threefold increase in maintenance budgets to support more frequent, consistent and comprehensive maintenance.
- \* Capital (re)development must be undertaken in tandem with other strategies and the proportion and amount of budget available needs to be increased, at least twofold.

Implementing the following appropriate strategies and associated activities, and in a manner that is inclusive, coordinated, resourced and sustained, will generate Inner City parks that are social and economic assets of the city:

- \* Co-management of parks.
- \* Co-investment in parks.
- \* Socio-economic interventions by all relevant government departments and entities.
- \* Active parks.
- \* Education, monitoring and enforcement.
- \* Security infrastructure.
- \* Maintenance of parks.
- \* Physical (re)development of parks and their vicinities in a cluster approach.

## 2. Introduction

This document proposes an initiative to improve the safety and quality of parks in the Inner City.

A summary of the status quo of Inner City parks is provided, as well as a strategic framework for the initiative.

Detailed information in support of the proposals synthesised in this document are provided in two preceding documents, namely *Inner City Regeneration: A Case Study on Stakeholder Engagement and Collaboration at the End Street North Park (May 2016)* and *Inner City Regeneration: A Strategy for Safe Community Parks in the Inner City (April 2017)*.



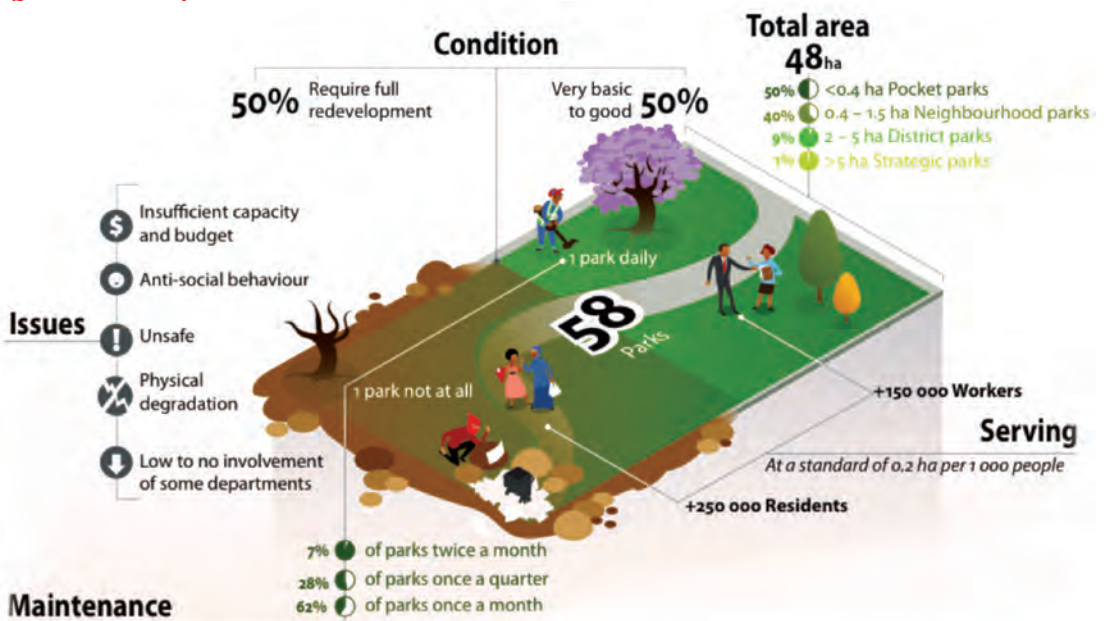


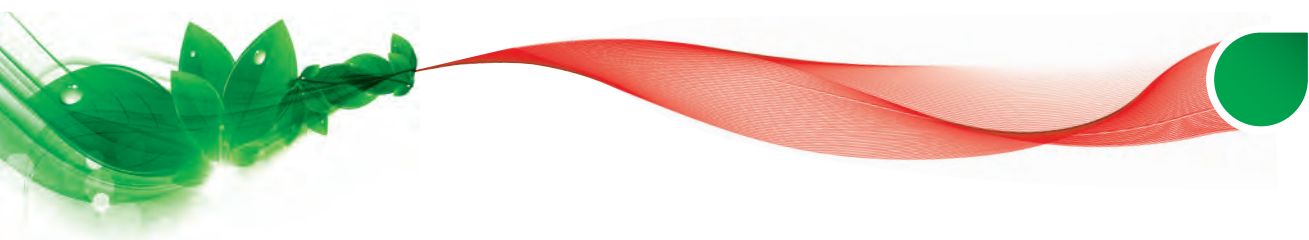
# 3. Summary of Status Quo of Inner City Parks

To summarise the status quo:

- \* There are in the order of 58 parks in the Inner City as defined by the boundary of the Urban Development Zone and its immediate periphery.
- \* These Inner City parks cover a total area of about 48 ha.
- \* The Inner City parks range in size from pocket parks of less than 0.4 ha (50%), to neighbourhood parks of between 0.4 ha to 1.5 ha (40%), to district parks of between 2 ha and 5 ha (9%) and a strategic park with an extent greater than 5 ha (1 park).
- \* The Inner City parks serve more than 250,000 residents and 150,000 workers.
- \* The standard of service provision is thus relatively low at 0.2 ha of park/ 1000 people, though almost all residents and employees are located within a 1km distance from a park.
- \* About 50% of parks are in very basic to good condition for use, and 50% of parks require full (re)development.
- \* Most parks are currently maintained once a month (62%) and then a few parks are maintained once a day (1 park), twice a month (7%), once a quarter (28%), or not at all (1 park).
- \* Maintenance activities are focussed on grass cutting and cleaning, with less emphasis on other aspects such as horticulture, structures and park equipment.
- \* Typical issues at Inner City parks (which suggest that the Inner City parks need to be improved if they are to be deemed a social and financial asset in the Inner City) include the following:
  - Perceptions and/or lack of safety. This includes unsafety for women.
  - Anti-social behaviour.
  - Physical degradation.
  - Limited organisational capacity and budget for capital and maintenance works and for management of parks.
  - Low to no involvement by many departments and entities that have a direct or ancillary role to play.

Figure 1: Status quo





## 4. Strategic Framework for Safe Community Parks in the Inner City

### 4.1. Goal

This initiative responds to an important current goal of the City of Johannesburg to establish a revived and regenerated Inner City.

### 4.2. Objective

The objective of the initiative is to establish safe community parks in the Inner City, with safe community parks being one of the constituent building blocks of a revived and regenerated Inner City.

### 4.3. Strategies

The objective of safe community parks that are an integral part of a revived and regenerated Inner City can be achieved by applying the following eight strategies, simultaneously:

1. Co-management of parks.
2. Co-investment in parks.
3. Socio-economic interventions by all relevant government departments and entities.
4. Active parks.
5. Education, monitoring and enforcement.
6. Security infrastructure.
7. Maintenance of parks.
8. Physical (re)development of parks and their vicinities in a clustered approach.

**Table 1: Strategies**

Strategies	Objective	Goal
Co-management of parks	<b>Safe community parks in the inner city</b>	<b>Revived and regenerated inner city</b>
Co-investment in parks		
Socio-economic interventions by all relevant government departments and entities		
Active parks		
Education, monitoring and enforcement		
Security infrastructure		
Maintenance of parks		
Physical (re)development of parks and their vicinities in a clustered approach		

**Figure 2: Strategies**



**4.4. Approach (Clustering)**

It is noted that in general strategies are to be applied per cluster of parks. This is to assist and promote more responsive design and management of parks. In the order of 7 park management clusters are proposed. A detailed consideration of an approach of clustering of adjacent parks for design and management benefits is addressed in the document referred to in Section 1, namely *Inner City Regeneration: A Strategy for Safe Community Parks in the Inner City (April 2017)*.

**4.5. Action plan**

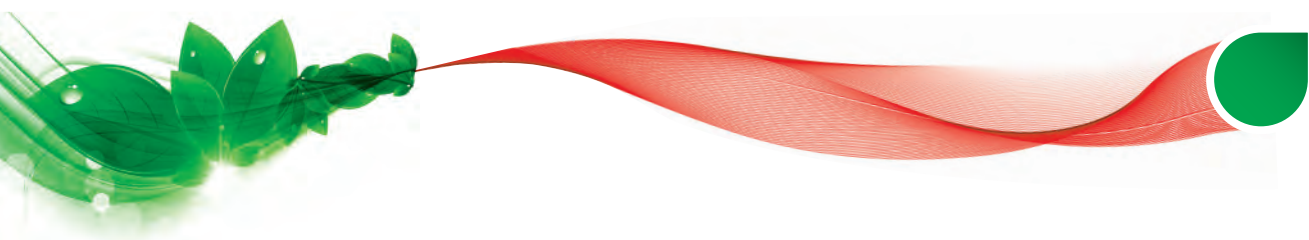
The action plan gives direction to the implementation of the strategies. The action plan is tabulated in **Table 2**.

**Table 2: Action plan**

Strategy	Action Plan
Co-management of parks	<ul style="list-style-type: none"> <li>• Community mobilisation, organisation and empowerment                             <ul style="list-style-type: none"> <li>» Park rangers (PRs)</li> <li>» Community-based educators (CBEs)</li> <li>» Community-based facilitators (CBFs)</li> </ul> </li> <li>• Community structures                             <ul style="list-style-type: none"> <li>» 12 ward-based park sub-committees</li> <li>» + 7 Friends of the Park</li> </ul> </li> <li>• Co-management agreements between City of Johannesburg (CoJ) and City Improvement Districts (CIDs), voluntary business associations (VBAs), social housing institutions (SHIs) or community-based organisations (CBOs)</li> </ul>

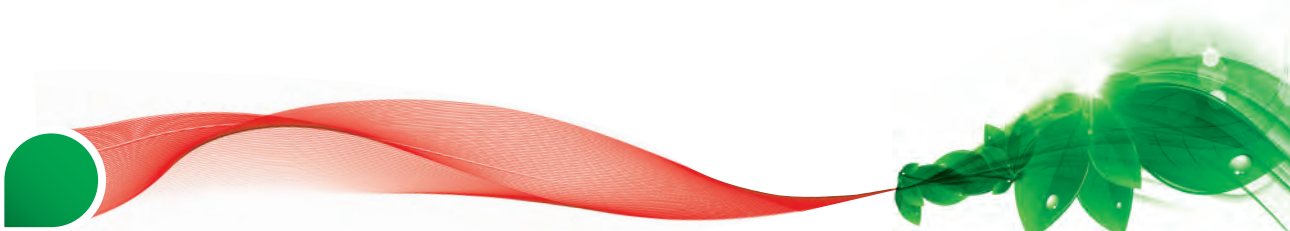


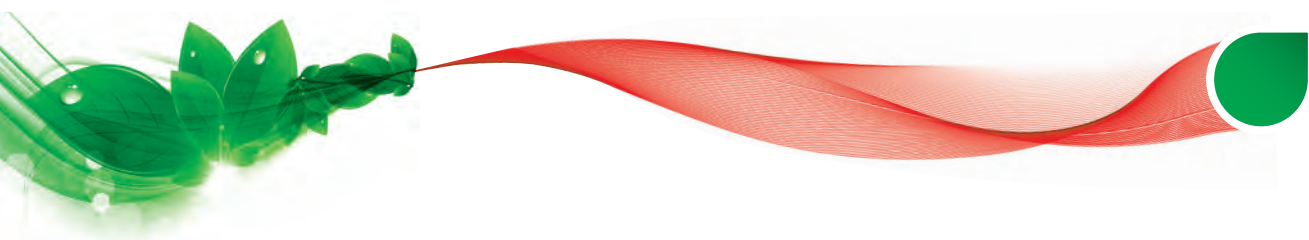




Strategy	Action Plan
<b>Co-investment in parks</b>	<ul style="list-style-type: none"> <li>• Volunteerism               <ul style="list-style-type: none"> <li>» Guidelines for volunteerism</li> <li>» Training of volunteers</li> <li>» Stipends for volunteers</li> <li>» Management of volunteer activities</li> <li>» Volunteer activities</li> </ul> </li> <li>• Planning and budgeting by government departments and entities               <ul style="list-style-type: none"> <li>» Inclusion in 5-year and annual budgets of multiple departments and entities</li> <li>» Increasing share of the budget for parks (capital and maintenance)</li> <li>» Allocations from engineering services contributions</li> </ul> </li> <li>• Gearing financial co-contributions               <ul style="list-style-type: none"> <li>» Contributions from local users via CIDs, VBAs, SHIs and/ or similar/ other, used directly by the CID/ VBA/ SHI for the park</li> <li>» Sponsorships (events, activities, capital (re)development, maintenance)</li> <li>» Grants</li> <li>» Corporate social responsibility</li> </ul> </li> </ul>
<b>Socio-economic interventions by all relevant government departments and entities</b>	<ul style="list-style-type: none"> <li>• Attendance of housing needs               <ul style="list-style-type: none"> <li>» Attend to homeless living in parks (+ 30 parks)</li> <li>» Attend to emerging informal settlements (+ 5 parks)</li> </ul> </li> <li>• Attendance of social needs               <ul style="list-style-type: none"> <li>» Offer drug and alcohol abuse rehabilitation programmes at parks - for each cluster, with park rotations</li> </ul> </li> <li>• Attendance of economic needs               <ul style="list-style-type: none"> <li>» Undertake a process of registration of informal traders operating at parks (+ 25 parks)</li> <li>» Facilitate government and private sector facilities for waste sorting and disposal for trolley pushers (+ 30 parks)</li> </ul> </li> </ul>
<b>Active parks</b>	<ul style="list-style-type: none"> <li>• Measures to encourage use of parks by neighbourhood community and local business               <ul style="list-style-type: none"> <li>» Community mobilisation and organisation</li> <li>» Park events</li> <li>» Park activities</li> <li>» User-friendly park hire mechanisms</li> <li>» Sections of the park that are available for night use</li> <li>» Appropriate and varied park infrastructure</li> <li>» Offering of social services at parks (e.g. mobile library, mobile clinic, mobile government services)</li> </ul> </li> </ul>

Strategy	Action Plan
<b>Education, monitoring and enforcement</b>	<ul style="list-style-type: none"> <li>• Relevant structures for education, monitoring and enforcement               <ul style="list-style-type: none"> <li>» + 6 Community Policing Forums (CPFs)</li> <li>» Street patrols (SPs)</li> <li>» Park rangers (PRs), community-based educators (CBEs) and/ or community-based facilitators (CBFs) to the Inner City parks</li> <li>» Park security and maintenance officer (per park and/or cluster as appropriate)</li> </ul> </li> <li>• Education of local park users</li> <li>• Integrated and coordinated planning, scheduling and patrolling by SAPS, JMPD, CPFs, SPs, PRs</li> <li>• Crime Prevention Through Environmental Design (CPTED)</li> <li>• Safe City hotline/ app for reporting non-compliance and crime</li> </ul>
<b>Security infrastructure</b>	<ul style="list-style-type: none"> <li>• Security infrastructure planning and implementation               <ul style="list-style-type: none"> <li>» Security infrastructure plan, which is upgraded periodically, per park or park cluster</li> </ul> </li> <li>• Security infrastructure, with sustained maintenance and periodic upgrades               <ul style="list-style-type: none"> <li>» Lighting</li> <li>» Fencing</li> <li>» Guardhouse</li> <li>» Gates (pedestrian, vehicular)</li> <li>» Signage</li> <li>» CCTV and CCTV live link</li> </ul> </li> <li>• Managed access to parks               <ul style="list-style-type: none"> <li>» Regulated closing and opening times</li> <li>» Facilitated closing and opening</li> <li>» Park maintenance and security officer per park and/ or park cluster</li> </ul> </li> <li>• Traffic management and pedestrian safety               <ul style="list-style-type: none"> <li>» Pedestrian safety study and plan per cluster</li> <li>» Implementation of measures for pedestrian safety</li> </ul> </li> </ul>
Maintenance of parks	<ul style="list-style-type: none"> <li>• Frequent, consistent and comprehensive scheduled maintenance activities</li> <li>• Prompt emergency or unscheduled maintenance</li> <li>• Adequate maintenance resources</li> <li>• Park security and maintenance officer per park and/or park cluster</li> <li>• Volunteerism</li> <li>• Maintenance work teams (municipal, Expanded Public Works Programme (EPWP), other)</li> <li>• Monitoring and accountability</li> <li>• Periodic audits and assessments and review, at least three-monthly</li> <li>• Fault logging system and feedback</li> </ul>





Strategy	Action Plan
Physical (re) development of parks and their vicinities in a clustered approach	<ul style="list-style-type: none"> <li>• Regional, sub-regional and neighbourhood planning               <ul style="list-style-type: none"> <li>» Planning standards (extent of a park, distance to a park, extent of park space per 1000 people)</li> <li>» Conducive location of parks and adjacent land uses</li> </ul> </li> <li>• Land availability and protection               <ul style="list-style-type: none"> <li>» Protection of park properties for park use (e.g. correct zoning, addressing encroachments, relocating informal settlements)</li> <li>» Incremental (re)planning and physical improvements per park commensurate with co-management capacity for that park</li> <li>» More parks in the Inner City, eventually incorporating more land for parks (at least 40 ha) and more new parks</li> </ul> </li> <li>• Eco-links               <ul style="list-style-type: none"> <li>» Traffic management and pedestrian infrastructure (signalised pedestrian crossings, traffic calming measures, pedestrian pathways including walkways, lighting, bins, signage)</li> <li>» Eco-links between parks within a cluster of parks</li> <li>» Eco-seams between clusters of parks across the entire Inner City</li> </ul> </li> </ul>

An overview of the thrust of the action plan follows:

- ❖ **Co-management of parks.** Co-management of parks by government, neighbourhood communities, local businesses and representative organisations is central to achieving safe community parks in the Inner City. Communities are to be mobilised, organised and empowered in relation the park planning, design, development, maintenance and management. Mechanisms such as park rangers (PRs), community-based educators (CBEs) and community-based facilitators (CBFs) or private service providers must be used to mobilise, organise and empower communities. Community structures must be associated with statutory mechanisms (being wards) and must include ward-based park sub-committees. Friends of the Park may also be established and there can be one per cluster of parks and/ or one per park as may be appropriate. Co-management agreements can then be entered into between the City of Johannesburg (CoJ) and partners such as City Improvement Districts (CIDs), voluntary business associations (VBAs), social housing institutions (SHIs) or community-based organisations (CBOs) with appropriate activities ensuing by different partners as contracted.
- ❖ **Co-investment in parks.** Co-investment can be in the form of volunteerism, with government taking responsibility for appropriate guidance and measures such as stipends and oversight. Then, government departments and entities must plan and budget as per their mandates. Further, financial gearing contributions by co-partners and also sponsors for capital and maintenance works and for park management and park events must be encouraged and facilitated.
- ❖ **Socio-economic interventions by all relevant government departments and entities.** Government departments and entities must attend to housing, social and economic issues impacting on Inner City parks as per their respective mandates. These departments and entities must develop and implement strategies and actions to attend to the homeless living in parks, emerging informal settlements need to be

relocated, drug and alcohol abuse rehabilitation programmes need to be offered, informal traders need to be registered and government and/ or private sector facilities for waste sorting and disposal for trolley pushers need to be established.

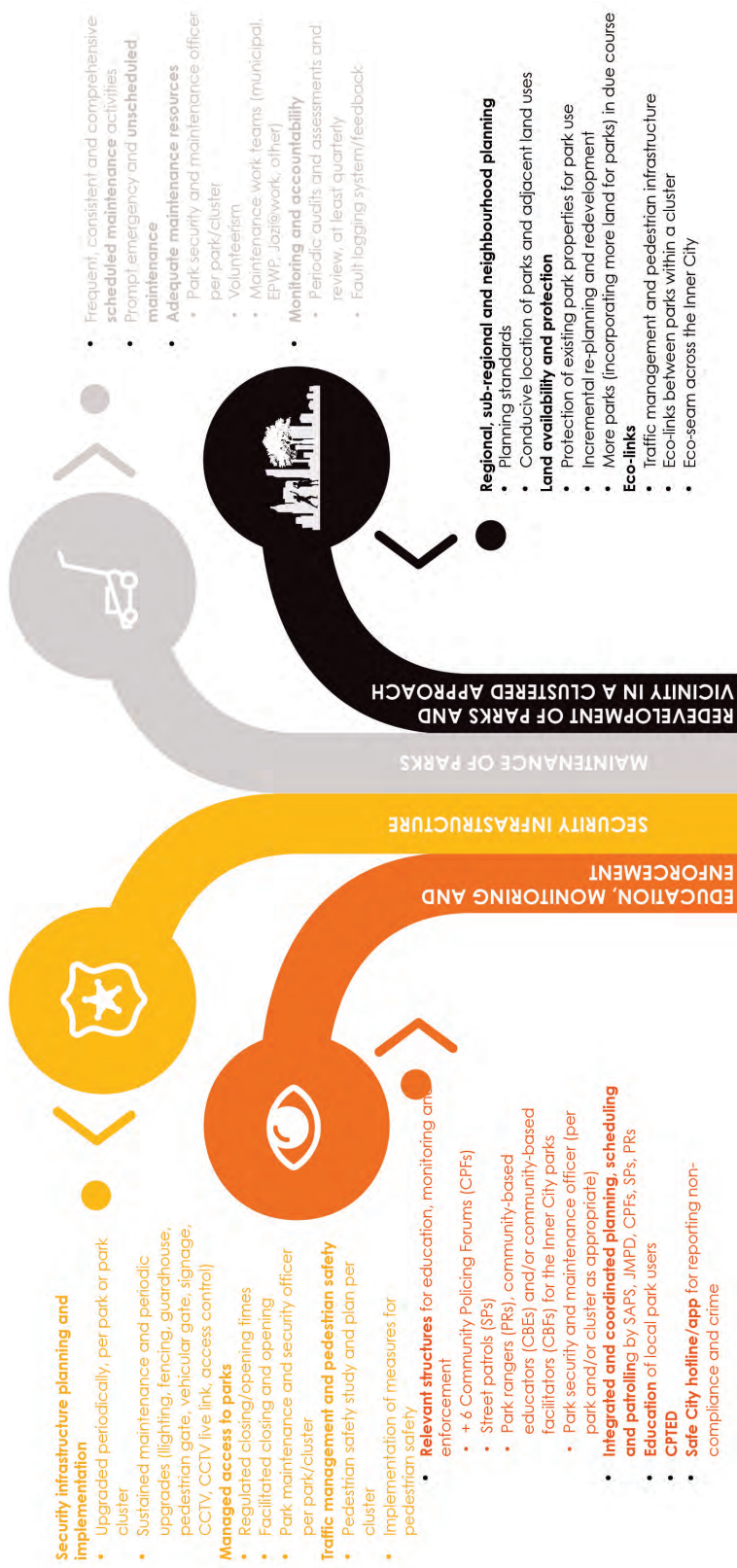
- ❖ **Active parks.** Measures must be taken to encourage regular and consistent use of each park by its neighbourhood community and local business employees. Examples of such measures are user-friendly mechanisms for park hire, sections of the park that are available for night use, appropriate and varied park infrastructure within clusters of parks and offering of social services at parks (e.g. mobile library, mobile clinic, mobile government services).
- ❖ **Education, monitoring and enforcement.** Education of communities will support positive use of parks locally. Education must be supplemented with regular and visible monitoring and enforcement. Structures that are relevant for education, monitoring and enforcement at parks include Community Policing Forums (CPFs), street patrols (SPs), park rangers (PRs), community-based educators (CBEs), community-based facilitators (CBFs) and park security and maintenance officers (per park and/or cluster as appropriate). Integrated and coordinated planning, scheduling and patrolling by SAPS, JMPD, CPFs, SPs, PRs is non-negotiable. Crime Prevention Through Environmental Design (CPTED) is a cost-effective mechanism for safety and security, and generic guidelines incorporating the CPTED principles of territoriality, surveillance, target hardening and access control can be developed and then applied to each park. Further, a mechanisms such as the Safe City hotline/ app that the city has long considered will no doubt assist with reporting of non-compliance and crime.
- ❖ **Security infrastructure.** Security infrastructure could include lighting, fencing, guardhouses, pedestrian gates, vehicular gates, signage, CCTV, CCTV live linkage and access control and will vary from park to park. A security infrastructure plan, which is upgraded periodically, must be prepared per park or park cluster. Security infrastructure must be designed and implemented as per the needs of the local community at each park and it must be maintained regularly and upgraded periodically. Access to the park needs to be managed, as appropriate for each park. Traffic management and pedestrian safety in the vicinity of the park is also a valid safety and security concern and measures must be taken to support pedestrian safety.
- ❖ **Maintenance of parks.** Scheduled maintenance activities must be frequent, consistent and comprehensive. Where unscheduled or emergency maintenance needs arise, these must be attended to timeously. Maintenance resources must be adequate and capacity can be drawn from maintenance work teams as well as from volunteers. Monitoring and accountability in the form of periodic audits and assessments and fault logging systems and feedback are important and can be achieved cost-effectively through adequate internal resourcing and shared systems.
- ❖ **Physical (re)development of parks and their vicinities.** The three components of physical (re) development are regional, sub-regional and neighbourhood planning; land availability and protection; and eco-links. Firstly, urban planners must give adequate and qualitative consideration to planning standards, optimal locations and sizes of parks, complementary adjacent land uses and due consideration of public open space in sub-regional, precinct and neighbourhood plans. Secondly, park properties must be protected with correct zonings and attendance and prevention of encroachments and informal settlements. Also, in due course, additional land for parks must be unlocked an additional 50ha will mean a doubling of parks). Thirdly, programmatic measures need to be taken to ensure traffic management and pedestrian safety in the vicinity of parks and to develop eco-links between parks and an eco-seam through the Inner City.



**Figure 3A: Action plan**



**Figure 3B: Action plan continued**



- Frequent, consistent and comprehensive **scheduled maintenance** activities
- Prompt **emergency and unscheduled maintenance**
- **Adequate maintenance resources**
  - Park security and maintenance officer per park/cluster
  - Volunteerism
  - Maintenance work teams (municipal, EPWP, Jozilework, other)
- **Monitoring and accountability**
  - Periodic audits and assessments and review, at least quarterly
  - Fault logging system/feedback

**Regional, sub-regional and neighbourhood planning**

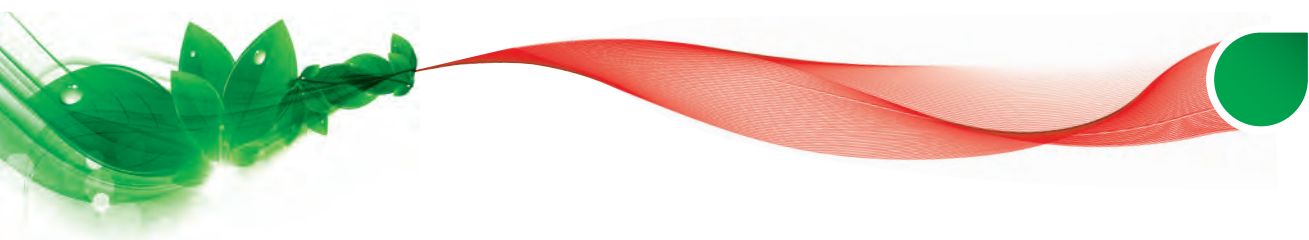
- Planning standards
- Conducive location of parks and adjacent land uses

**Land availability and protection**

- Protection of existing park properties for park use
- Incremental re-planning and redevelopment
- More parks (incorporating more land for parks) in due course

**Eco-links**

- Traffic management and pedestrian infrastructure
- Eco-links between parks within a cluster
- Eco-seam across the Inner City



#### 4.6. Timeframe emphases

The action plan is proposed as a five-year action plan to coincide with municipal budgeting and political cycles. The emphasis of activity is expected to vary by strategy for each year. A summary of the emphasis of the action plan is illustrated in **Table 3**.

**Table 3: Timeframe emphases**

Strategy	Year 1	Year 2	Year 3	Year 4	Year 5
Co-management of parks	High	High	Medium	Medium	Medium
Co-investment in parks	Medium	Medium	Medium	Medium	Medium
Socio-economic interventions by all relevant government departments and entities	Medium	Medium	Medium	Medium	Medium
Active parks	Medium	Medium	Medium	Medium	Medium
Education, monitoring and enforcement	Medium	Medium	Medium	Medium	Medium
Security infrastructure	Medium	Medium	Medium	Medium	Medium
Maintenance of parks	Medium	Medium	Medium	Medium	Medium
Physical (re)development of parks and their vicinities in a clustered approach	Medium	Medium	Medium	Medium	Medium

(This is a generic sub-regional perspective, and variations will apply per park. Hence if a precinct is prioritised and is being upgraded in Year 1, then the corresponding park can also be upgraded in Year 1 even if co-management and co-investment arrangements are still in process.)

More elaborate discussion on the generic emphases follows:

- ❖ **Co-management of parks.** Co-management of parks is suggested as the priority and focus component of the initiative in Year 1 and 2. Once community mobilisation and organisation are initiated, government must support that community structures and engagement are maintained and matured in Year 3, 4 and 5.
- ❖ **Co-investment in parks.** It can be envisaged that co-investment in parks by all roleplayers and stakeholders will become more appropriate and increase over time as engagement in and responsibility for parks by the different roleplayers and stakeholders develops.
- ❖ **Socio-economic interventions by all relevant government departments and entities.** The different departments and entities must respond to their mandated responsibilities as soon as possible. Particular reference is made here to the regulation of informal traders, facilities for trolley pushers, temporary accommodation for homeless living in parks and drug and alcohol abuse remedial programmes. It is envisaged that such matters can be attended to at the outset in Year 1 and Year 2, after which ongoing regulation and enforcement must be applied to ensure that parks can remain safe and regulated spaces.
- ❖ **Active parks.** Consistent focus and attention needs to be given to generating active parks. Initially, government will need to put effort and resources into catalytic events at parks. As communities become more organised and mobilised, they will take the greater responsibility for keeping their parks active. That is, parks must be activated and kept active throughout, but the responsibility should increasingly shift from government to its partners as the partners become more capacitated.
- ❖ **Education, monitoring and enforcement.** Consistent focus and attention needs to be given to education, monitoring and enforcement.

- \* **Security infrastructure.** More attention may be given to establishing security infrastructure in Year 1, 2 and 3. In Year 4 and 5, the emphasis can then be on maintaining and upgrading security infrastructure.
- \* **Maintenance of parks.** At any given point in time, parks must be maintained impeccably as per their current level of service. When a park is improved, the park must then be maintained at the improved standard.
- \* **Physical (re)development of parks and their vicinities in a clustered approach.** The emphasis on physical redevelopment will perhaps be greater in Year 4 and 5, than in the earlier years, to allow for resources to be invested in the other strategies that need to be strengthened prior to large investments in capital works. Where parks are ready earlier for redevelopment, or where a precinct is prioritised for upgrading, then of course it is sensible to upgrade such parks sooner.

#### 4.7. Roles and responsibilities

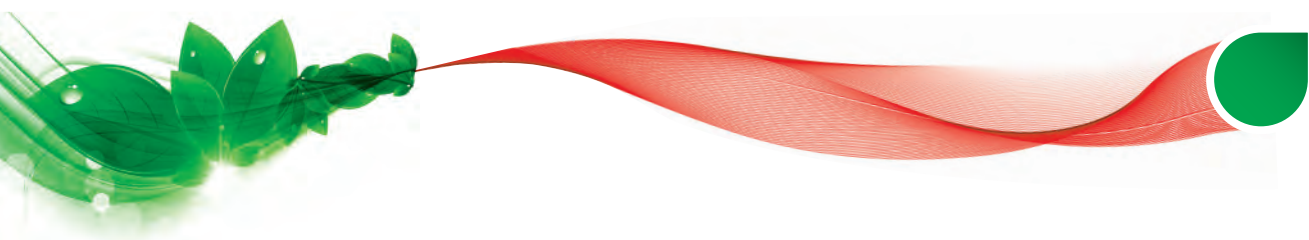
Numerous government departments and entities have roles and responsibilities in respect of the creation of safe community parks in the Inner City. These are summarised by department or entity in **Table 4**.

**Table 4: Roles and responsibilities of municipal departments and entities**

Departments and Entities	Core Functions with Respect ro Inner City Parks	Roles/Responsibilities
<b>Johannesburg City Parks and Zoo (JCPZ)</b>	<ul style="list-style-type: none"> <li>• Overall responsibility for parks</li> </ul>	<ul style="list-style-type: none"> <li>• Coordination of planning, design, development, maintenance and management of the parks</li> <li>• Coordination with other departments and entities as relevant and required</li> <li>• Facilitation of establishment of park-specific community structures and of community mobilisation and involvement</li> <li>• Community-based education by park rangers, community-based educators and community-based facilitators</li> <li>• Patrolling by park rangers</li> <li>• Facilitation of volunteerism (guidelines, training, oversight, payment)</li> </ul>
<b>Johannesburg Development Agency (JDA)</b>	<ul style="list-style-type: none"> <li>• Area planning</li> <li>• Area and park development</li> <li>• CCTV</li> </ul>	<ul style="list-style-type: none"> <li>• Area-based planning e.g. for park clusters and eco-links</li> <li>• Budgeting for and facilitation of park (re) development</li> <li>• Provision of CCTV infrastructure</li> <li>• Managing of CCTV live monitoring</li> </ul>



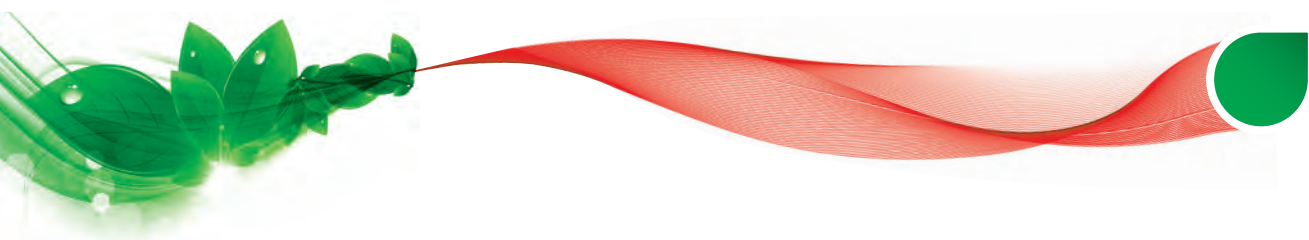




Departments and Entities	Core Functions with Respect ro Inner City Parks	Roles/Responsibilities
<b>Department of Public Safety (DPS)</b>	<ul style="list-style-type: none"> <li>• CPFs</li> <li>• CPTED</li> <li>• Safety coordination</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitation of establishment and CPFs and street patrollers and patrols</li> <li>• Facilitation of JMPD patrols and by-law enforcement</li> <li>• Supporting JDA with CCTV infrastructure and live monitoring</li> <li>• Preparation of park CPTED guidelines</li> <li>• Facilitation of park cluster CPTED surveys</li> <li>• Provision of a Safe City app, including in relation to Inner City and/or Inner City parks</li> </ul>
<b>Inner City Roadmap Office (ICRO)</b>	<ul style="list-style-type: none"> <li>• Inner City community engagement, planning and budgeting which can be related to the inner city parks</li> </ul>	<ul style="list-style-type: none"> <li>• Coordination of Inner City park programmes and projects</li> <li>• Facilitation of planning and resourcing for Inner City park programmes and projects</li> <li>• Facilitation of community mobilisation, organisation and facilitation for the Inner City</li> <li>• Assisting with lease/co-management agreements amongst different Inner City roleplayers</li> </ul>
<b>Citizen Relations and Urban Management (CRUM) - Region F</b>	<ul style="list-style-type: none"> <li>• Inner City community engagement and enforcement which can be related to the inner city parks</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitation of community mobilisation, organisation and facilitation for the Inner City</li> <li>• Execution of by-law enforcement</li> <li>• Oversight of fault logging system</li> </ul>
<b>Johannesburg Metropolitan Police Department (JMPD)</b>	<ul style="list-style-type: none"> <li>• Patrolling, policing, enforcement</li> </ul>	<ul style="list-style-type: none"> <li>• Execution of patrolling, policing and enforcement</li> <li>• Facilitation of establishment and operations of CPFs</li> <li>• Engagement and coordination with CPFs and street patrollers</li> </ul>
<b>Gauteng Department of Community Safety (DoCS)</b>	<ul style="list-style-type: none"> <li>• CPFs</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitation of establishment of CPFs</li> </ul>
<b>South African Police Services (SAPS)</b>	<ul style="list-style-type: none"> <li>• Patrolling, policing, enforcement</li> </ul>	<ul style="list-style-type: none"> <li>• Execution of patrolling, policing and enforcement</li> <li>• Facilitation of establishment and operations of CPFs</li> <li>• Engagement and coordination with CPFs and street patrollers</li> </ul>

Departments and Entities	Core Functions with Respect ro Inner City Parks	Roles/Responsibilities
<b>Department of Development Planning (DDP)</b>	<ul style="list-style-type: none"> <li>• Planning</li> <li>• Budgeting</li> <li>• Land use management</li> <li>• Land</li> </ul>	<ul style="list-style-type: none"> <li>• Spatial planning that incorporates considerations on Inner City parks (at city, regional, sub-regional and area scales)</li> <li>• Establishment and continued refinement of appropriate standards (extent of park, distance to a park, park space per person)</li> <li>• Encouraging and enabling a multi-purpose approach (e.g. sharing park space with a clinic and school)</li> <li>• Allocation of well-located land for parks</li> <li>• Encouraging appropriate land use management in the vicinity adjacent to established and new parks</li> <li>• Assisting with rezoning for park properties that are incorrectly zoned</li> <li>• Budgeting for capital and maintenance works as part of the annual planning/budgeting processes, with increase in % share of budget</li> </ul>
<b>Johannesburg Property Company (JPC)</b>	<ul style="list-style-type: none"> <li>• Land</li> </ul>	<ul style="list-style-type: none"> <li>• Assisting with rezoning for park properties that are incorrectly zoned</li> <li>• Assisting with lease/co-management agreements</li> <li>• Facilitating land availability for new parks</li> <li>• Resolution of land restitution issues impacting on parks</li> <li>• Encouraging and enabling a multi-purpose approach (e.g. sharing park space with a clinic and school)</li> </ul>
<b>Department of Transportation and/ or Johannesburg Roads Agency (JRA)</b>	<ul style="list-style-type: none"> <li>• Pedestrian safety</li> <li>• Pedestrian routes</li> </ul>	<ul style="list-style-type: none"> <li>• Providing and maintaining pedestrian infrastructure in the vicinity of parks</li> <li>• Assisting with the development and maintenance of eco-links and eco-seams and in the Inner City</li> <li>• Supporting community awareness on pedestrian safety/road safety outreach</li> <li>• Promoting supplementary public transport if necessary to make regional parks more accessible</li> </ul>
<b>Department of Housing (DoH)</b>	<ul style="list-style-type: none"> <li>• Informal settlements</li> <li>• Homelessness</li> </ul>	<ul style="list-style-type: none"> <li>• Resolution of issue of homeless sleeping in parks</li> <li>• Resolution of emerging informal settlements at applicable parks</li> </ul>
<b>Department of Economic Development (DoED)</b>	<ul style="list-style-type: none"> <li>• Informal trading</li> <li>• Trolley pushers</li> </ul>	<ul style="list-style-type: none"> <li>• Resolution of issue of trolley pushers sorting, burning and dumping waste in parks, together with Pikitup</li> <li>• Regulation of informal trading at and in the vicinity of Inner City parks</li> </ul>





Departments and Entities	Core Functions with Respect ro Inner City Parks	Roles/Responsibilities
<b>Pikitup</b>	<ul style="list-style-type: none"> <li>• Trolley pushers</li> <li>• Fly tipping</li> </ul>	<ul style="list-style-type: none"> <li>• Resolution of issue of trolley pushers sorting, burning and dumping waste in parks, together with Department of Economic Development</li> <li>• Awareness and education to mitigate fly tipping in and at parks and other public places in the Inner City</li> <li>• Attendance of fly tipping incidences</li> <li>• Providing waste management services in the vicinity of parks</li> </ul>
<b>City Power</b>	<ul style="list-style-type: none"> <li>• Street lighting</li> <li>• Solar power at parks</li> </ul>	<ul style="list-style-type: none"> <li>• Provision of street lighting in the vicinity of parks</li> <li>• Provision of power supply to parks where electricity rather than solar power is being used</li> <li>• Advising, guiding and supporting solar power installations at parks</li> </ul>
<b>Johannesburg Water</b>	<ul style="list-style-type: none"> <li>• Water supply at parks</li> </ul>	<ul style="list-style-type: none"> <li>• Provision of water supply to parks</li> </ul>
<b>Emergency Management Services (EMS)</b>	<ul style="list-style-type: none"> <li>• Emergency services</li> </ul>	<ul style="list-style-type: none"> <li>• Provision of emergency services if/when required</li> </ul>
<b>Department of Environment and Infrastructure Services (EISD)</b>	<ul style="list-style-type: none"> <li>• Horticulture</li> <li>• Green infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion of education on environmental awareness and appreciation in the Inner City</li> <li>• Promotion of indigenous landscaping, green infrastructure and waste recycling at Inner City parks</li> </ul>
<b>Department of Community Development (DCD); Department of Health (DHe); Department of Social Development (DSD)</b>	<ul style="list-style-type: none"> <li>• Social services</li> <li>• Remedial social programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Hosting of community services and activities at parks to encourage more active parks</li> <li>• Offering social interventions related to drug and alcohol abuse at parks and park clusters</li> </ul>
<b>Technical clusters</b>	<ul style="list-style-type: none"> <li>• Oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Undertaking approvals and oversight as appropriate and required</li> </ul>
<b>Service Delivery Vehicle Meetings</b>	<ul style="list-style-type: none"> <li>• Oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Undertaking regional and sub-regional planning, budgeting and monitoring</li> </ul>

Regarding organisational restructuring at the City of Johannesburg, there will be adjustments to roles and responsibilities as entities are absorbed back into the organisational structure of the City of Johannesburg. Nevertheless this will only be to the extent that the stated roles and responsibilities for an entity that is being restructured will shift to the newly-constituted department holding the corresponding mandate.

Further to the above, co-management partners also have roles and responsibilities, which will vary from one park or cluster of parks to another, and also over time as co-management agreements and capacities mature. The co-management agreement that is entered into between government and its partners for any park or park cluster is central in recording and managing the roles and responsibilities of the co-management partners.

To comment briefly on the roles and responsibilities of municipal departments and entities:

- ❖ **Co-management of parks.** This strategy of co-management of parks envisages a more developed relationship between government, community and business at a practical level, one in which there is responsibility, communication and cooperation by all. It is important that Johannesburg City Parks and Zoo (JCPZ) becomes resourced to expand its current responsive in this regard. It is equally important that departments such as Citizen Relations and Urban Management (CRUM) play a lead role in fostering citizen relations that all departments can interface with including for parks projects.
- ❖ **Co-investment in parks.** All departments and entities must budget so that they are enabled to be responsive to their mandated responsibilities at Inner City parks. The Department of Development Planning must play a strong role in coordinating and overseeing appropriate budget provisions in this regard.
- ❖ **Socio-economic interventions by all relevant government departments and entities.** The relevant departments and entities must attend to the socio-economic issues evident at parks.
- ❖ **Active parks.** Communities must keep their parks active. Until such time as communities are empowered to keep their parks active and the social, economic and environmental conditions are in place for this, government can and must help to catalyse active parks. For example, departments engaged in social services can render such services at parks using mobile facilities.
- ❖ **Education, monitoring and enforcement.** Johannesburg City Parks and Zoo (JCPZ) must keep communities and local business employees informed on how to use their parks appropriately and how to keep their parks active. Various departments are to offer education on safety, pedestrian safety and environmental awareness and appreciation. At the same time, there needs to be monitoring and enforcement. Structures such as the Johannesburg Metropolitan Police Department (JMPD) and the South African Police Service (SAPS) are essential in this regard. Park rangers can also be promoted to peace officers once Johannesburg City Parks and Zoo (JCPZ) is reintegrated into the city structure and once they receive training. Further, the enforcement and policing structures can help to set up and support Community Policing Forums and street patrols so that communities can participate in keeping public open spaces safe in an appropriate manner.
- ❖ **Security infrastructure.** The Department of Public Safety must assist Johannesburg Development Agency (JDA) and Johannesburg City Parks and Zoo (JCPZ) to put in place security infrastructure that is appropriate for each park and this may vary from park to park.
- ❖ **Maintenance of parks.** Johannesburg City Parks and Zoo (JCPZ) has a primary responsibility for the maintenance of parks, but they need additional resources to enable more frequent, consistent and comprehensive maintenance. They can not only continue to involve local communities through programmes such as the Expanded Public Works Programme, but also through mechanisms such as volunteerism.
- ❖ **Physical (re)development of parks and their vicinities in a clustered approach.** Johannesburg Development Agency (JDA) and Johannesburg City Parks and Zoo (JCPZ) must work together more closely together to enhance the quality of park (re)developments and better provide for maintenance considerations. Attention also needs to be given to the vicinity surrounding the parks, and to considerations such as traffic management and pedestrian safety as well as suitable adjacent land uses and corresponding land use management – departments and entities such as the Department of Development Planning, the Department of Transport and the Johannesburg Roads Agency have a role to play in this regard.





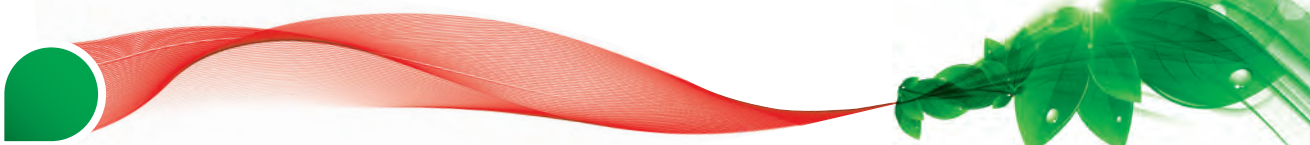
## 4.8. Budgets

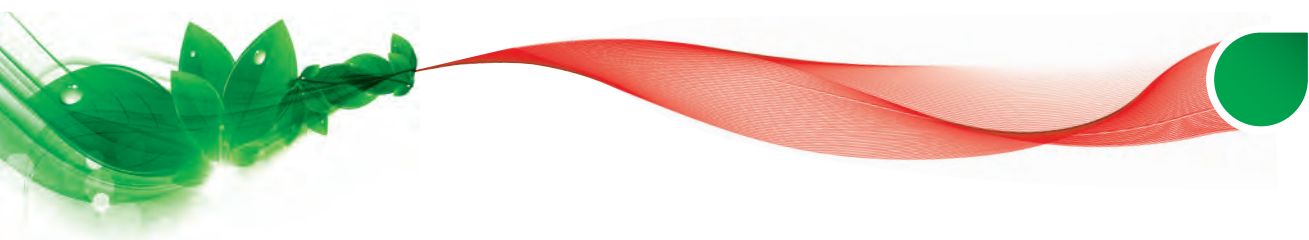
Numerous government departments and entities must plan and make budget provision to enable them to respond to their specific mandated responsibilities associated with the creation of safe community parks in the Inner City.

The budget provision requirements of the various departments and entities are itemised in **Table 5**.

**Table 5: Budget provisions required of municipal departments and entities**

Departments and Entities	Required Budget Provisions
<b>Johannesburg City Parks and Zoo (JCPZ)</b>	<ul style="list-style-type: none"> <li>• Budget for maintenance (increase by threefold)</li> <li>• Budget for capital works (increase by at least twofold)</li> <li>• Budget for community mobilisation, organisation and empowerment</li> <li>• Budget for PRs, CBEs, CBFs</li> <li>• Budget for co-management agreements</li> <li>• Budget for volunteerism support</li> <li>• Budget for contribution to security infrastructure</li> </ul>
<b>Johannesburg Development Agency (JDA)</b>	<ul style="list-style-type: none"> <li>• Budget for CCTV including live link</li> <li>• Budget for sub-regional and cluster planning</li> <li>• Budget for capital works (increase by at least twofold)</li> <li>• Budget for pedestrian environment upgrades (cf. JRA contributions)</li> <li>• Budget for eco-links and eco-seams (cf. JRA contributions)</li> </ul>
<b>Department of Public Safety (DPS)</b>	<ul style="list-style-type: none"> <li>• Budget for CPF establishment and support</li> <li>• Budget for CPTED guidelines, surveys and measures</li> <li>• Budget for coordination of safety aspects</li> <li>• Budget for Safe City app</li> <li>• Budget for contribution to security infrastructure</li> </ul>
<b>Inner City Roadmap Office (ICRO)</b>	<ul style="list-style-type: none"> <li>• Budget for contribution to community mobilisation, organisation and empowerment</li> <li>• Budget for contribution to sub-regional planning and capital and maintenance investment</li> </ul>
<b>Citizen Relations and Urban Management (CRUM) - Region F</b>	<ul style="list-style-type: none"> <li>• Budget for contribution to community mobilisation, organisation and empowerment</li> <li>• Budget for resources for contribution to enforcement</li> </ul>
<b>Johannesburg Metropolitan Police Department (JMPD)</b>	<ul style="list-style-type: none"> <li>• Budget for adequate resources (officers, vehicles) for contribution to regular and visible patrolling, policing and enforcement and for community engagement</li> </ul>
<b>Gauteng Department of Community Safety (DoCS)</b>	<ul style="list-style-type: none"> <li>• Budget for contribution to CPF establishment and support</li> </ul>
<b>South African Police Services (SAPS)</b>	<ul style="list-style-type: none"> <li>• Budget for adequate resources (officers, vehicles) for contribution to regular and visible patrolling, policing and enforcement and for community engagement</li> </ul>





Departments and Entities	Required Budget Provisions
<b>Department of Development Planning (DDP)</b>	<ul style="list-style-type: none"> <li>• Budget for review of sub-regional and neighbourhood plans</li> <li>• Budget for land</li> <li>• Budget for contribution to land use management (rezoning and other)</li> <li>• Budget for contribution to attendance of encroachment of private buildings onto park properties</li> </ul>
<b>Johannesburg Property Company (JPC)</b>	<ul style="list-style-type: none"> <li>• Budget for land</li> <li>• Budget for contribution to land use management (rezoning)</li> <li>• Budget for contribution to attendance of encroachment of private buildings onto park properties</li> </ul>
<b>Department of Transportation and/ or Johannesburg Roads Agency (JRA)</b>	<ul style="list-style-type: none"> <li>• Budget for traffic management plans</li> <li>• Budget for pedestrian environment upgrades (cf. JDA contributions)</li> <li>• Budget for eco-links and eco-seams (cf. JDA contributions)</li> </ul>
<b>Department of Housing (DoH)</b>	<ul style="list-style-type: none"> <li>• Budget for attendance of emerging informal settlements</li> <li>• Budget for attendance for homeless living in parks</li> </ul>
<b>Department of Economic Development (DoED)</b>	<ul style="list-style-type: none"> <li>• Budget for registration of informal traders</li> <li>• Budget for monitoring of registration of informal traders</li> <li>• Budget for facilitating alternative facilities for trolley pushers</li> </ul>
<b>Pikitup</b>	<ul style="list-style-type: none"> <li>• Budget for facilitating alternative facilities for trolley pushers</li> <li>• Budget for attendance of fly tipping</li> </ul>
<b>City Power</b>	<ul style="list-style-type: none"> <li>• Budget for additional street lighting on pavements in the vicinity of parks</li> <li>• Budget for guidance and support for solar power lighting at parks</li> </ul>
<b>Johannesburg Water</b>	<ul style="list-style-type: none"> <li>• Budget for resources to facilitate water connections to parks</li> </ul>
<b>Emergency Management Services (EMS)</b>	<ul style="list-style-type: none"> <li>• Budget for ad hoc incidents</li> </ul>
<b>Department of Environment and Infrastructure Services (EISD)</b>	<ul style="list-style-type: none"> <li>• Budget for environmental awareness and education for park users in the Inner City</li> <li>• Budget for environmental features at Inner City parks</li> </ul>
<b>Department of Community Development (DCD) Department of Health (DHe) Department of Social Development (DSD)</b>	<ul style="list-style-type: none"> <li>• Budget for remedial social programmes such as drug and alcohol abuse rehabilitation</li> <li>• Budget for hosting social services at parks within each cluster on a rotational basis</li> </ul>
<b>Technical clusters (Sustainable Services Cluster, Economic Growth Cluster, Human and Social Development Cluster and Good Governance Cluster)</b>	<ul style="list-style-type: none"> <li>• No extraordinary budget required for oversight functions</li> </ul>
<b>Service Delivery Vehicle Meetings</b>	<ul style="list-style-type: none"> <li>• No extraordinary budget required for oversight functions</li> </ul>

Further to the above, as and when there is co-investment in a particular park by co-management partners, further improvements can be made to that particular park in alignment with the local vision, needs and agreements for that particular park.

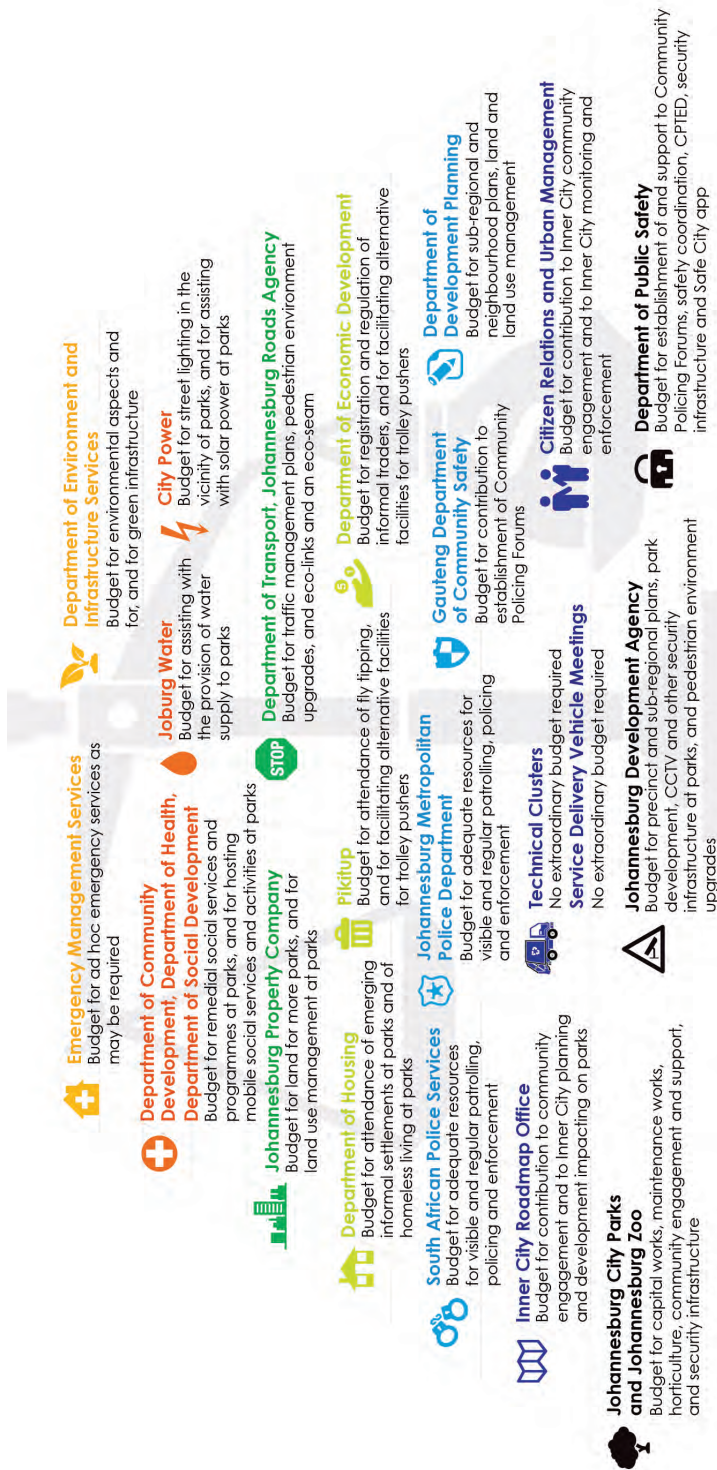
To elaborate on the budget provisions required of the various municipal departments and entities:

- ❖ **Co-management of parks.** Government must budget adequately to facilitate the mobilisation, organisation and empowerment of local communities. Stipends need to be available to sustain community structures. Resources must also be available for the preparation and maintenance of co-management agreements.
- ❖ **Co-investment in parks.** Government must budget so that resources are available to support contributions in kind such as volunteerism where training and stipends would be required. Government must also budget for activities as per its mandates and also as per co-management agreements.
- ❖ **Socio-economic interventions by all relevant government departments and entities.** Departments responsible for attending to socio-economic issues evident at parks must budget appropriately and adequately so that they are enabled to respond to these issues.
- ❖ **Active parks.** Government must budget to facilitate events at parks until communities are self-sufficient in this regard. Budget should also be available for more mobile facilities from which government services can be rendered. Then, government must be resourced to receive income for park events in a user-friendly manner.
- ❖ **Education, monitoring and enforcement.** Appropriate budget must be available for an adequate number of education officers and of officers responsible for patrolling, policing and enforcement. Budget is also needed to establish and support community structures such as Community Policing Forums. Budget is also needed for implementing measures in support of Crime Prevention Through Environmental Design (CPTED) and in support of pedestrian safety in the vicinity of parks.
- ❖ **Security infrastructure.** Appropriate and adequate budget must be provided for security infrastructure at each park, though the actual infrastructure and therefore actual budget may vary for each park. The budget is required both in respect of capital investment in security infrastructure and then also maintenance of the security infrastructure.
- ❖ **Maintenance of parks.** Maintenance at parks must be impeccable – this is a non-negotiable and critical success factor. In order for maintenance at Inner City parks to be more frequent, consistent and comprehensive, much more financial resources are needed than are currently allocated. Some resources will incrementally and increasingly come from co-partners. Government must for its part be trebling its investment in maintenance of Inner City parks.
- ❖ **Physical (re)development of parks and their vicinities in a clustered approach.** Government must increase capital moneys available for the physical (re)development of parks, by a minimum of double the current allocation. Undertaking physical (re)developments in tandem with the other seven strategies will ensure that capital is more soundly invested. Contributions from co-partners must be encouraged and should increase in quantity and proportion over time.





Figure 5: Departmental budgets



## 5. Concluding Statements

There are currently not only an insufficient number of parks in the Inner City, but much more significantly and importantly safety and quality of existing public open space is currently a problem.

The outcome of safe community parks, as a facet of a revived and regenerated Inner City, requires shifts and commitments:

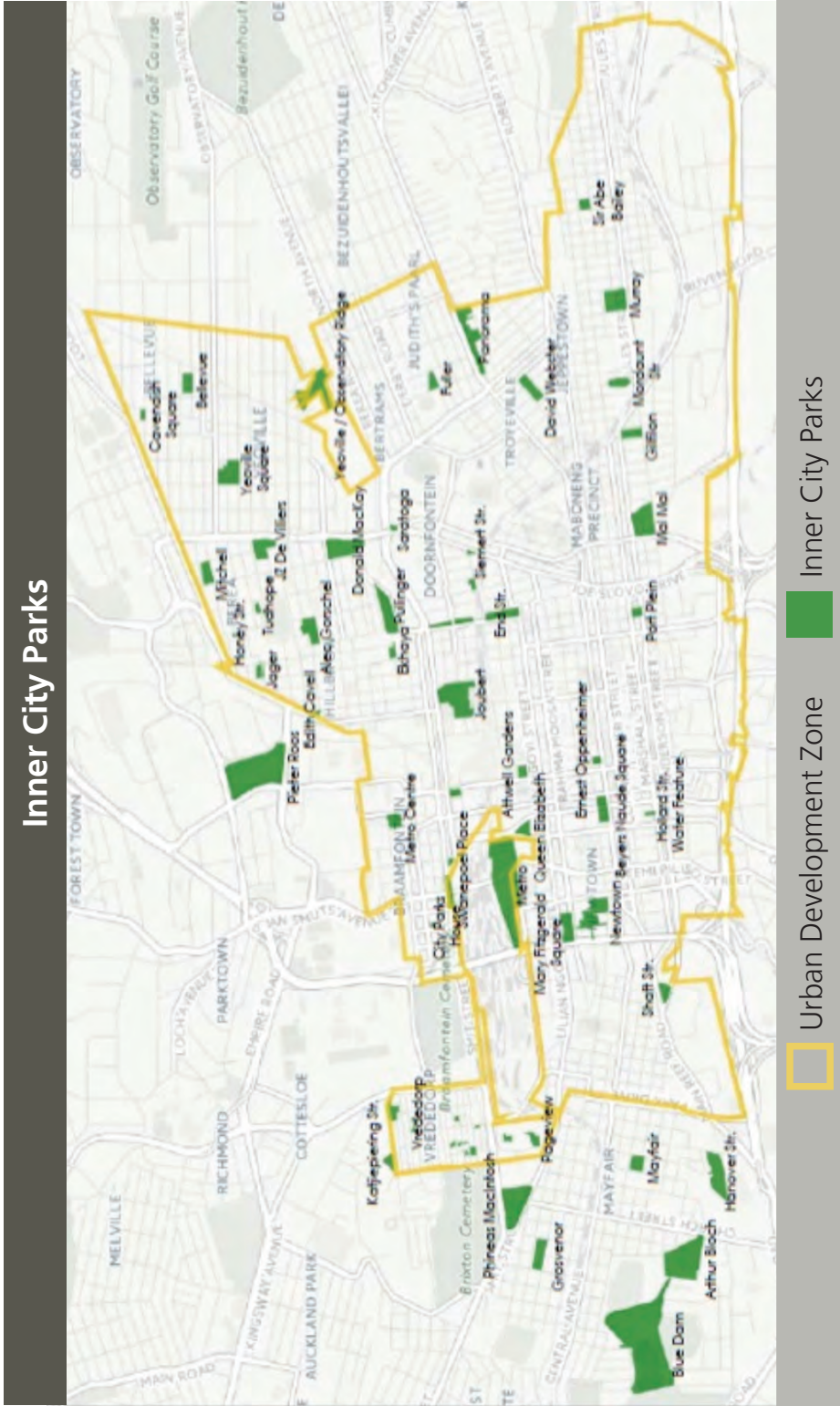
- \* Government must demonstrate willingness and capacity to involve communities and businesses in public matters and at public facilities.
- \* Communities must take responsibility for active and engaged citizenry.
- \* All relevant government departments and entities must be prepared to be involved at parks to the nature and extent required of their respective mandates and for full resolution of applicable issues.
- \* Parks must be developed and managed in clusters so that, inter alia, there is complementary and more responsive development.
- \* Safety must be enhanced through education, regular and visible monitoring and enforcement and security infrastructure.
- \* Maintenance capacities and resourcing must be improved substantially. Government should consider at least a threefold increase in maintenance budgets to support more frequent, consistent and comprehensive maintenance.
- \* Capital (re)development must be undertaken in tandem with other strategies and the proportion and amount of budget available needs to be increased, at least twofold.

Implementing the following appropriate strategies and associated activities, and in a manner that is inclusive, coordinated, resourced and sustained, will generate Inner City parks that are social and economic assets of the city:

- \* Co-management of parks.
- \* Co-investment in parks.
- \* Socio-economic interventions by all relevant government departments and entities.
- \* Active parks.
- \* Education, monitoring and enforcement.
- \* Security infrastructure.
- \* Maintenance of parks.
- \* Physical (re)development of parks and their vicinities in a cluster approach.

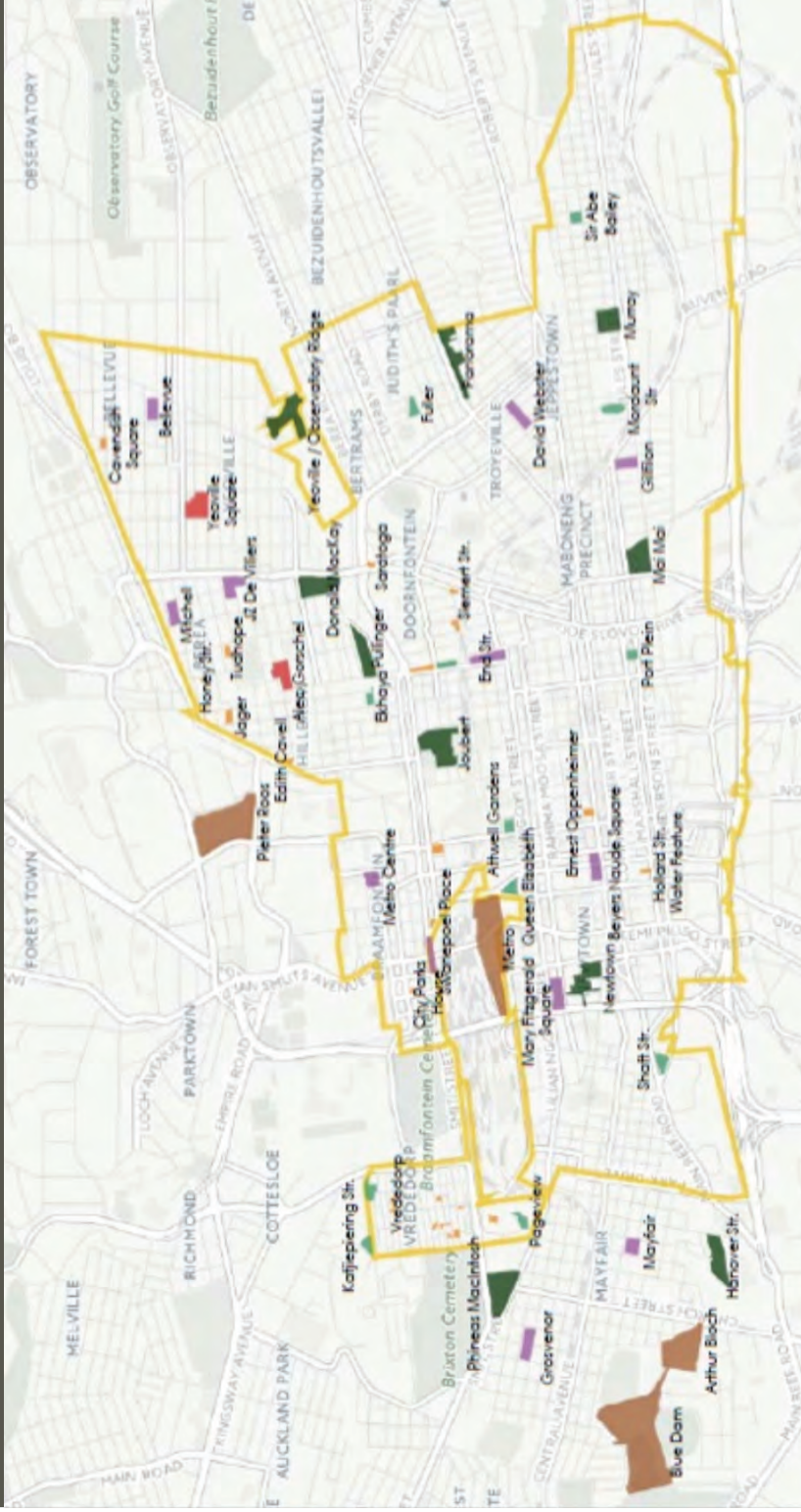


Map 1: Urban Development Zone



Map 2: Location and categorisation of Inner City parks

## Inner City Parks and Categorisation



- Urban Development Zone
- Strategic Park (>5ha)
- District/regional Park (2-5ha)
- Community Park (1.5-2ha)
- Local/neighbourhood (0.8-1.5ha)
- Playground (0.4-0.8ha)
- Play/Pocket Park (0.04-0.4ha)

Map 3: Clustering of Inner City parks

# Inner City Parks and Clusters



- Urban Development Zone
- Inner City Parks
- Clusters



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