ARCHBISHOP DESMOND TUTU PRECINCT PLAN

DRAFT PRECINCT PLAN

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1.1. INTRODUCTION

The Desmond Tutu Precinct Plan marks a transformative chapter in Johannesburg's urban and cultural landscape. Centred around the historic St Mary's Cathedral, this Precinct honours the enduring legacy of Archbishop Desmond Tutu, a global icon of peace, justice, and reconciliation. The precinct plan reflects a bold commitment to revitalising the inner city while celebrating South Africa's democratic journey.

1.2. BACKGROUND

The Johannesburg Development Agency has initiated the development of the Archbishop Desmond Tutu Precinct as a strategic response to decades of physical, social, and economic decline in the core of the city. Centred around the Cathedral of St Mary the Virgin where Archbishop Emeritus Desmond Tutu served as Dean and later Bishop the precinct includes Darragh House and other historically significant sites that played a vital role in the anti-apartheid movement. These spaces hold deep symbolic value and present an opportunity to honour Archbishop Tutu's legacy through inclusive, heritage-led urban transformation.

The precinct plan is being undertaken to address a range of persistent challenges in the area. These include unmanaged pedestrian and vehicular congestion, deteriorating infrastructure, underutilised heritage assets, and growing safety concerns. The plan will introduce integrated spatial and mobility solutions to improve circulation, reduce traffic conflict, enhance pedestrian safety, and restore dignity to the public realm. It will also support economic revitalisation, cultural activation, and community participation ensuring that the precinct becomes a vibrant, accessible, and socially inclusive urban space.

The Desmond Tutu Precinct Plan is an initiative within City of Johannesburg's broader Inner-City Revitalisation Programme and aligns closely with the goals of the Inner-City Transport Masterplan, which aims to improve mobility, reduce congestion, and enhance access to public transport. It represents a strategic effort to reclaim public space, restore heritage, and improve mobility in the urban core. The precinct's location near major transit corridors, including Rea Vaya and minibus taxi routes, makes it a strategic node for pedestrian-friendly design and multimodal connectivity. Proposed upgrades such as universal access pathways, bike lanes, and smart mobility infrastructure will support the Masterplan's vision of a more accessible and integrated transport network.

The Precinct will be designed to strengthen connections to key transport nodes such as Park Station, promote walkability, and support safe, efficient movement for all users. By integrating transport, heritage, and public space planning, the Desmond Tutu Precinct will serve as a catalytic project that not only commemorates a national icon, but also reclaims and reimagines the inner city as a place of pride, memory, and opportunity.

1.3. CONTEXTUALISING DESMOND TUTU PRECINCT

The Desmond Tutu Precinct is located in the Johannesburg inner-city, within Region F of the Johannesburg Metropolitan area. The study area is bounded by Sophie De Bruyn Street to the North, Claim/Mooi Street to the East, Harrison Street to the West and Commissioner Street to the South. **Figure 1** below shows the boundaries of the study area. The Study Area covers an area of approximately 80.6 hectares.

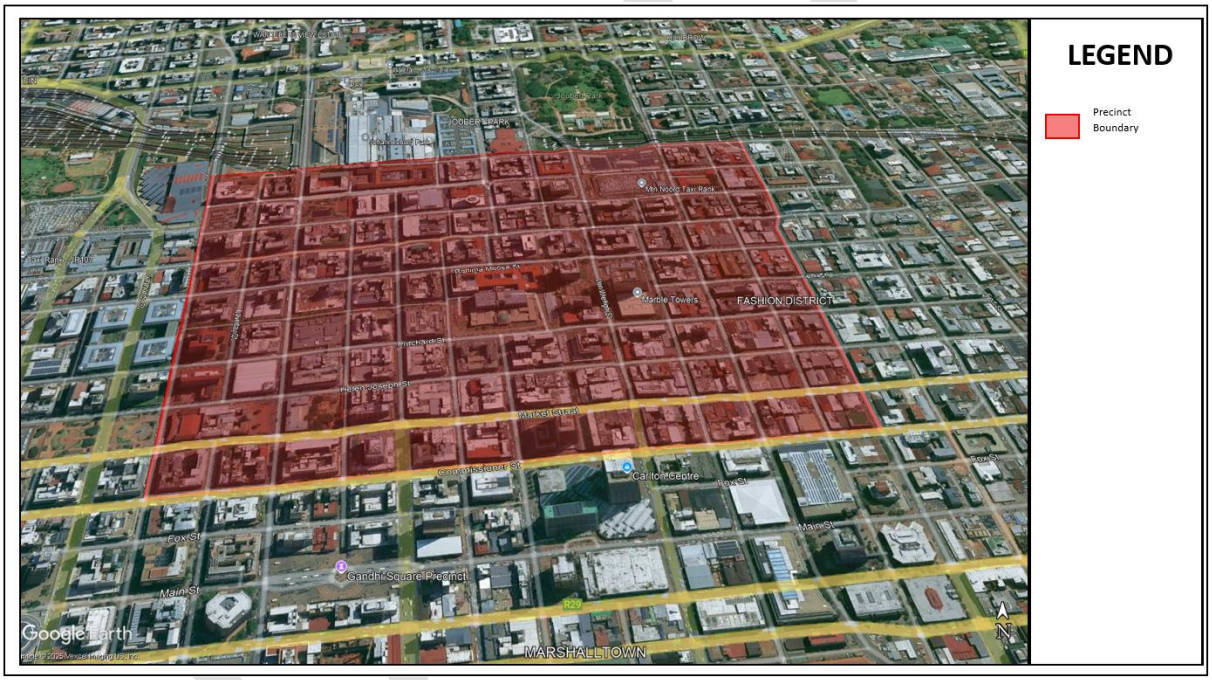


Figure 1: Precinct Study Area

The precinct is geographically situated within the boundaries of wards 59, 60, 123, and 124, as illustrated in **Figure 2** below.

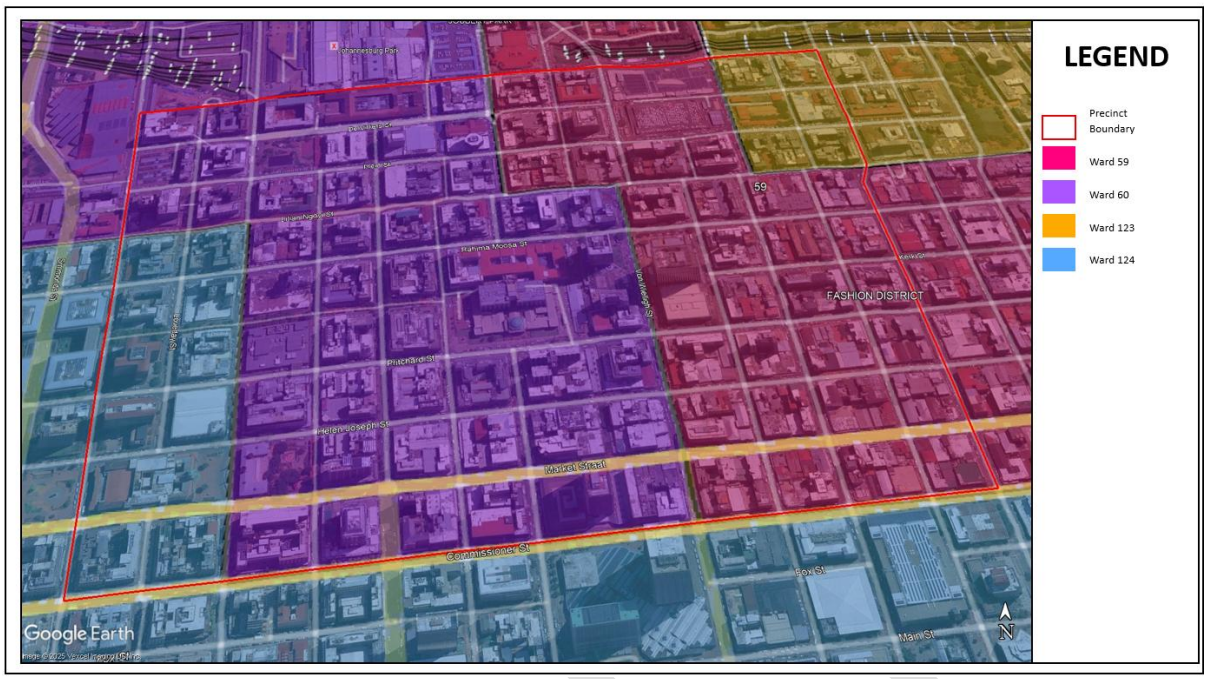


Figure 2: Wards affecting the study area

1.4. KEY PERFORMANCE AREAS

To ensure the successful implementation and long-term sustainability of the Desmond Tutu Precinct, a set of Key Performance Areas (KPAs) have been identified that serve as strategic pillars for development, monitoring, and evaluation. These KPAs provide a structured framework to guide decision-making, allocate resources effectively, and measure progress against clearly defined objectives. Each performance area reflects the precinct's commitment to safety, accessibility, heritage preservation, economic vitality, and inclusive community engagement, aligning with both municipal priorities and the values embodied by Archbishop Desmond Tutu. The following KPAs have been identified for the Precinct:

1.4.1. Mobility, Safety, and Accessibility Framework:

A cornerstone of the Precinct Plan is the creation of a safe, inclusive, and well-connected urban environment that reflects the dignity and accessibility values championed by Archbishop Tutu.

1.4.2. Pedestrian Safety and Security:

To foster a secure and welcoming atmosphere, the plan prioritises the safety of pedestrians throughout the precinct and along key corridors that link it to major landmarks such as Park Station, South Gauteng High Court and Gandhi Square. This commitment is reflected in a range of targeted interventions, including enhanced lighting and surveillance systems, traffic

calming measures at high-risk intersections, clearly marked pedestrian zones and crossings, and a more visible presence of public safety personnel throughout the area.

1.4.3. Universal Accessibility and Transport Integration:

To support inclusive mobility, the Precinct will focus on integrating public transport systems while reducing conflicts between pedestrians and vehicles. This will be achieved through several key initiatives, including improved access to taxis, Rea Vaya and Metrobus services, the enhancement of sidewalks and ramps to align with universal design principles, the development of safe drop-off zones and transport interchanges, and the strategic redesign of streets to lessen vehicular dominance and prioritise pedestrian movement.

1.4.4. Connectivity:

Ensuring seamless movement within and beyond the precinct is vital to its success. The Precinct Plan will outline key strategies to achieve this, including the designation of priority routes for pedestrian connectivity, infrastructure enhancements that accommodate both medium- and long-term growth, the integration of smart mobility solutions and digital wayfinding technologies, and the implementation of maintenance strategies to uphold the quality and functionality of public amenities and transport hubs.

1.4.5. Public Safety Mitigation:

A proactive approach to safety underpins the precinct's development. Key measures include conducting thorough risk assessments and establishing emergency response plans, fostering collaboration with law enforcement agencies and community safety forums, installing panic buttons and real-time alert systems to enhance responsiveness, and launching public education campaigns to promote safety awareness and civic responsibility among residents and visitors.

1.4.6. Stakeholder Engagement and Consultation:

Ongoing dialogue with residents, businesses, transport operators, and civil society is essential to shaping a precinct that serves all. The plan commits to: The plan emphasises this commitment through regular public forums and feedback sessions, transparent decision-making and reporting processes, inclusive design workshops and co-creation initiatives, as well as strategic partnerships with organisations focused on heritage, the arts, and urban development.

1.5. METHODOLOGY

The methodology underpinning the Desmond Tutu Precinct Plan, illustrated in **Figure 3**, reflects a rigorous, inclusive, and context-sensitive approach to the inner-city revitalisation. It outlines the processes, tools, and stakeholder engagements used to guide the development of the precinct from concept to implementation. The methodology that was followed in the preparation of the Desmond Tutu Precinct Plan is as follows:

- Identifying the purpose and objectives of the Desmond Tutu Precinct Plan and setting out a clear project approach.
- Undertaking a situational analysis in order to achieve a clear and in-depth understanding of the various aspects relating to the Study Area, and the development challenges and opportunities that exist in the area. The situational analysis involved field investigations and surveys as well as desktop studies.
- Formulating proposals for the Precinct based on the synthesis of the situational analysis. The Precinct Plan sets a clear spatial development vision and trajectory for the Study Area, addresses the development challenges, capitalises on the development opportunities inherent to the area and identifies new development opportunities.
- Formulating an Implementation Framework that sets out specific projects and interventions for the Study Area and will guide specific development initiatives in future.
- Consultations with various internal and external stakeholders

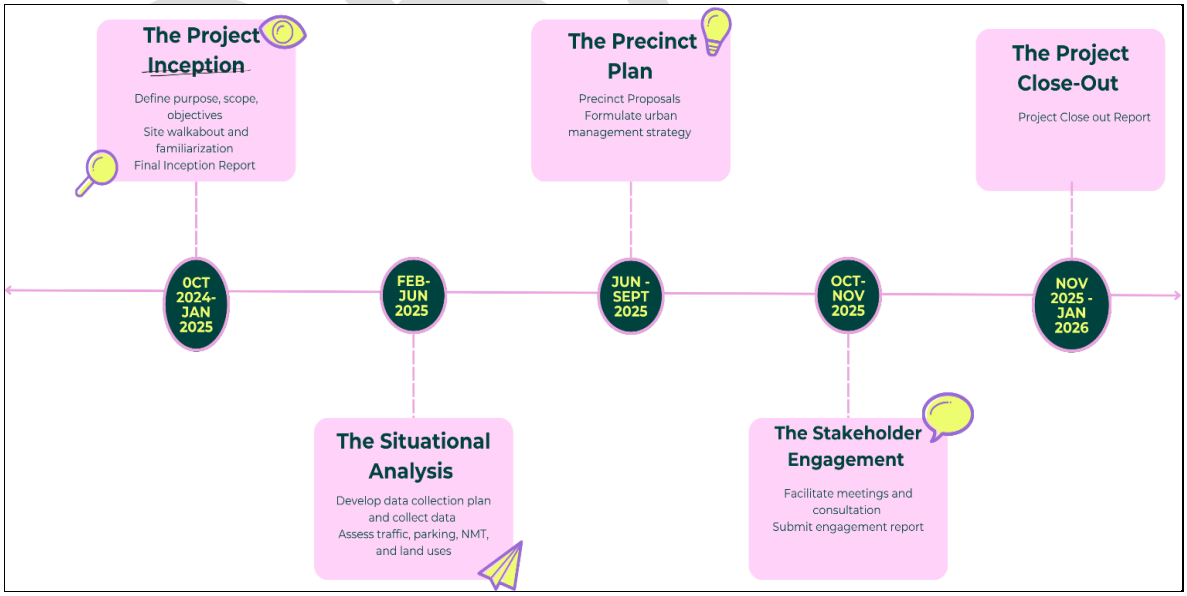


Figure 3: Project Methodology

SECTION 2. LEGISLATIVE AND POLICY FRAMEWORK

2.1 INTRODUCTION

The study area is located within the Central Business District (CBD) of Johannesburg and is governed by or falls under the municipal jurisdiction of the City of Johannesburg Metropolitan Municipality. The City has put in place several development tools for the municipality to operate effectively and efficiently.

2.2 NATIONAL CONTEXT

2.2.1 Spatial Planning and Land Use Management Act, 2013

Chapter 2 Section 7 (a) to (e) of SPLUMA sets out the following development principles, which are applicable to spatial planning, land development and land-use management in municipalities:

- Spatial justice;
- Spatial sustainability;
- Efficiency;
- Spatial resilience; and
- Good administration.

Chapter 4 of SPLUMA sets out the focus and general requirements of frameworks and the various types of frameworks required such as Metropolitan Spatial Development Frameworks (MSDF), Regional Spatial Development Frameworks (RSDF) and Precinct Plans. With specific reference to Precinct Plans, SPLUMA states that such areas are earmarked within municipal Spatial Development Frameworks (SDFs). A Precinct Plan defines the desired development direction of a strategic area.

The primary mandate and focus of a Precinct Plan, as set out in SPLUMA is to ensure the implementation of broader spatial objectives as reflected in the relevant higher order spatial policies.

2.3 PROVINCIAL CONTEXT

2.3.1 Gauteng Spatial Development Framework (GSDF) 2030

The GSDF 2030 is a strategic planning document developed to guide spatial development across Gauteng Province. The GSDF earmarks the Inner City as the metropolitan core and is envisioned as a high-density, mixed-use hub that serves as the economic, cultural, and

administrative heart of the province. According to the GSDF, the Johannesburg inner-city is classified under Functional Planning Zone 1, which prioritises urban intensification, infill development, and the optimisation of existing infrastructure. This zone is critical for promoting compact urban growth, reducing sprawl, and fostering inclusive access to jobs, housing, and public services within the existing urban footprint. Professional

2.4 LOCAL CONTEXT

2.4.1 Johannesburg Inner City Transport Master Plan (JICTMP), 2022

The JICTMP is aimed aim to transform movement patterns, enhance accessibility, and stimulate economic activity within the Inner-City node by promoting public transport, walking, and cycling as primary modes of travel in the inner city. It is also aimed at reducing reliance on single-occupancy private vehicles by creating a compact, well-connected urban form. The JICTMP proposes targeted road closures, dedicated bus and taxi lanes, improved intersection layouts, and upgraded pedestrian crossings. It further recommends continuous sidewalks, safe cycling corridors, and bicycle-sharing stations to enhance last-mile connectivity.

2.4.2 City of Johannesburg Spatial Development Framework, 2040

"The spatial transformation vision of the SDF 2040 seeks to create a spatially just world class African city based on a compact polycentric growth model. The model is based on an exercise testing three development scenarios, each hypothesising the growth of Johannesburg from 4.3 million to 7 million people by 2040." (CoJ SDF, 2040)

The City has adopted an SDF, which identifies the study area as part of a strong urban core, which is linked to multi-modal public transport activities and facilities, mixed-use development, such as high-density residential and commercial uses.

Furthermore, the inner city is also identified with characteristics of a metropolitan core/node, a corridor of freedom. However, the inner city is faced with many developmental challenges and requires regeneration.

2.4.3 City of Johannesburg Land Use Scheme, 2018

The City adopted a land use scheme, 2018, for the entire municipal area. The main objectives of the scheme are to establish economic growth, social inclusion, efficient land development, minimal impact, manage land use, etc. The land use scheme is there to govern and provide guidance on land uses that fall within the municipal jurisdiction of the City of Johannesburg.

2.4.4 Integrated Development Plan 2025-2026

The municipal Integrated Development Plan 2025-2026, provides a clear vision and intention to win back hijacked government and municipal buildings, for redevelopment and housing for low to middle-income.

2.4.5 The Joburg 2040 Growth and Development Strategy

The Growth and Development Strategy, 2024 (GDS), provides for the long-term vision of the City, to reach a level and point where the City will be a "World-Class African City of the Future". The above can be achieved through improved quality of life, creating a resilient and sustainable urban environment, establishing a competitive job-intensive economy, and a municipality that will provide service delivery at the highest standard.

2.4.6 Nodal Review Policy, 2020

The Nodal Review is an extension of the SDF 2040 which measures urban potential in the city based on connectivity and accessibility to services, social infrastructure and amenities. It further informs the treatment of the various development nodes enlisted in the SDF as well as the distinct spatial zones. The extract below outlines the general character, guidelines and development controls set out for the Inner-City Node of the city by the Nodal Review.

Table 1: Inner City Node Development Guidelines

1: Inner City Node									
		Inner City Node Development Guidelines (general Principles)							
Character of the Node/Zone	**Land use Mix Guidelines**	**Residential Density**	**Building Placement and Orientation**	**Coverage**	**Edge Treatment, Street Frontage, Pedestrian Access**	**Height**	**Parking Location and Vehicle Access**	**Functional Open Space; Recreational Facilities and Greening**	**Sidewalk Treatment**
CHARACTER & DEVELOPMENT INTENT: The primary mixed use/commercial Node of the City. Highest intensity and mix of land use. The intention is also to create Inner City neighbourhoods as a preferred urban form to many residents. Active, diverse ground floors (shops, restaurants, offices, services) with no to minimal building setbacks. A vibrant and walkable area, with a focus on public transit and NMT rather than transport by car. Residential densification by means of building and precinct conversions & revitalisation. SPATIAL FORM: Highly accessible and permeable urban grid.	**DESIRED / ENOURAGED:** Highest Mix of Land Uses (up to 100% of floor area per building may be for non-residential, but internal mix per building promoted). Each street block to have combinations of 4+ types of different land uses (i.e. retail, residential, office, civic). **MINIMUM:** Street block to have a combinations of at least 2 different types of land uses. Example Uses Supported (may include other compatible uses): Commercial, residential, offices, retail, urban agriculture, public open space, recreation, community services, childcare, health care, and small scale non-polluting (including noise) urban manufacturing.	**DESIRED / ENOURAGED** 350+ du/ha **MINIMUM:** 100 du/ha See Table 10	**DESIRED / ENOURAGED:** Zero building lines supported. Building oriented toward the street. **MAXIMUM:** 1 - 2 Metre building line along ground floor with 0m vertical building line.	**PERMISSIBLE:** Coverage up to 100% Note: Applications to consider the availability and accessibility of functional recreational spaces and areas (on & offsite, outdoor & indoor)	***ACTIVATION*** **DESIRED / ENCOURAGED** 100 % Active Street Frontages. Non-residential uses on ground floor. **MINIMUM** 60-80% Street front activation. ***FRONTAGE*** **DESIRED / ENCOURAGED** No solid perimeter wall along street edges. Where physical enforcement is necessitated, visually permeable material for 100% of the street edge. Balconies, shop fronts, activity areas to be oriented towards the street for increased surveillance. **MINIMUM** Where physical enforcement is necessitated, no less than 80% of the frontage are to be visually permeable.	**DESIRED / ENOURAGED:** 5* Storeys and up (with surrounding built form considered). Ground Floor 4.5m – 6m in height from floor to ceiling to allow for maximum flexibility and use. **MINIMUM:** 3* Storeys and up (with surrounding built form, considered). Ground floor height at least 4.5m to allow for future repurposing and flexibility. Note: Building base, including sub-surface parking to not protrude 1.5m above lowest level of natural ground level. *Dependent on the locality and local context wherein the site is located (i.e. Inner City Core to have a higher minimum height given the surrounding context and character)	**DESIRED / ENCOURAGED** Fully submerged underground or at back of building (not forming a buffer between the street and the building) or screened by activated ground floor uses and located on upper levels of the building **MINIMUM:** Where parking is placed along a street frontage, it may not exceed 30% of the total street front. For open parking lots, permeable paving should be used and one tree per 3 parking spaces should be provided. Parking on upper floors should be visually screened through the use of architectural elements and should maintain the same vertical and horizontal articulation or rhythm and appearance of the façade of the building. See greening and open space guidelines.	**DESIRED / ENCOURAGED** 10% Functional open space located on site for residential buildings. Properties immediately surrounding public transit facilities to provide 10% functional open space for public benefit and use, i.e. in front of building or (controlled) access to internal open space. **MINIMUM** Internal recreational facilities for residential uses where open space cannot be provided and to the satisfaction of Council. Motivation for accessible off site open space within walking distance to be considered. the use of a permeable surface treatment.	**DESIRED / ENCOURAGED** Utility / Curb zone (infrastructure, trees, bins etc.) 1 – 1.2 m Pedestrian zone: 2 – 4m Spill Over Zone: Balance of sidewalk walk space after min width of pedestrian and utility zone. Where space is not available within the road reserve, it should be provided by means of building setbacks (1 – 2m) with 0 – 1m vertical building lines to allow for buildings to cantilever. **MINIMUM** Utility Zone: 1m Pedestrian Zone: 1.8 m – 2.5 m Spill Over Zone: 1m

1: Inner City Node									
Character of the Node/Zone	Land use Mix Guidelines	Inner City Node Development Guidelines (general Principles)							
		Residential Density	Building Placement and Orientation	Coverage	Edge Treatment, Street Frontage, Pedestrian Access	Height	Parking Location and Vehicle Access	Functional Open Space; Recreational Facilities and Greening	Sidewalk Treatment
					Windows towards streets for enhanced surveillance. ***PEDESTRIAN ACCESS*** Direct pedestrian access to building from the street is required. Separate pedestrian entrance(s) from vehicular entrance. Where vehicular and pedestrian access require to be placed abutting one another, sidewalk treatment to be incorporated to ensure safety and pedestrian priority.		***VEHICULAR ACCESS*** **DESIRED / ENCOURAGED** No vehicular access and loading from streets that are regarded as public transit routes, activity streets or primary streets (where properties are located at intersections). Side streets to be utilised for vehicular access. **MINIMUM** Where side street access is not possible, vehicular access not to exceed 10 - 20% of the total frontage.		

(Source: Nodal Review Policy)

2.4.7 Green Building Policy, 2020

The Green Building Policy sets performance standards for energy use, water efficiency, and waste management. It also encourages eco-mobility, renewable energy adoption, and sustainable design. Furthermore, it includes incentives and compliance requirements for developers. The precinct plan is guided by this policy with regard to design principles.

SECTION 3. SITUATIONAL ANALYSIS

3.1 INTRODUCTION

This section aims to provide a comprehensive situational analysis of the Precinct, establishing a foundational baseline to inform proposals decisions and identify the key factors influencing its planning. The objectives of this section include:

- Identify social, and economic needs;
- Confirm the character of the Precinct; and
- Identify the main opportunities and constraints.

The outcome of this section is to highlight some of the gaps which need to be addressed as part of the spatial proposals.

3.2 DEMOGRAPHIC PROFILE

This section makes use of the 2011 Statistics South Africa data to establish a baseline for the socio-economic trends prevalent in the area. The boundary of the precinct study area extends beyond the Johannesburg subplace.

3.2.1 Population Size and Density

A total of 131 207 people live in the 4 wards making up Desmond Tutu Precinct in 49476 households with an average household size of 2.6, which is smaller than the City's which is 3.1. This is 2.96% of the City of Johannesburg's population and 43.71% of the Inner-City population.

3.2.2 Education Levels

According to StatsSA (Census 2011), the majority of the population (39.0%) has only completed early primary education, specifically Grade 3 or below, indicating limited formal schooling. Only 14.8% of the population has completed Grade 12, suggesting that while many reach the end of secondary school, few pursue further studies. Tertiary education levels such as bachelor's degrees and postgraduate qualifications are notably low, each under 1%, highlighting limited access to higher education. This distribution suggests that while a notable portion of the population reaches high school (Grade 12), very few advance to tertiary education. The overwhelming concentration in early primary grades may reflect systemic challenges such as access to education, dropout rates and other socioeconomic factors.

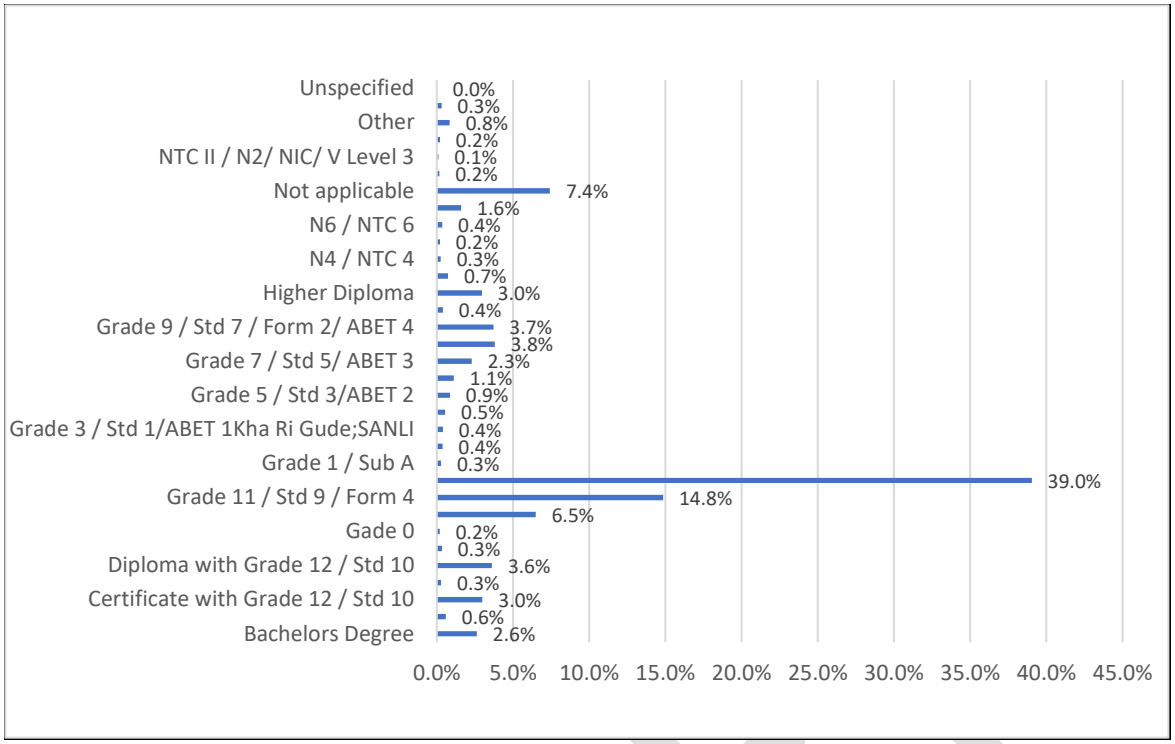


Figure 4: Education Levels (Source: StatsSA)

3.2.3 Socio-Economic Profile

3.2.3.1 Household Income

The Precinct typically reflects low to lower-middle income brackets, with many households earning below between R1600 and R7000 per month. Informal employment and high rental turnover contribute to income instability. **Figure 5** illustrates the average household income distribution.

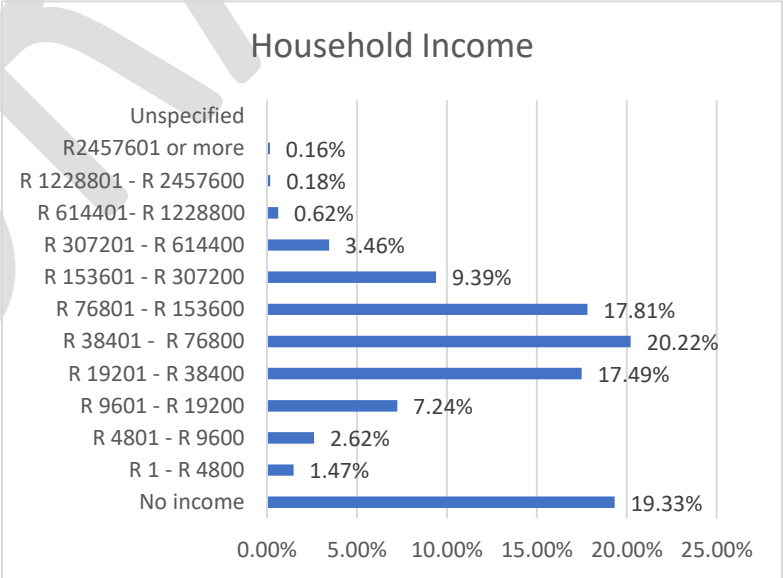


Figure 5: Average Household Income (Source: StatsSA)

3.2.3.2 Employment

Approximately 55.8% of the population within the precinct are engaged in formal employment, indicating that just over half of the residents have access to stable, regulated jobs within recognised sectors such as business services, retail, government, etc. This figure suggests a moderate level of economic participation in the formal economy, while also implying that a significant portion of the population, 44.2% may be unemployed, informally employed, or economically inactive. The employment levels are depicted in **Figure 6** below.

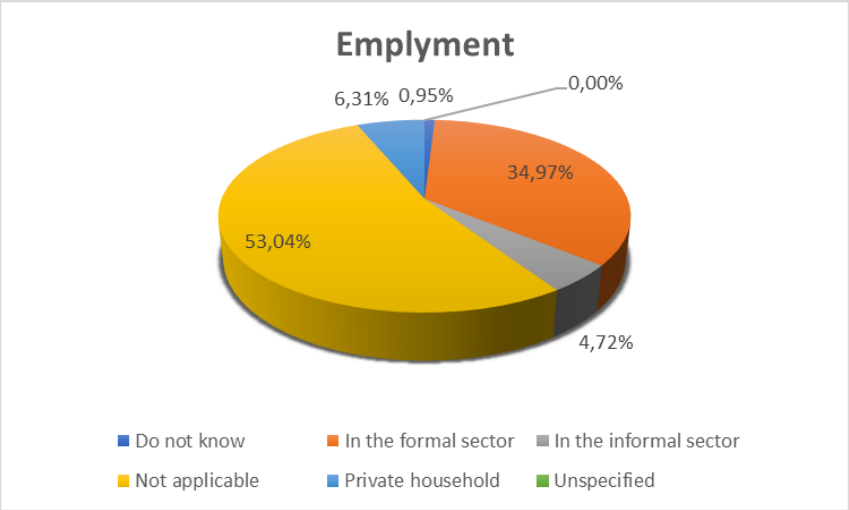


Figure 6: Employment (Source: StatsSA)

3.2.3.3 Housing Typologies

The residential landscape within the precinct is predominantly characterised by high-density living, with the majority of the population, approximately 72.28%, residing in flats. This indicates a strong prevalence of multi-unit housing, which is often associated with urban environments where space efficiency and proximity to amenities are prioritised. Flats typically offer more affordable housing options and are well-suited to accommodate a larger number of residents within a limited area, contributing to the precinct's compact urban form.

In contrast, only a small fraction of the population, 0.21%, live in cluster houses within a complex. This dwelling type, which generally provides more privacy and space than flats, represents the least common form of housing in the area. The minimal presence of cluster housing suggests that low-density residential development is not a dominant feature of the precinct, possibly due to land constraints, zoning regulations, or the prioritisation of vertical growth. The overall distribution of dwelling types is illustrated in **Figure 7** below.

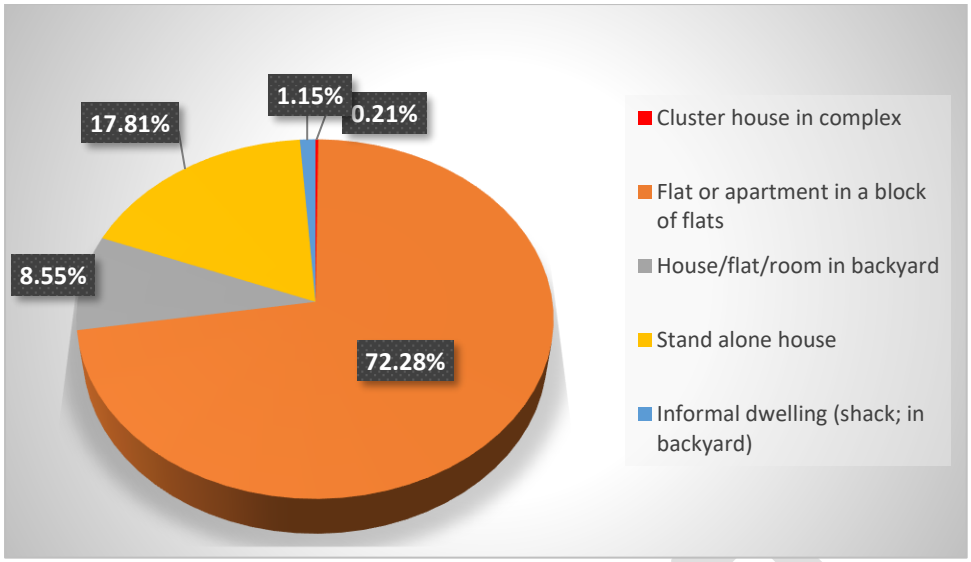


Figure 7: Housing Typologies Distribution

3.2.3.4 Tenure Status

According to the 2011 Census, majority of the population (81.95%) resides in rental accommodation. In contrast, only 2.7% of residents own their homes, having fully paid off their properties, while a further 2.11% live rent-free, possibly in informal arrangements or through familial or social networks. These statistics highlight a pronounced reliance on rental housing, underscoring the need for targeted interventions that promote housing stability, affordability, and pathways to ownership. Addressing this imbalance is essential to fostering long-term community investment, reducing vulnerability, and ensuring that urban growth benefits all segments of the population. The tenure status is illustrated in **Figure 8** below.

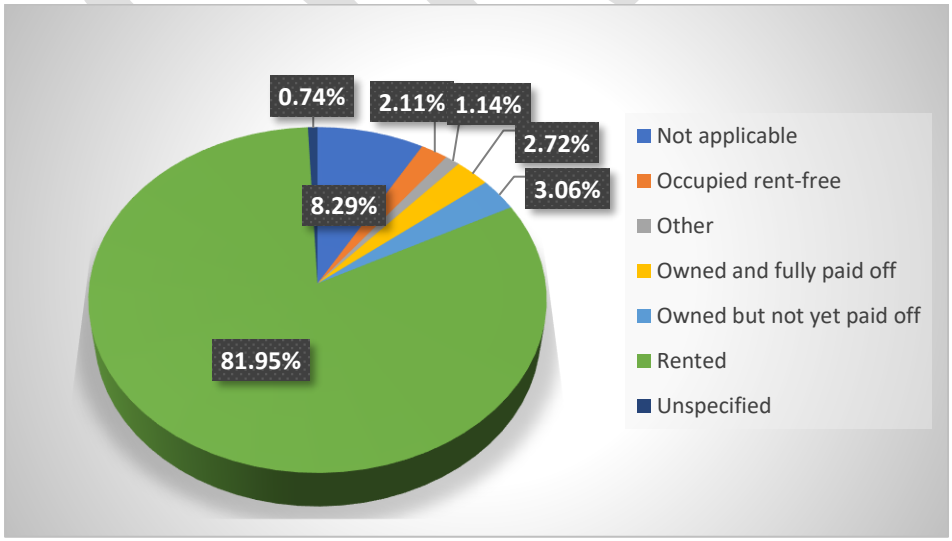


Figure 8: Tenure Status

3.3 ECONOMIC AND REAL ESTATE ACTIVITIES

The intersection of economic trends and real estate development plays a pivotal role in shaping communities, driving investment, and influencing policy decisions. This sub-section explores the dynamic relationship between market forces and property activities, highlighting how shifts in employment, income, inflation, and consumer behaviour impact land use, housing demand, commercial growth, and infrastructure planning. Whether analysing urban expansion, rural revitalisation, or the ripple effects of global economic shifts, understanding these activities provides critical insight into the evolving landscape of real estate and its broader socioeconomic implications.

3.3.1 Economic Profile

According to the Living Standards Measure (LSM), a marketing and research tool used to classify individuals into 10 groups based on their standard of living and disposable income, the profile of inhabitants of the Johannesburg inner city ranges from LSM 1 to LSM 3 at most. The decline over the years of the inner-city post 1994 saw the invasion of empty buildings by the unemployed and immigrants from other countries looking for greener pastures in South Africa. The evacuation of the Central Business District (CBD) by established businesses has further opened up the inner city to businesses that cater for the LMS categories mentioned above.

The lack of maintenance over many years of many buildings in the inner city has resulted in the rental market attracting the unemployed as well as immigrants who are of the mindset that they are in transit only to find themselves settling in the inner-city decay. Hence the economic profile of the bulk of the inhabitants of the inner city can be best described as that of poorest of the poor to the low class. The businesses that provide goods and services to this crowd have well segmented their efforts as they endeavour to meet the needs of those who are between LSM 1 to 3.

3.3.2 Market Trends

The general trend for retailing of goods and services in the inner city is that of a cash basis. No credit terms can be extended to the people predominantly between LSM 1 to LSM 3. Needless to say, that a significant number of the inhabitants of the CBD are illegal migrants who cannot and will not access credit lines of any nature. Hence transactions are predominantly on a cash or instant sale basis.

Consumer preferences have been given a short in the arm over the years. This is either due to second hand clothing for instance finding the shores of South Africa. This has presented

those in LSM 1 to 3 with options as some of the merchandise is of a superior quality as it comes from the first world. Needless to say, that when it comes to certain types of clothing and footwear, what could only be seen at high end stores in places like Sandton City can now be procured from informal and formal traders in the inner city for a fraction for the price. One can conclude that consumers at the lower end are spoilt for choice at good prices.

3.3.3 Retail Activities

According to a survey done in the early part of 2025, the retail activities in and around Park Station as well as the Anglican Church precinct comprise the following:

- Fast food outlets;
- Butcheries;
- Supermarkets;
- Merchandisers selling imported clothing, shoes, blankets and electrical/electronic gadgets;
- Bakeries/confectioneries;
- Fruit and vegetable;
- Pharmaceutical establishments.

It thus will be interesting to see how the landscape of the inner-city changes for the better with the implementation of projects such as the JDA Desmond Tutu Precinct project.

3.3.4 Secondary Economy

3.3.4.1 Informal sector

In Johannesburg's CBD, informal trading, while recognised as a vital part of the economy, faces challenges with restrictive management practices and limited legal trading spaces, leading to concerns about the livelihoods of traders. As much as this sector may appear to alleviate the scourge of unemployment, there are some negative aspects of it. It is worth noting that the merchandise being sold by informal traders consists of second-hand clothing which is a direct threat to the clothing and textile setup in South Africa. The clothing and shoes that are new are well established labels in the clothing and sports footwear arena. It is unfortunate that all this footwear and clothing is imported from the far east and enters through Mozambican ports before finding its final destination on the streets of Johannesburg. This should be a concern to the receiver of revenue, South Africa Revenue Services (SARS) as well as law-enforcing agents.

Figure 9: Informal Trading on DeVillers Street

3.3.4.2 Challenges and Concerns

The following challenges and concerns have been established:

Scarcity of Legal Trading Spaces:

The City's focus on demarcated trading areas can create a scarcity of legal spaces, making many traders "illegal" and fuelling competition for lucrative locations.

Restrictive Bylaws and Enforcement:

While the City acknowledges the importance of informal trading, its policies and enforcement practices can be restrictive and punitive, creating an environment that is not conducive to street trading.

Lack of Infrastructure and Support:

Informal traders often lack adequate infrastructure, support, and resources, making it difficult for them to operate effectively and sustainably.

Criminalisation of Informal Traders:

The restrictive nature of the policy can lead to the criminalisation of informal traders, as they are often forced to operate outside of the legal framework.

Challenges faced by informal traders:

Unavailability of funds, support from the government, infrastructure, lack of management skills, and marketing skills.

3.3.4.3 City of Johannesburg's Approach:

The City of Johannesburg has prioritised the following:

Recognising the Importance of Informal Trading:

The City acknowledges the critical role informal trading plays in the economy and as a means of livelihood for many residents.

Informal Trading Policy:

The City has an informal trading policy that aims to regulate and support informal traders, but its implementation has faced challenges.

Digital Permit System:

The City has implemented a digital permit system to streamline the application process for informal traders and improve the management of the sector.

Trading and Non-Trading Zones:

The City has designated trading and non-trading zones within the CBD to manage informal street trading.

Constructing Markets and Providing Stalls:

The City has taken steps to organise informal street trading by constructing markets and providing stalls along pavements in busy streets.

By-law Education Workshops:

The city is conducting by-law education workshops for informal traders to help them understand the regulations and requirements.

3.3.4.4 Informal Trading in Johannesburg CBD vs Sandton City Informal Trading

Informal trading in Johannesburg's CBD is a large, established presence, facing challenges like restrictive regulations and lack of infrastructure, while Sandton City, a high-end shopping centre, has a more formal retail environment with less focus on informal trading.

A more detailed comparison is provided in this section:

3.3.4.5 Johannesburg CBD Informal Trading:

The following issues have been noted pertaining to informal trading in the Johannesburg CBD:

Scale and Presence:

Informal trading is a significant feature of the Johannesburg CBD, with a large number of traders operating in various forms, including street vendors, hawkers, and small shops.

Challenges:

- **Restrictive Regulations**: The city's approach to informal trading is often seen as restrictive, with by-laws and enforcement practices that create an environment that is difficult for traders.
- **Lack of Infrastructure**: Traders often face challenges related to lack of infrastructure, such as designated trading spaces, ablution facilities, and electricity access.
- **Harassment and Eviction**: Informal traders can be subject to harassment and eviction by city authorities.
- **Criminalisation**: The scarcity of legal trading spaces can lead to informal traders being criminalised.
- **Importance**: The informal sector contributes significantly to the local economy, providing employment and affordable goods and services.
- **Examples**: Street vendors selling food, newspapers, and other goods; hawkers; and small shops.

3.3.4.6 Sandton City Informal Trading

Key findings from Sandton:

- **Formal Retail Focus:** Sandton City is a high-end shopping centre with a focus on formal retail businesses, with little to no informal trading.
- **Regulations:** Informal trading is generally prohibited in Sandton City, with regulations in place to ensure a formal retail environment.
- **Occupancy Rate:** Occupancy rates in the retail portfolio are high, indicating a strong formal retail presence.

3.4 MOVEMENT NETWORK, ACCESSIBILITY AND TRANSPORT

Mobility is a critical aspect to the socio-economic function of any urban landscape; it enables connectivity and enhances accessibility to opportunities and places of recreation. The SDF's spatial vision stresses the need for a connected city and connected neighbourhoods in realising the City's Compact Polycentric Urban Model. It further articulates that connectivity strengthens the physical, social and virtual relationship between communities, place and economies. Connectivity linkages are closely related to mobility and permeability; a consideration of these concepts is key at both regional and neighbourhood scale. This section analyses the connectivity of the study area in relation to its surroundings. This movement network analysis is presented from the following perspectives:

- Road network;
- Trip demand;
- Public transport; and
- Pedestrian movement

3.4.1 Road Network

The status quo component of the project as far as the traffic modelling is concerned is to define the current study area and extract it from the existing Inner-City SATURN database. This database has a Base Scenario of 2020 and so the tasks carried out to date for the Status Quo are:

- Define and extract Desmond Tutu Precinct traffic networks and trip demand;
- Update sub-area to be representative of the 2025 situation using survey data, desktop information such as Google Earth, and ad hoc site visits. Ensure 2020 modelled network is complete and accurate;
- Add pedestrian-only links;
- Close access to Lilian Ngoyi as per the 2023 model definition;
- Recalibrate the model key parameters such as lane capacities, based on currently observed operational characteristics. Eg some roads are formally open to vehicular traffic but the permanent presence of informal trading, especially where it spills into the road itself, together with taxi behaviour, including parking, impacts substantially on intersection performance;
- Assess signal characteristics per intersection and adjust current model definitions accordingly;
- Update the public transport route data from 2020 definitions to 2025;
- Convert minibus-taxi fixed routes to estimates of origin-destination (OD) trip demand matrices, using existing 2020 routes and frequencies as a basis, especially at the

external points, and estimating updated OD patterns using the 2025 surveyed count information;

- Details of the data collection stage are given in the Inception Report.

The 2025 sub-area model extent is shown in **Figure 10**. The current modelled area is indicated by the blue section, with the Desmond Tutu Precinct section as defined in the Inception Report indicated by the brown area inside the blue. The area is bounded by:

- Sophie de Bruyn to the north;
- Mooi Street to the east;
- Commissioner Street to the south, and
- Harrison Street to the west.

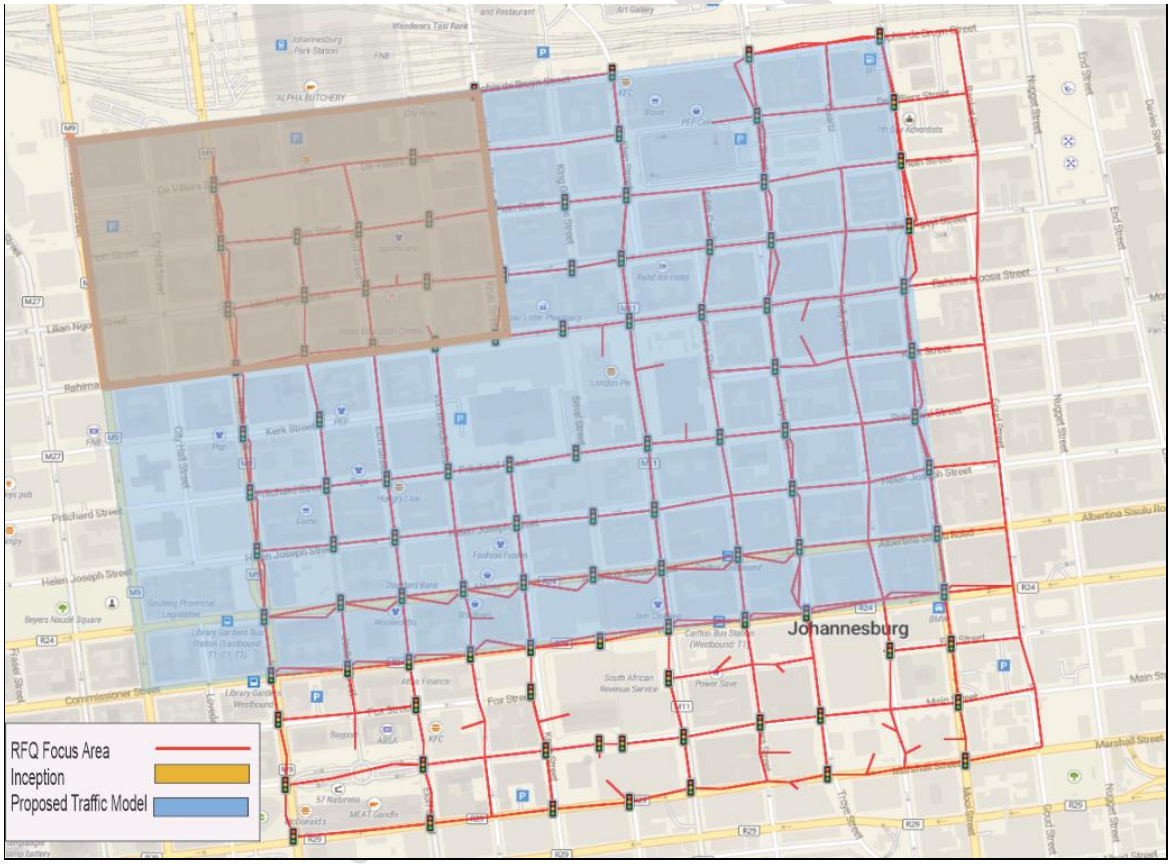


Figure 10: Study Area and Model Extent

3.4.2 Trip Demand

The 2020 AM Morning Peak Hour vehicular trip demand matrix was extracted from the full inner-city OD matrix. 2025 surveyed classified count data was used to estimate a 2025 demand pattern and volumes and the 2020 demand updated to 2025 estimates. This was done for private and heavy goods traffic. The minibus-taxi demand was estimated separately based on 2020 fixed route definitions and frequencies and 2025 surveyed counts. Bus vehicles

were retained as per 2020, as fixed routes. These were checked for any significant changes from the 2020 situation, mainly to determine if any 2020 services have since been discontinued or changed.

The validation of the 2025 demand matrices is ongoing at this stage, so details of goodness of fit and other key measurements will be included in subsequent updates.

3.4.3 Parking

Explicit network modelling of parking behaviour (on and off-street) and impact on road network links is required. The parking data that is required to accurately model parking behaviour include the following:

- On-street and off-street parking occupancy,
- Location of major parking access and egress points,
- turnover rates, illegal parking instances, and
- average parking duration.

The collection of parking data was a desktop exercise comprising of the following activities:

- Confirm and map existing parking spaces (from previous studies using the 2020 Inner City Transport Study as a basis);
- Using Google street view to confirm all on street parking supply;
- Field observations to assess illegal parking instances;
- Confirm the major parking operators in the inner city (e.g. Interpark, Easipark);
- Summit management services) and obtain occupancy information from them.
- Obtain information on available private parking from Inner City stakeholders via JDA

3.4.3.1 On-street Parking

Figure 11 shows an extract from the 2020 Inner City Transport Master Plan parking locations. The 2025 parking surveys supplement this information, as shown in **Figure 12**.

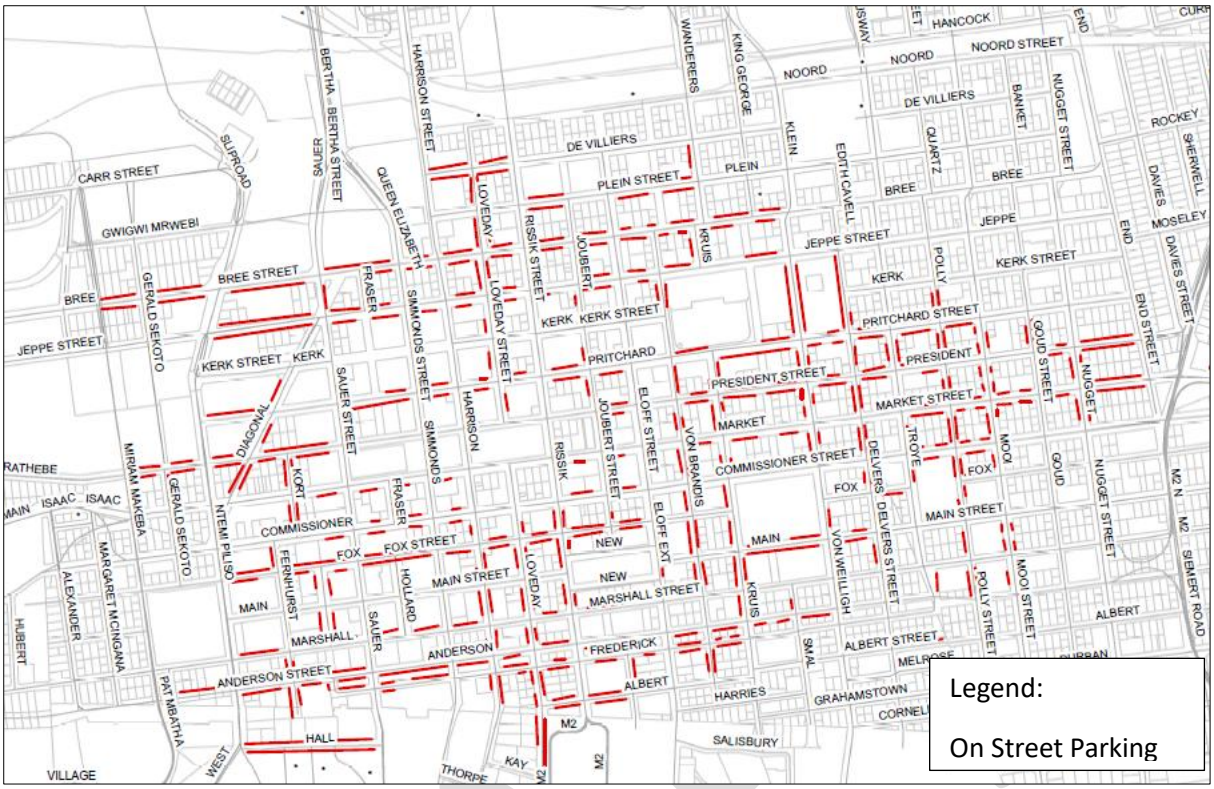


Figure 11: Location of on-street parking (2020)

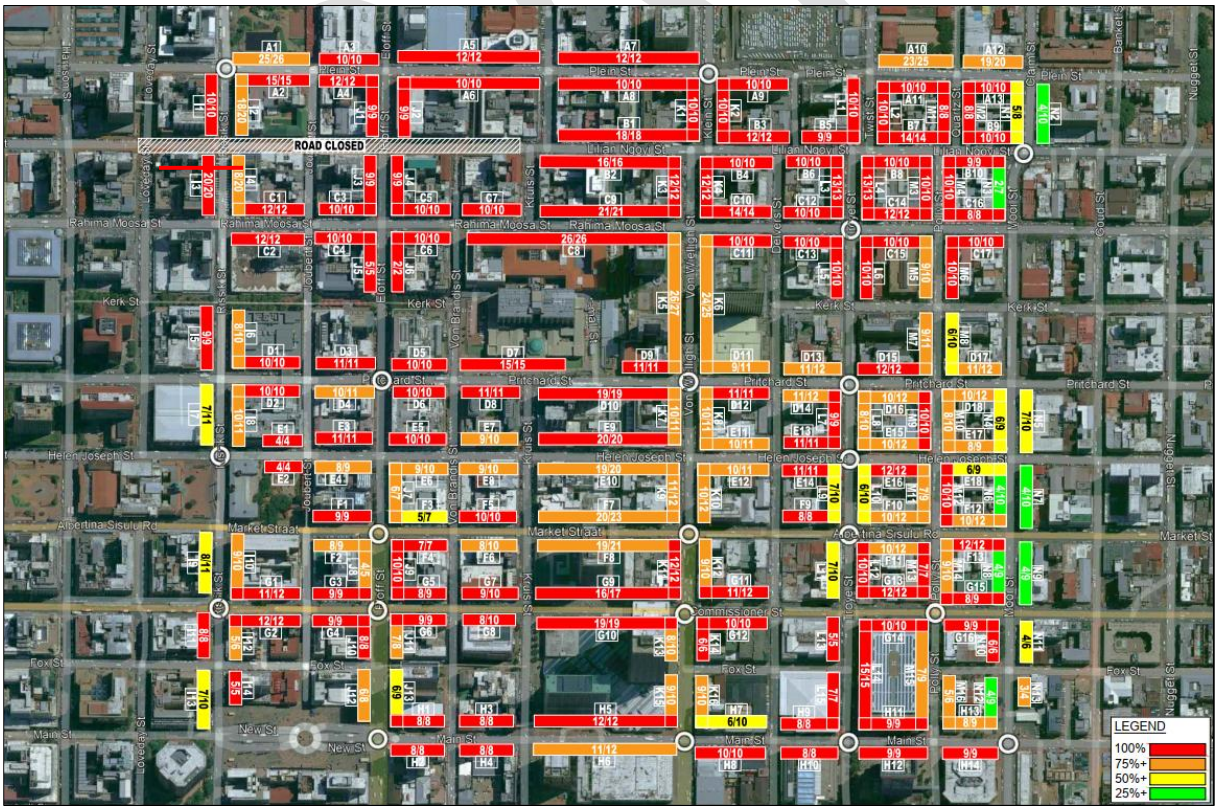


Figure 12: 2025 Surveyed Parking Locations and Utilisation

3.4.3.2 Off-street Parking

The parkade owners will be consulted with the aim to collect information on off-street parking supply, occupancy and utilisation rate of the facilities from all the different private operating companies.

3.4.4 2025 Model Calibration and Validation

The existing SATURN modelling database, as described, was updated to best reflect 2025 observed traffic demand. Namely, the following validation criteria were used to get the best 2025 model given the available data, which were classified traffic counts, and travel time corridor analysis. These are described in Sections 4.5.7.1 and 4.5.7.2.

The existing network was revised to better reflect traffic and behavioural conditions in the area in 2025. From a modelling perspective this involved recalibrating link and lane capacities to be more representative of prevailing conditions.

To account for the impact of pedestrian activity and interaction with road traffic both at intersections and mid-link, capacities were revised to reflect this. For all links with substantial pedestrian volumes, additional mid-link volume-delay functions (VDFs) were added to better model the interaction of vehicles and pedestrians. The pedestrian counts shown in Figure 10 and the on-road parking levels shown in Figure 6 were used to assist in this exercise.

3.4.4.1 2025 Average Weekday Morning AM Peak Hour Demand

The existing 2020 vehicle trip O-D matrix was updated to reflect 2025 observed volumes. No additional updates on O-D trip patterns and major land-use changes were available, so the general form of the 2020 demand matrix was unchanged.

A standard matrix estimation technique – as exists in the SATURN modelling suite – was used to update the 2020 private (cars plus heavy vehicles) to match observed 2025 counts. The 2025 Base Year average weekday morning AM peak hour road demand, as assigned, is shown in **Figure 13**. Average intersection Levels of Service (LOS) is shown in **Figure 14**.

Figure 13 2025 AM Peak Hour Vehicle Demand

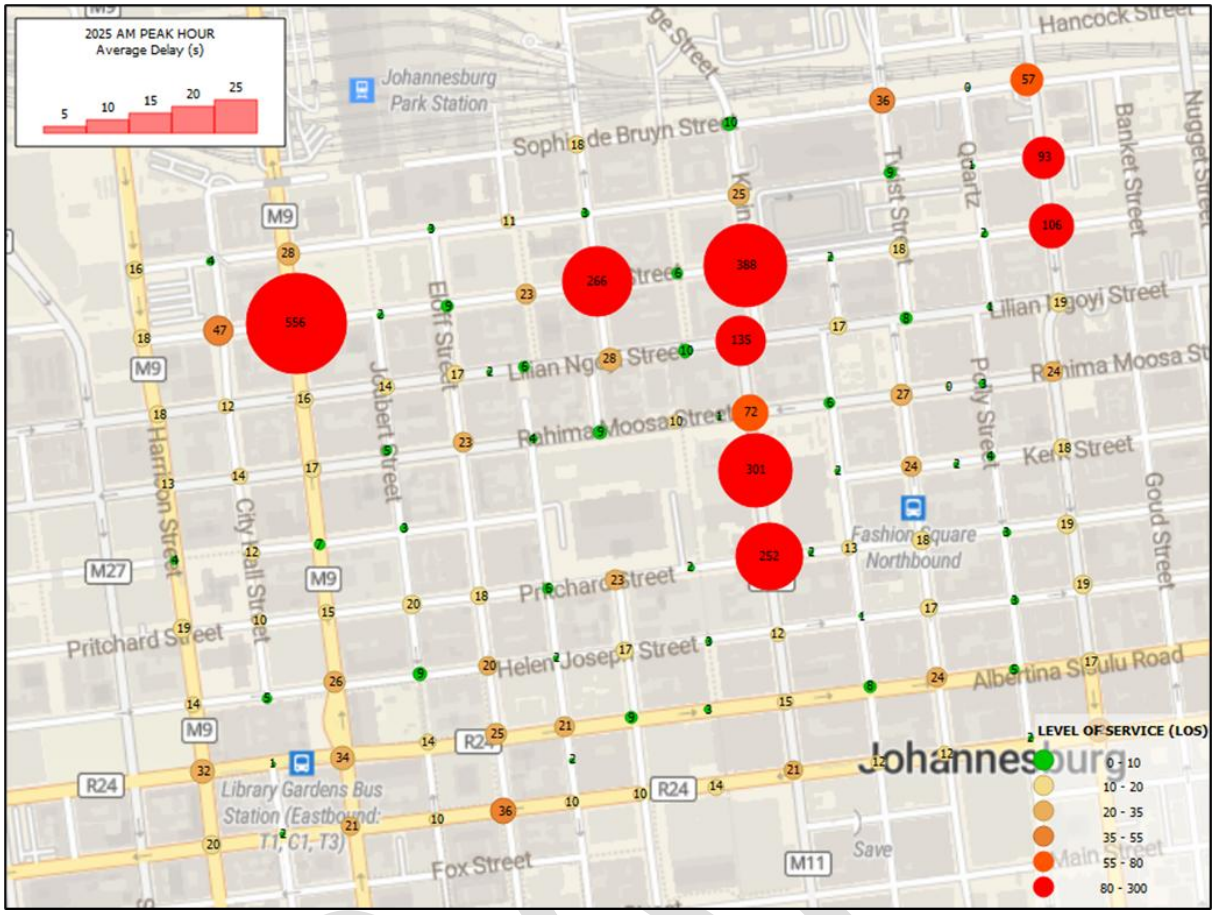


Figure 14 2025 AM Peak Hour - Average Intersection Delay

Figure 15 indicates goodness of fit of observed demand versus modelled demand. The R2 value is 0.94, which is acceptable given the available resources.

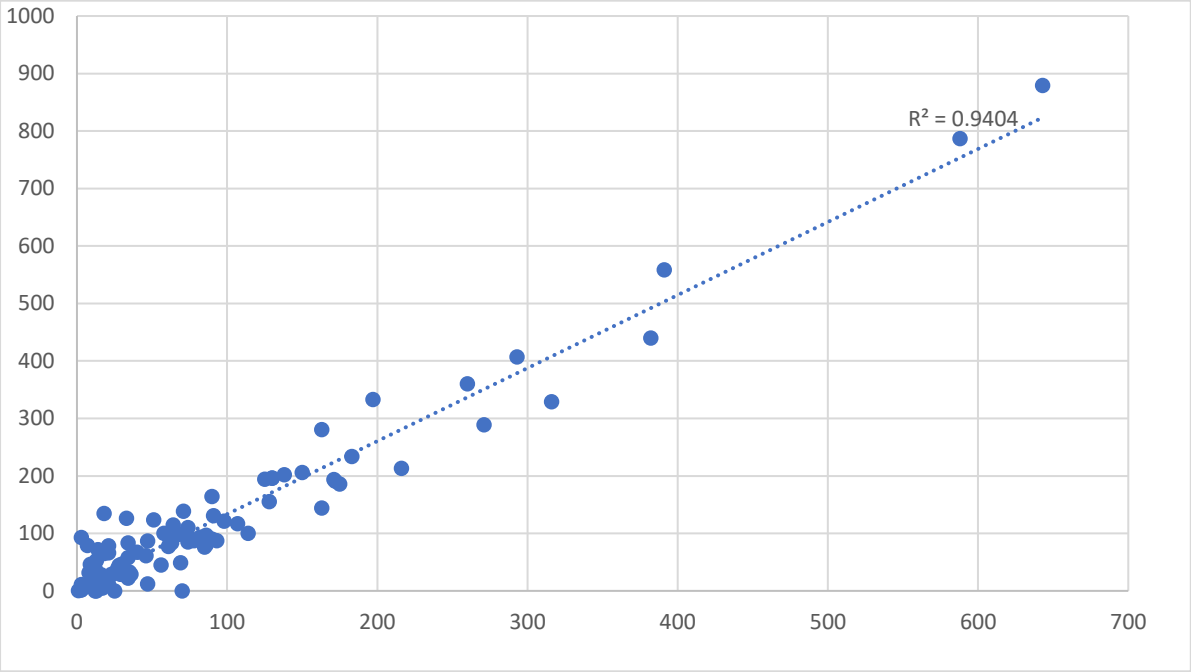


Figure 15 Modelled versus Observed Private Volumes

Table 2 shows observed versus modelled link volumes and indicates the GEH values for the observed locations. (The GEH statistic is a specially formulated equation unique to SATURN, that measures the goodness of fit of modelled versus observed values, and is not influenced by the magnitude of the value itself.) In general, GEH values under 5.0 are considered adequate. Percentage of counted volumes within 5% accuracy, as measure by the GEH statistic, is 83%, with 5% greater than 10.0.

Table 2: Modelled versus Observed GEH Statistics

From	Via	To	Counted	Modelled	GEH
368	125	351	90	90	0.00
385	384	363	29	29	0.00
441	425	161	9	9	0.00
416	149	417	216	213	0.20
784	388	136	17	18	0.21
332	333	319	3	4	0.28
106	327	328	1	1	0.41
328	327	315	35	32	0.44
363	384	385	10	12	0.60
405	137	406	93	87	0.63
332	333	110	3	2	0.63
136	388	781	86	80	0.66

417	425	441	22	25	0.70
790	125	351	316	329	0.74
172	160	148	175	186	0.80
106	327	315	5	7	0.82
159	147	135	107	117	0.94
148	160	670	16	20	0.99
95020	327	328	85	76	1.00
334	333	332	3	1	1.02
136	148	160	78	87	1.04
415	148	416	271	289	1.08
148	160	172	86	97	1.13
136	388	784	23	29	1.18
389	390	391	82	93	1.22
363	384	383	8	12	1.26
159	147	413	74	85	1.27
415	148	136	36	29	1.29
110	333	332	114	100	1.35
412	147	413	172	191	1.39
391	390	368	4	7	1.42
160	148	136	163	144	1.51
387	388	781	56	45	1.55
383	384	135	18	12	1.55
415	148	160	28	37	1.57
385	384	383	171	194	1.69
136	388	387	27	38	1.95
171	159	422	61	77	1.95
417	425	161	29	41	2.02
110	333	319	46	61	2.04
416	149	137	28	40	2.06
170	158	146	98	121	2.20
95017	149	417	74	94	2.23
363	384	135	34	22	2.27
790	125	111	128	155	2.29
172	160	670	63	84	2.40
387	388	136	21	11	2.47
781	388	387	16	28	2.56
346	112	126	69	49	2.65
147	159	422	30	47	2.68
424	160	148	28	45	2.76
424	160	670	382	440	2.86
781	388	784	3	11	3.03
137	390	389	62	89	3.13
781	388	136	68	98	3.33
383	384	385	183	234	3.52
405	137	390	34	58	3.54
391	390	389	40	67	3.69

424	160	172	17	5	3.74
337	112	347	74	110	3.75
784	388	387	91	131	3.76
95017	149	137	150	206	4.20
319	333	110	12	33	4.40
95008	134	401	58	100	4.73
412	147	159	47	87	4.86
385	384	135	12	0	4.90
171	159	147	138	202	4.91
135	147	413	13	0	5.10
137	390	368	130	196	5.17
400	134	401	130	196	5.19
400	134	382	12	39	5.29
412	147	135	8	32	5.34
95020	327	315	64	114	5.34
346	112	347	125	194	5.47
337	112	126	260	360	5.69
422	158	157	293	407	6.09
160	148	416	34	83	6.42
383	384	363	47	12	6.44
147	159	171	90	164	6.57
135	384	363	71	139	6.61
135	384	385	21	66	6.84
389	390	368	13	53	6.96
149	137	406	9	46	7.06
784	388	781	25	0	7.06
502	159	171	18	65	7.30
162	425	161	588	787	7.58
502	159	422	391	559	7.69
135	384	383	51	124	7.76
149	137	390	163	281	7.89
328	327	95020	21	78	8.12
368	125	111	197	333	8.34
95008	134	382	643	879	8.56
319	333	332	14	72	8.83
387	388	784	33	126	10.46
422	158	146	7	79	10.99
135	147	159	70	0	11.83
170	158	157	3	93	12.99
136	148	416	18	135	13.35

The R^2 value of 0.94 is slightly below what is conventionally accepted as a well-validated model, but given the nature of the Johannesburg CBD, and the Desmond Tutu Precinct area in particular, in the absence of additional observed information and model updating from the existing 2020 (and earlier) base, it is considered to be as good as can be expected.

In particular, the lack of recent information on taxi routeings in the area serves to compromise what can currently be achieved. While the inherited model is validated to 2020 conditions in the main, much of the taxi route data goes back to 2014 and earlier. This means that private validation is compromised by network conditions influenced by fixed taxi volumes which may not be what is currently happening on the ground.

This was the original motivation for estimating a taxi O-D matrix using the existing route start and end points as proxies for zone trip ends, and then adjusting the prior taxi matrix using the counts. However, two factors proved to render this exercise impractical:

- Unlike the private O-D data, no prior taxi O-D trip patterns were available, since the only information was fixed routes. Therefore, it was shown to be problematic to estimate a sensible O-D taxi matrix based on what was essentially a unit matrix, where all O-D movements are equally likely. Even introducing estimates of average trip time in the study area proved unfeasible.
- The private O-D matrix has been developed and updated over many years, subsequent matrices building on the accuracy of previous, or prior, ones. As explained in the first point, this doesn't exist for taxis, such that using just twenty 2025 counts to update an essentially unit matrix is not feasible.

As a result, the fixed taxi routes were reinstated in the model, and private updates were estimated on this basis. The fixed routes used were derived from the earlier Lilian Ngoyi work carried out in 2023, and therefore estimates of rerouted taxis is accounted for. A similar exercise was carried out for the fixed bus routes.

3.4.4.2 2025 Average Weekday Morning AM Peak Hour Travel Times

The comparison of travel times indicates that the model continues to underestimate average travel times, a characteristic that merits the need for further calibration of the database. However, it is an improvement from previous studies (the latest being the Inner-City Masterplan work of 2020, and the Lilian Ngoyi update in 2023) thanks to the issues described in Section 6.4.3. I.e., reassessing the changing nature of the area and the impact of on-street parking, pedestrians, road condition, maintenance issues etc. As mentioned in Section 6.4, the analysis of road capacities has aided in improving the model accuracy in this regard. For the purposes of the current project, it is considered acceptable.

3.4.4.3 Calibration of Model Network to Reflect Impact of Observed Pedestrian Activity and On-Street Parking.

The existing 2020 network reflected the mostly historical nature of the Johannesburg CBD area and it was necessary to adjust various parameters on an intersection-by-intersection basis to more accurately reflect current conditions. The most important of these are:

- Road network condition and maintenance;
- Traffic lights condition, maintenance, and functionality;
- Pedestrian impact – both at intersection and mid-link;
- On-street parking impact, in terms of affecting link capacities; and
- On-street trading activities, affecting lane capacities and behaviour.

The updated model network was used for the matrix estimation exercise, as described in Section 6.4.1. 2025 modelled flows are as shown in Figure 9 above. Average intersection delay and Level of Service (LOS) is shown in Figure 10.

3.4.5 Pedestrians

It was initially intended to estimate a pedestrian trip matrix for the Desmond Tutu Precinct area using the 2025 observed counts and other data. This was to be used in a 'shadow' network that replicated the road network, with additional changes at intersections. However, those issues identified while converting the fixed taxi routes to O-D matrices, were even more of an issue when it came to pedestrian movements.

As with the taxis, there was no previous O-D information specific to pedestrians in the Desmond Tutu Precinct area, so usable prior trip matrix was available. Likewise, while some zones can be identified as major pedestrian origin points in the AM (destinations in the PM), like Park Station and the major taxi ranks, these are few and far between, such that again any prior trip matrix would be mostly a unit one.

Only twenty count locations were carried out to identify pedestrian volumes in both directions, as well as crossing volumes. These were processed and included in the model definition.

Also, adapting the SATURN network to include a separate but linked pedestrian system of links and crossings proved to be impractical, because the model as it stands already uses the maximum number of links that can be coded at any given intersection (because the BRT network had to be coded as a separate set of links), without introducing a degree of complexity that is considered impractical.

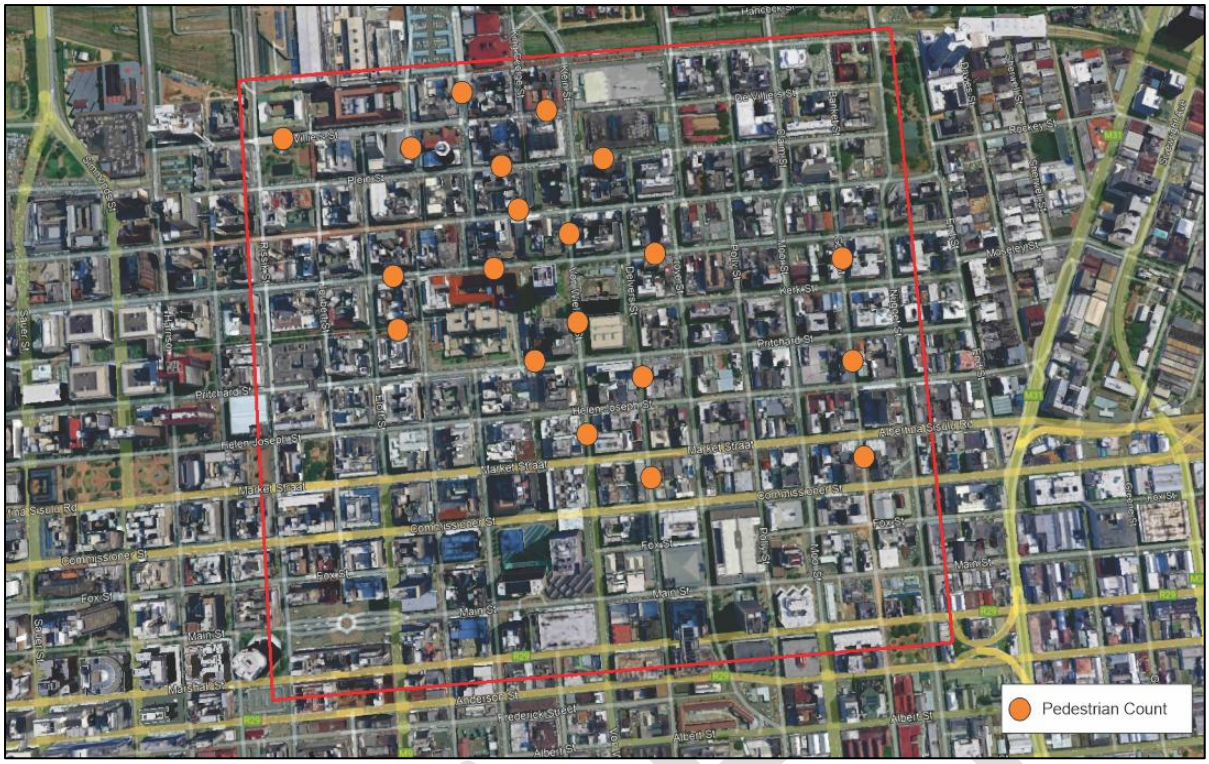


Figure 16 2025 Pedestrian Count Locations

Therefore, the pedestrian counts were processed outside of the model itself and will be used on an ad hoc basis to assist in requests from other disciplines.

The pedestrian count locations are shown in **Figure 16**. The surveyed volumes are indicated in **Figure 17**.

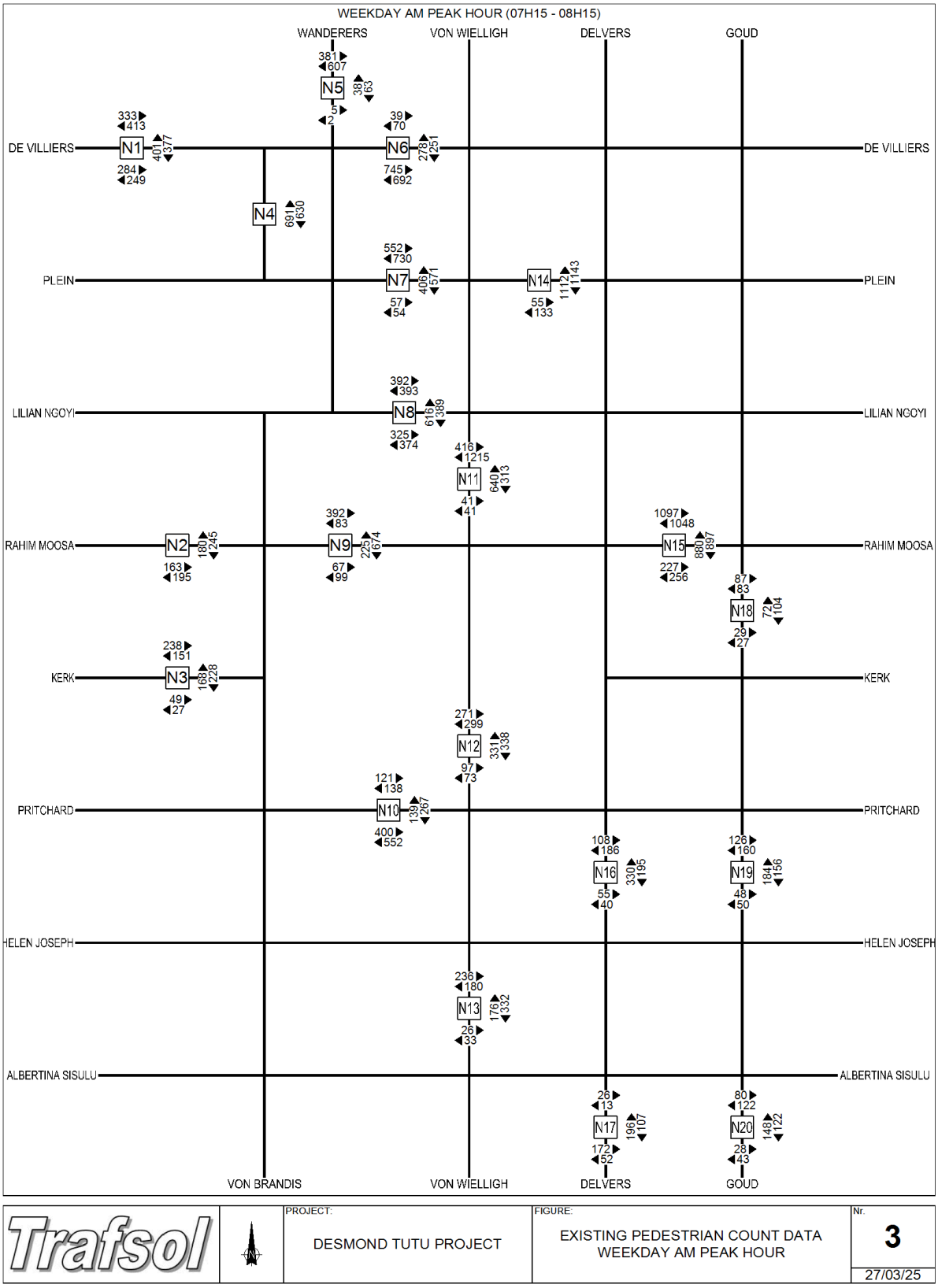


Figure 17: Surveyed volumes

3.4.5.1 Impact of Pedestrianisation on Public Transport Accessibility

Pedestrian-only pathways play a vital role in enhancing public transport accessibility by creating safer, more inviting environments for walking. These pathways expand the effective catchment area of transit stops, as people are generally willing to walk farther when the route is pleasant and secure. This increased walkability means more individuals fall within reach of public transport, boosting potential ridership. Additionally, pedestrian zones improve last-mile connectivity, helping commuters easily transition from transit stops to their final destinations without relying on cars or additional transport services. The safety and comfort of these pathways are especially beneficial for vulnerable groups such as children, the elderly, and people with disabilities.

Beyond accessibility, pedestrian-only areas contribute to environmental sustainability and public health by reducing vehicle emissions and encouraging physical activity. However, their effectiveness depends heavily on thoughtful design and maintenance. Poorly lit or neglected pathways can deter use, and if they are not well integrated with transit routes, their impact diminishes. Social safety concerns, especially in isolated or dimly lit areas, can also limit their utility during off-peak hours. Ultimately, when pedestrian pathways are well-planned and inclusive, they serve as powerful tools for making public transport more accessible, efficient, and appealing.

3.4.6 Overall Analysis

The transport modelling exercise reflects an evolving multi-modal urban mobility approach that recognises:

- The interplay between vehicles, taxis, pedestrians, and traders in the Johannesburg CBD.
- The constraints of legacy data and the need for real-time updates to accurately simulate 2025 conditions.
- The growing importance of pedestrian infrastructure and its influence on accessibility and traffic dynamics.

The model, while limited by incomplete taxi and pedestrian data, provides a credible 2025 baseline for evaluating traffic interventions, pedestrianisation effects, and public transport improvements within the Desmond Tutu Precinct.

3.5 BUILT ENVIRONMENT

The following section comprises of an analysis of the built environment in the Study Area, particularly the zoning and land use patterns, building ages and condition as well as the footprint of the buildings within the study area. The aim of this section is therefore ultimately to understand (i) how the development market is reacting in the area, (ii) what land use typologies are permissible in terms of the Johannesburg Land Use Scheme, 2018 and (iii) what development restrictions apply in terms of the Johannesburg Land Use Scheme, 2018.

3.5.1 Zoning and Land Use

The zoning of the study area is confirmed through the City of Johannesburg Corporate Geographic Information System (CGIS). All properties within the study area have been verified one at a time to ensure that the correct zoning is correct.

The Precinct or study area is dominated mainly by two (2) zonings according to the database of the City of Johannesburg, being “Business 1” and “General” with a limited number of properties zoned “S.A.R” (South African Railway).

From our analysis the zonings are spread as follows:

- The north of Rahima Moosa Street to Sophie De Bruyn Street, the predominant zoning is “Business 1” with few properties zoned “General” to the north-west part of the precinct;
- The block serviced by Harrison Street, Rahima Moosa Street, Eloff Ext Street and Commissioner Street is predominated by “Business 1”;
- East of Von Brandis, north of Commissioner Street, west of Mooi Street and south of Rahima Moosa Street is dominated by “General” zoning.
- Within the precinct there are few “Special” and “Residential 4” zoned properties.

As the study area forms a great of the Central Business District of Johannesburg, zoning adjustments may be allowed in certain areas in terms of the precinct plan outcomes.

The study area is well-served with a diverse mix of land uses and a range of activities, including:

- Residential apartments/flats, shops situated on the ground floor of most buildings, various other business;
- Office buildings, place of public worship/churches;
- Public open space/park (situated between De Villiers and Plain Street),

- Informal taxi ranks, taxi ranks, bus stations (BRT stations) and Johannesburg Park Station;
- The area is also infiltrated by informal traders more over to the northern park of the precinct (along streets such as Sophie de Bruyn Street, De Villiers, Claim Street, Mooi Street, etc).

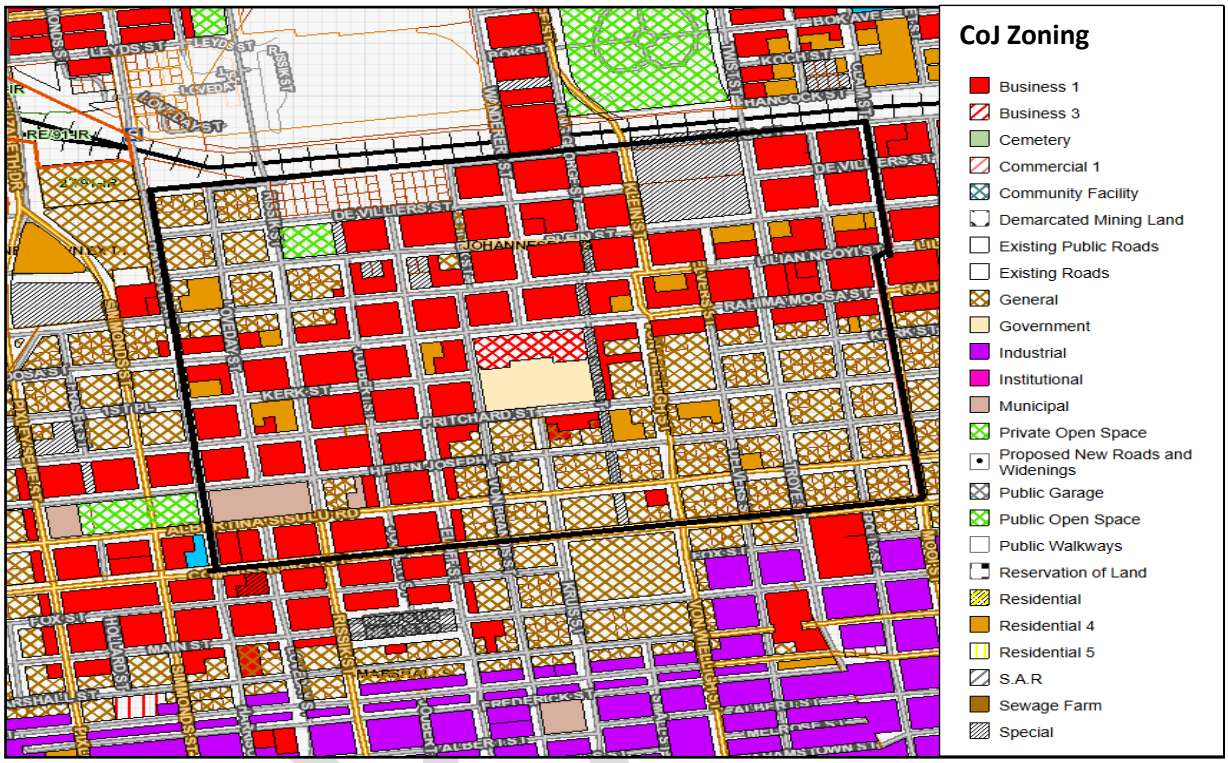


Figure 18: Zoning Map

3.5.2 Building Age and Condition

A physical site visit was conducted in a space of four (4) days, by physically walking street by street within the study area. The purpose of the physical site visit was to conduct assess buildings and structures within the study area.

Johannesburg CBD is characterised by diverse economic activity, predominantly business, informal trading, transport, residential and retail development at its core. The retail core requires economic revitalisation due to major new developments located beyond the CBD.

The dilapidated state of the built environment, and an incoherent public environment which has led the declining economic activity in the core of the CBD. The CBD is also reinforced by well-maintained, established residential areas with higher density buildings create an attractive living environment. **Figure 19** below illustrates the “Bad Buildings” within the study area.

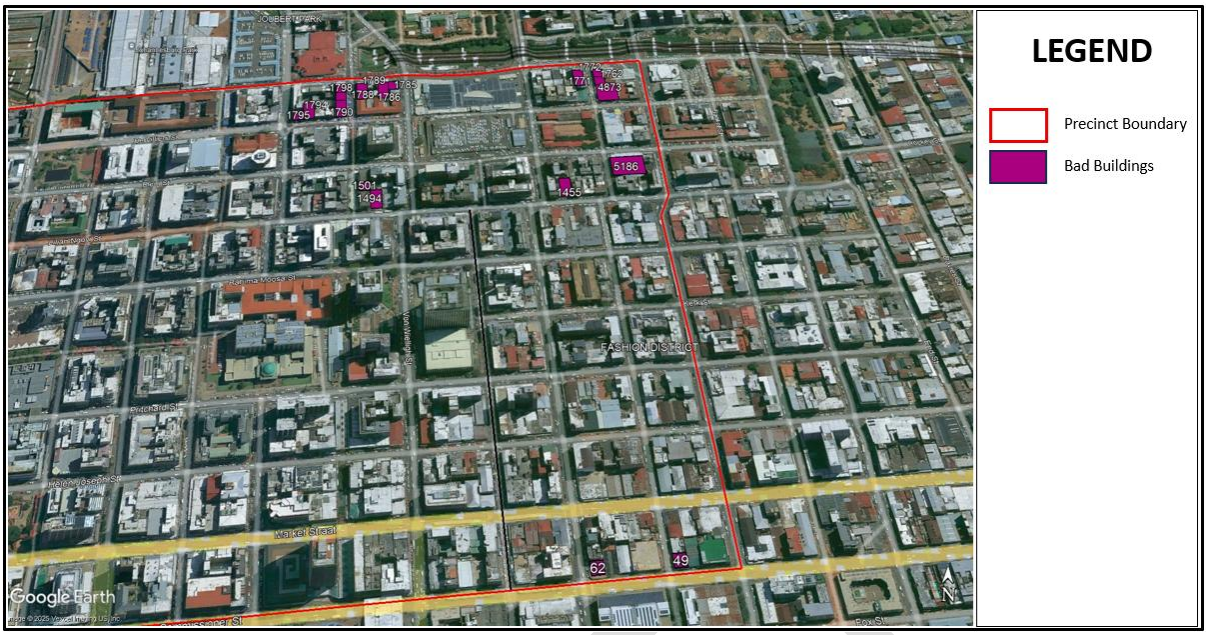


Figure 19: Bad Buildings

Figure 20: Building Conditions

3.5.3 Building Footprint and Building Height

Majority of the ownership in the precinct are privately-owned, making it difficult for the Council to elicit spatial transformation, even though over a number of years government (both provincial and council) have initiated a number of special transformation projects.

A strong and well-defined urban structure to the precinct is evident, due to the grid of roads supported by businesses and retail along the main streets with the CBD, some are even located closely to the railway station (Park Station) and public transport facilities such as taxi ranks and bus stations.

There is a poor public environment in the core area of the study area and around public transport facilities, and evident along pavements (most of the pavements are occupied by informal traders). Crime and filth exist, with poorly maintained buildings within the study area.

There is a great need to upgrade dilapidated buildings with the study area, irrespective of the ownership (private or public). There are a number of hijacked buildings which the city must expedite the project of taking them back and transform them in to affordable housing.

The study area is dominated by hight rise buildings ranging from 5 storeys to 22 storeys, and the total build up area is just over 795,714,4 square metres (a final building foot print to be verifies through building plan).

Figure 21: 10 Storey building

Johannesburg was founded in the late 1800s following the discovery of gold, also known as the city of gold. The main Witwatersrand gold reef was discovered in June 1884 on the farm Vogelstruisfontein by Jan Gerritse Bantjes, son of Jan Bantjes. This triggered the Witwatersrand Gold Rush and the founding of Johannesburg in 1886. The discovery of gold rapidly attracted people to the area, making necessary a name and governmental organisation for the area.

From the information collected and the build form of the most of on the buildings with the study area, it is evident that most of the buildings are older than 60 years of the prescribes of the Heritage Council of South Africa. Therefore, any upgrades, modification or structural maintenance with require consultation with the Heritage Council.

3.6 INFRASTRUCTURE

3.6.1 Services Infrastructure

3.6.1.1 Basic Services:

The precinct has been faced with unreliable delivery of essential municipal services, including water supply, electricity, and waste removal. These disruptions are not isolated incidents but rather indicative of deeper systemic challenges facing Johannesburg's inner city. Aging infrastructure, frequently breaks down, resulting in burst water pipes, leaking valves, sewer blockages, and unplanned power outages. Widespread vandalism and theft of utility components as well as illegal electricity connections and cable stripping, further destabilise service delivery.

3.6.1.2 Transport:

The Precinct benefits from strong connectivity through major arterial roads and established public transport routes, positioning it as a strategic node within Johannesburg's inner city. This accessibility supports both commuter movement and economic activity, making the precinct a natural focal point for urban revitalisation. However, infrastructure maintenance and safety have remained persistent challenges, particularly in light of aging systems, inconsistent service delivery, and the impact of past disruptions.

A notable development that directly enhances the precinct's connectivity is the recent reopening of Lillian Ngoyi Street, which had been closed for over two years following a devastating underground gas explosion in July 2023. The street officially reopened in September 2025, with the Johannesburg Roads Agency completing Phase 1 of its rehabilitation project. The reconstructed section now operates as a one-way eastbound

corridor between Loveday and End streets, with key intersections such as Rissik, Joubert, Eloff, Von Brandis, and Wanderers streets fully accessible.

This reopening marks a significant milestone in restoring mobility and safety in the precinct. Public transport routes have returned to their original configurations, easing congestion and improving travel times for commuters. The redesigned street supports a multi-modal transport system that accommodates pedestrians, cyclists, motorists, and public transport users, aligning with the City's Inner-city Transport Master Plan. While some closures remain in place, and further upgrades are planned in Phase 2, the revitalisation of Lillian Ngoyi Street is a powerful example of how targeted infrastructure investment can address long-standing challenges and unlock new opportunities for precinct development.

Figure 22: Current Taxi hubs and ranks

3.6.1.3 Housing

There is a pressing and growing need for low-cost housing within the precinct and Johannesburg's inner city as a whole, as evidenced by the proliferation of informal settlements and hijacked buildings within the inner city. This housing crisis is driven by rapid urban migration, economic hardship, and a shortage of affordable formal accommodation. As a result, many vulnerable residents have resorted to occupying abandoned or underutilised buildings which pose serious risks to safety, service delivery, and urban management.

The rise in hijacked buildings reflects a breakdown in housing provision and enforcement mechanisms. These structures are frequently overcrowded, lack basic services such as water and sanitation, and are often controlled by criminal syndicates that exploit residents. To address this, the City of Johannesburg and the Gauteng Provincial Government have initiated a series of mitigation measures aimed at reclaiming and repurposing these buildings.

3.6.1.4 Social Amenities

Healthcare

The closure of the Joubert Park Clinic has created a significant gap in accessible public healthcare services for residents of the inner city, particularly those living in and around the Desmond Tutu Precinct. As one of the few public health facilities within walking distance for many low-income and unemployed residents, its absence has placed increased pressure on surrounding clinics such as Hillbrow and Bez Valley, both of which are either overcrowded or too far for vulnerable populations to reach easily. This disruption has not only limited access to primary healthcare but also exacerbated existing inequalities in service provision, especially for the elderly, people with chronic conditions.

Education & Libraries

The reopening of the Johannesburg City Library has given the residents in the inner-city access to vital learning resources, digital tools, and safe study environments. This renewed access marks a significant step in strengthening the educational infrastructure, particularly for students, researchers, and unemployed youth who previously relied on the library for academic support and personal growth. To build on this momentum, coordinated efforts between municipal departments, educational institutions, NGOs, and private partners remain essential. By continuing to invest in youth-centred infrastructure and programming, the City can deepen its commitment to empowerment, resilience, and long-term social cohesion, both within the Desmond Tutu Precinct and across Johannesburg's inner-city.

Recreation

Parks are under pressure from homelessness and lack of maintenance. Public parks within Johannesburg's inner city, including Attwell Gardens Park within the Precinct, are increasingly under strain due to rising homelessness and lack of maintenance. These green spaces, once envisioned as safe havens for recreation and community gathering, have become informal shelters for displaced individuals facing housing insecurity. This situation has led to environmental degradation, accumulation of waste, and safety concerns, further deterring public use and undermining the parks' intended purpose.

There is a growing wave of community interest in reclaiming and co-managing local parks. Residents, civic groups, and NGOs have expressed a desire to participate in the stewardship of these spaces, through clean-up campaigns, programming, and collaborative governance models. The City's Inner City Regeneration Strategy acknowledges this potential, advocating for inclusive partnerships where communities and businesses share responsibility for park upkeep and activation.

Figure 23: Existing Green Spaces (Public Open Spaces)

3.7 STATUS QUO SYNTHESIS

This section provides a critical lens through which to understand the future potential of the Desmond Tutu Precinct. Positioned within Johannesburg's historic inner city, the precinct reflects a rich heritage landscape entwined with pressing urban challenges. This section outlines both the enabling conditions such as strategic location, and policy support and the limiting factors such as including aging infrastructure, socio-economic disparities, and coordination complexity. Together, these insights offer a balanced foundation for informed decision-making and sustainable development interventions.

3.7.1 Development Constraints

The following development constraints have been identified in the study area:

3.7.2 Aging Infrastructure

Existing transport, sanitation, and utility systems may not support new development without significant upgrades.

3.7.2.1 Complex Stakeholder Landscape

Coordination between city departments, faith-based organisations, heritage bodies, and local communities can slow implementation.

3.7.2.2 Security and Perception Issues

Inner-city safety concerns may deter investment and foot traffic unless addressed through urban design and policing.

3.7.2.3 Socio-Economic Pressures

High unemployment and informal trading in the area may conflict with formal development goals unless inclusive strategies are adopted.

3.7.2.4 Heritage vs. Modernisation Tension

Preserving the precinct's historical character while introducing modern amenities requires sensitive, well-balanced planning.

3.7.2.5 Development Opportunities

The following development opportunities have been identified in the study area.

3.7.2.6 Cultural and Heritage Anchoring

Centred around the St. Mary's Cathedral, the precinct has strong symbolic value, ideal for heritage tourism and civic pride.

3.7.2.7 Strategic Location

Bounded by key streets like Sophie De Bruyn Street, Claim Street, Harrison Street and Commissioner Street, the area is well-positioned for mixed-use development and improved connectivity.

3.7.2.8 Street Renaming Initiative

Proposed renaming of streets after icons like Desmond Tutu and Trevor Huddleston can rebrand the area and foster a renewed identity.

3.7.2.9 Strategic Integration with the Inner-City Renewal Programme

The Precinct is part of Johannesburg's broader revitalisation strategy, unlocking access to funding, planning support, and public-private partnerships. The precinct plan includes public realm improvements, such as pedestrianising some streets, enhancing public transport and pedestrian infrastructure, which mirror citywide strategies to improve safety, accessibility, and aesthetic appeal. By creating a vibrant, culturally rich public space, the precinct is poised to stimulate tourism, attract investment, and foster community pride, thereby amplifying the impact of Johannesburg's inner city renewal efforts.

3.7.2.10 Collaborative Partnerships

The involvement of the various faith-based organisations ensure cultural continuity and community buy-in, which is crucial for long-term sustainability. Public Private Partnership (PPP) collaboration within the Desmond Tutu Precinct offers a dynamic framework for delivering impactful urban regeneration through shared investment, expertise, and long-term stewardship.

The Johannesburg Inner City Partnership (JICP) plays a key role in facilitating PPPs by aligning stakeholders around a common vision for a clean, safe, and inclusive inner city. Within the Desmond Tutu Precinct, PPPs can support infrastructure upgrades, heritage conservation, public space activation, and economic development initiatives. These collaborations will not only reduce the financial burden on the municipality but also ensure that the precinct benefits from cutting-edge design, operational excellence, and sustainable management

SECTION 4. PRECINCT PLAN

4.1 VISION AND DEVELOPMENT OBJECTIVES

A vibrant and inclusive precinct that honours the legacy of Archbishop Desmond Tutu, while prioritising accessibility, mobility and walkability to create a safe urban environment that promotes sustainable urban development and fosters social, cultural, and economic vitality in the heart of the city. The following are the development objectives for the Precinct Plan:

- Legacy and Heritage;
- Pedestrian Priority and Accessibility;
- Public Realm Activation;
- Economic Inclusion and Opportunity;
- Integrated Transport and Mobility;
- Safety and Dignity; and
- Environmental Sustainability.

4.2 SPATIAL CONCEPT

The spatial and urban design concept for the Desmond Tutu Precinct is rooted in both symbolic representation and practical urban renewal. The spatial concept for the Desmond Tutu Precinct Plan is rooted in the vision of creating a vibrant, inclusive and accessible urban environment. This section outlines the foundational design principles that guide the precinct's development.

4.2.1 Spatial Planning Principles

The Johannesburg Inner City Revitalisation Programme envisions an inner city that reflects Johannesburg's dynamic identity, a place of opportunity, diversity, and resilience. Through strategic planning and collaborative action, the city aims to reclaim its urban core as a thriving, liveable, and globally competitive space. The following development principles were formulated in alignment with the guiding principles of the Johannesburg Inner City Revitalisation Programme and the Johannesburg Inner City Transport Masterplan:

4.2.1.1 Integrated Urban Regeneration

- Promote a vibrant, mixed-use precinct that supports residential, commercial, cultural, and civic activities.
- Rehabilitate underutilised or derelict buildings to stimulate investment and restore urban dignity.

4.2.1.2 Transit-Oriented Development (TOD)

- Concentrate development around existing and future public transport nodes to enhance accessibility and reduce car dependency.
- Encourage higher-density development near transit corridors to support walkability and efficient land use.

4.2.1.3 Public Realm Enhancement

- Create safe, inclusive, and attractive public spaces that foster community interaction and cultural expression.
- Prioritise pedestrian-friendly design with shaded walkways, seating, lighting, and landscaping.

4.2.1.4 Universal Access

- Improve non-motorised transport infrastructure, including cycle lanes and pedestrian routes, to promote active mobility.
- Ensure seamless integration with Rea Vaya BRT, minibus taxis, and other transport modes.

4.2.1.5 Social Inclusion and Equity

- Provide affordable housing and rental opportunities to accommodate diverse income groups.
- Design spaces that are universally accessible, catering to people with disabilities, the elderly, and children.

4.2.1.6 Safety and Security

- Implement urban design strategies that enhance visibility, surveillance, and public safety.
- Activate ground floors with retail and community uses to create lively, monitored streetscapes.

4.2.1.7 Environmental Sustainability

- Incorporate green infrastructure such as rain gardens, permeable surfaces, and energy-efficient buildings.
- Promote low-emission transport and climate-responsive design.
- Cultural and Civic Identity
- Celebrate the legacy of Archbishop Desmond Tutu through symbolic architecture, public art, and storytelling.
- Position the precinct as a civic anchor that reflects democratic values and social justice.

4.2.1.8 Precinct-Based Governance

- Establish collaborative management structures involving city departments, private stakeholders, and community groups.
- Align precinct development with broader city strategies and spatial frameworks.

The Cathedral is currently situated in a relatively obscure location, surrounded by multi-level commercial buildings that diminish its visual prominence. The main entrance, located on Hoek Street, opens onto a busy pedestrian corridor characterised by informal trading activity. The Cathedral remains in good internal condition and continues to serve its religious function. However, the surrounding urban environment presents several challenges, including:

- High pedestrian and vehicular congestion with limited spatial separation.
- A perceived lack of safety, exacerbated by the absence of visible law enforcement.
- Deteriorated municipal infrastructure, including defective stormwater and sewer systems.
- Damaged paving surfaces, despite their heavy-duty specification.
- Informal vendor stalls dominating Hoek and De Villiers Streets, particularly opposite the Cathedral's entrance.
- The adjacent Darragh House, while active, lacks architectural distinction and blends into the surrounding CBD fabric. It accommodates ground-floor retail (including fast food and clothing outlets) and upper-level residential apartments.
- Larger retail offerings are located within walking distance along Wanderers Street.
- Architectural plans for both the Cathedral and Darragh House are currently unavailable.

4.3 LAND USE GUIDELINES

The land use and activity pattern framework outlines the types of land uses and activities that should be supported within the precinct. While most of the proposed land use patterns already exist, there are instances where the precinct plan recommends changes in use and introduces new activities as appropriate, in accordance with the precinct requirements and the underlying development guidelines.

The proposed land use activities intention is to consolidate and improve the existing activity pattern. The newly introduced activities either enhance or complement the current uses by increasing dwelling density and modifying land uses. Proposed land uses or land use patterns includes but are not limited to:

4.3.1 "Residential"

This includes existing dwelling units (whether single or double: - attached or detached), flats and maisonettes within the CBD and with the potential for increased dwelling unit densities in identified areas. This will be attached to block by block.

4.3.2 "Business"

Projects as vertically integrated mixed-use development with business, offices and retail on ground floor and in other instance on first floor, and residential activities above (second floor and above).

The proposed activities for business include shops (grocery store, clothing, pharmacy, etc), offices, hotels, motor spares, restaurants or eateries, medical consulting rooms.

The goal is to enhance mixed-use development in the CBD, including retail, high-quality offices, and residential spaces, while permitting light manufacturing activities, such as mechanics and automotive showrooms, adjacent to taxi ranks.

Activities include residential houses, home businesses, offices, medical consulting rooms, educational facilities, childcare centres, and guesthouses.

4.3.3 "Institutional Facilities"

Activities include medical consulting rooms, residential houses, offices, educational facilities, childcare centres, home businesses, herein sharing of facilities and incorporation of facilities into multifunctional buildings becomes important. Encompassing community facilities, medical consultation, schools, tertiary education, institutions.

4.3.4 "Public Open Space"

Parks and Recreational Space, incorporating the public environment (pedestrian ways, sidewalks, public squares, parks), recreation, sport facilities and green open space.

4.3.5 "Public Services"

This land use is the incorporation of facilities into multifunctional purpose use of buildings. It encompasses social services, such as municipal pay-points and government Thuso centre purposes, libraries and police stations, judicial use (such the Judicial Precinct- Gauteng South High Court)

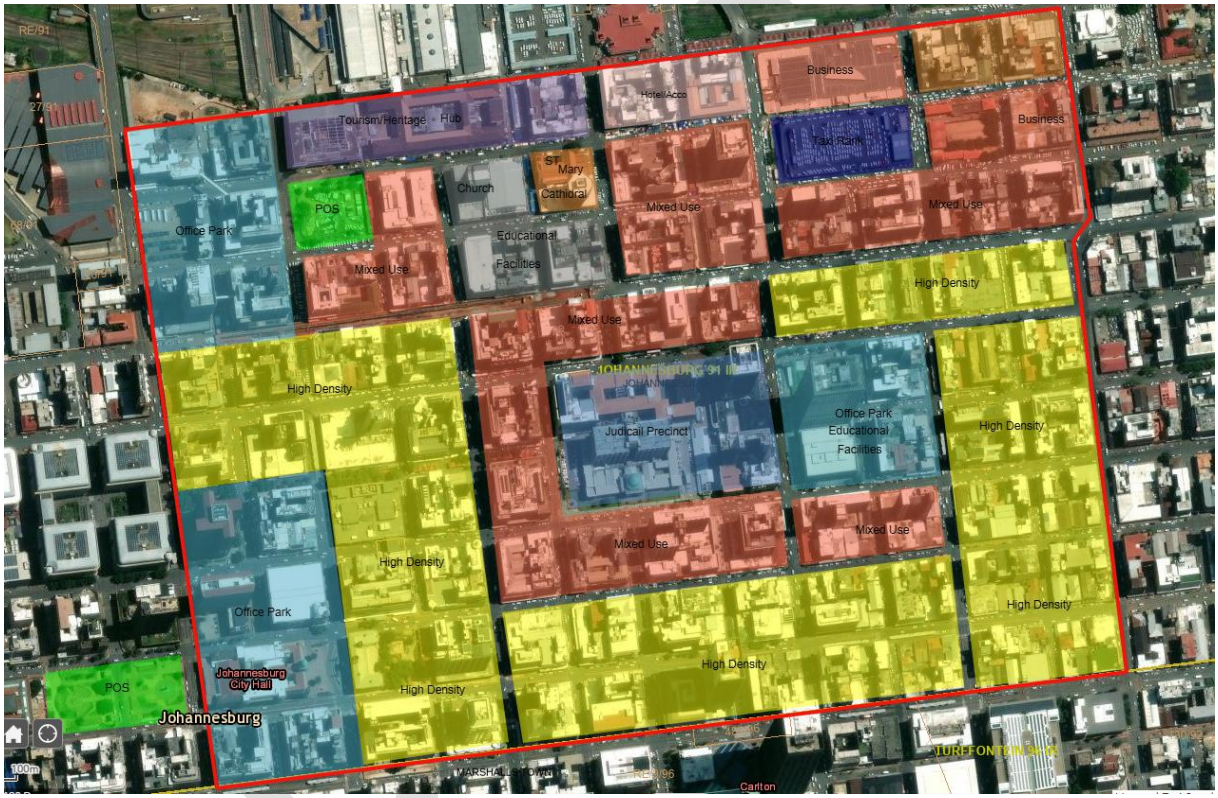


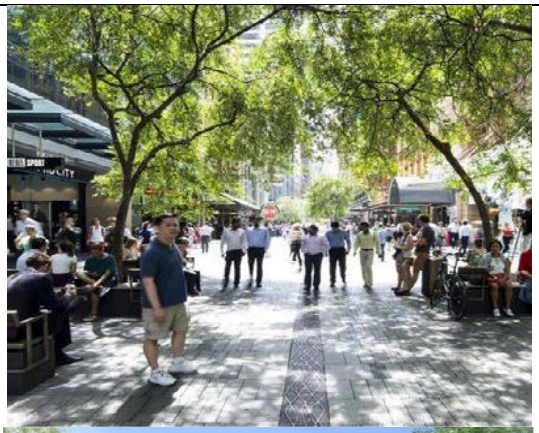
Figure 24: Proposed Land Uses for Desmond Tutu Precinct Plan

4.3.5.1 Integrated and Interactive Urban Environment

Complete Streets
Places pedestrians, cyclists and public transit users on equal footing and no car driving. The intentions: it aims to improve quality of life by creating streets that are car free for a great public spaces and sustainable networks.

Place-Making
Place making is a movement that encourages the creation of spaces that prioritise people and the environment over vehicles or shopping centres. It recognises the significance of vibrant neighbourhoods and welcoming public areas like squares, parks, and streets that draw people in because they are enjoyable or engaging.

Urban Renewal
Urban renewal refers to the revitalisation of land in regions facing urban decline, such as a deteriorating city centre. It generally includes the redevelopment of portions within a major city and entails the removal of impoverished neighbourhoods.



The main components that require attention:

- Enhancing the residential core, particularly through the transformation of office spaces;
- Developing and improving public spaces and amenities to promote urban living;
- Providing support for economic sectors with the potential for growth in the CBD and fostering their development;
- Averting “sinkholes” – properties that are neglected, overcrowded, or in disrepair, which detract from the value of surrounding city blocks by hindering investment;
- Promoting “ripple effect” investments that can elevate the entire neighbourhood.

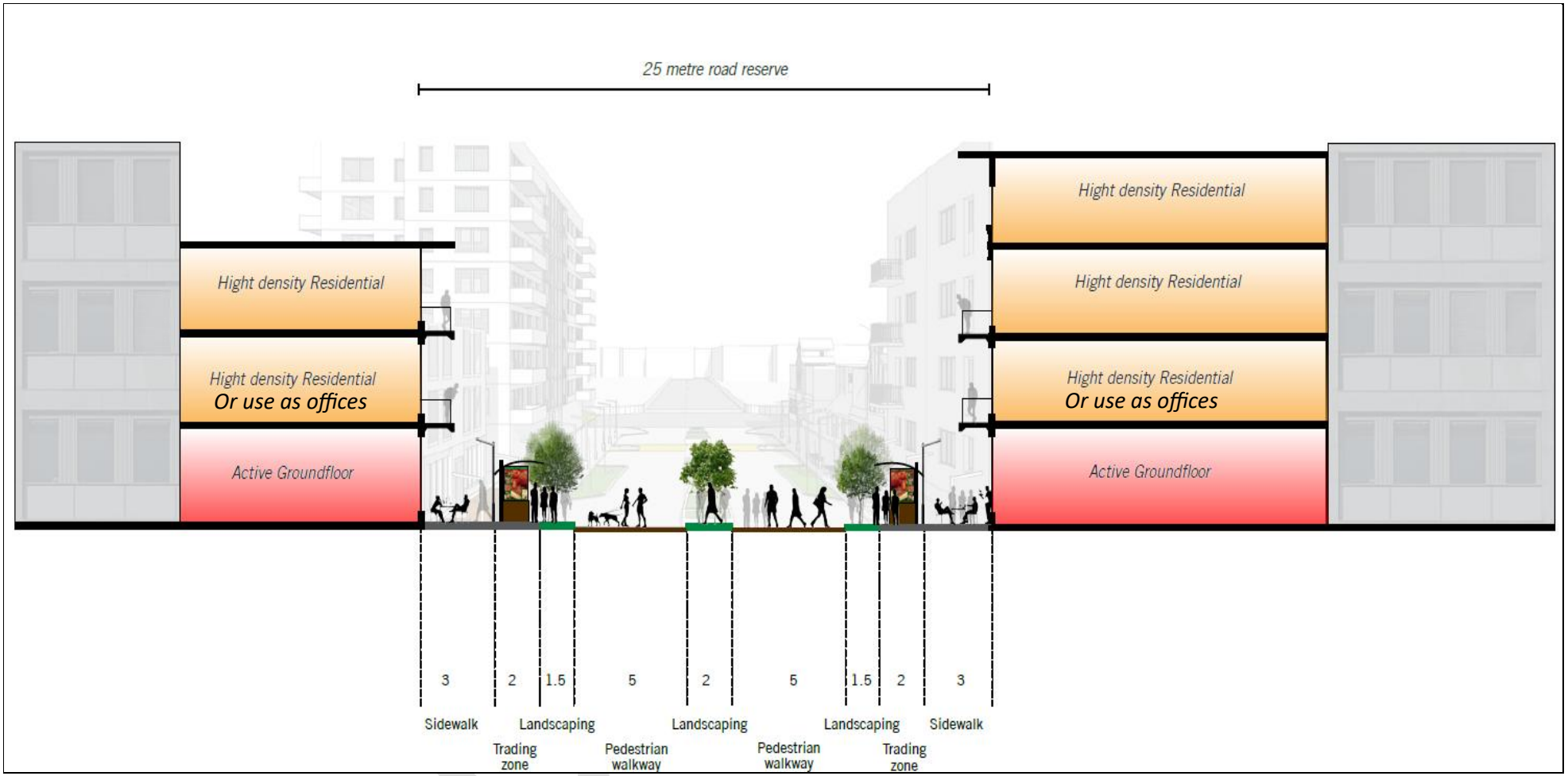


Figure 25: Cross section of proposed pedestrian route on DeVilliers Street

Table 3: Proposed Land Use Mix

LAND USE	OPERATIONS	STATUS	USABLE/NON-USABLE	STREETS/LOCATION	PROPOSAL	AREA(M^2)
Business	Shops Pharmacy Salon Food outlets	Existing; most not licenced;	Most require attention; reallocation/allocations; re	Eloff Jepp and Bree Market and Commissioner	Ground Floor Street facing Wide clear windows	**5 205 865**
Residential	Flats Residential Buildings	Exiting; some are hijacked, service not well maintained	Requires attention and redevelopment	Across most street of the CBD	Located from 3 storeys higher.	**+/-14 320 580**
Institutions	Church Community Halls Schools Colleges Universities	Relocations; permitted on busy streets only	Proper location, Permits, challenges with parking	Jepp, Bree and Market	Relocation to best locations	**176 703**
Office	Office Parks Home Office Single Offices Multi-Offices	Most are well located, building face lift, and maintenance	Expensive; small, challenges with parking; Some located on lower levels	Commissioner, Judiciary node, West for the precinct	Incentivise businesses not to relocate offices	**354 750**
Parking	Private Park Public Parking	Major CBD challenge,	Usable and non-Usable	Traffic Engineers to advice	Earmark buildings for parking	**-**
Public Open Space	Park (public/private)	Very few; threat of being extinct	Slowly disappearing, more spaces required, roof parks or street closure	On most residential building roof blocks	Incentive for building owners to establish POS	**-**
Public Safety	Not enough security	Need camera, security personnel, visible and open street	90% street not usable or not user friendly	Every street and building	Public safety department	**-**
Tourism/Heritage	Museums, tourist art and craft	To be established	Require attention and establishment	Next ST Mary Cathedral, Park Station	In association with heritage council, convert building for heritage and tourism	**274 669**

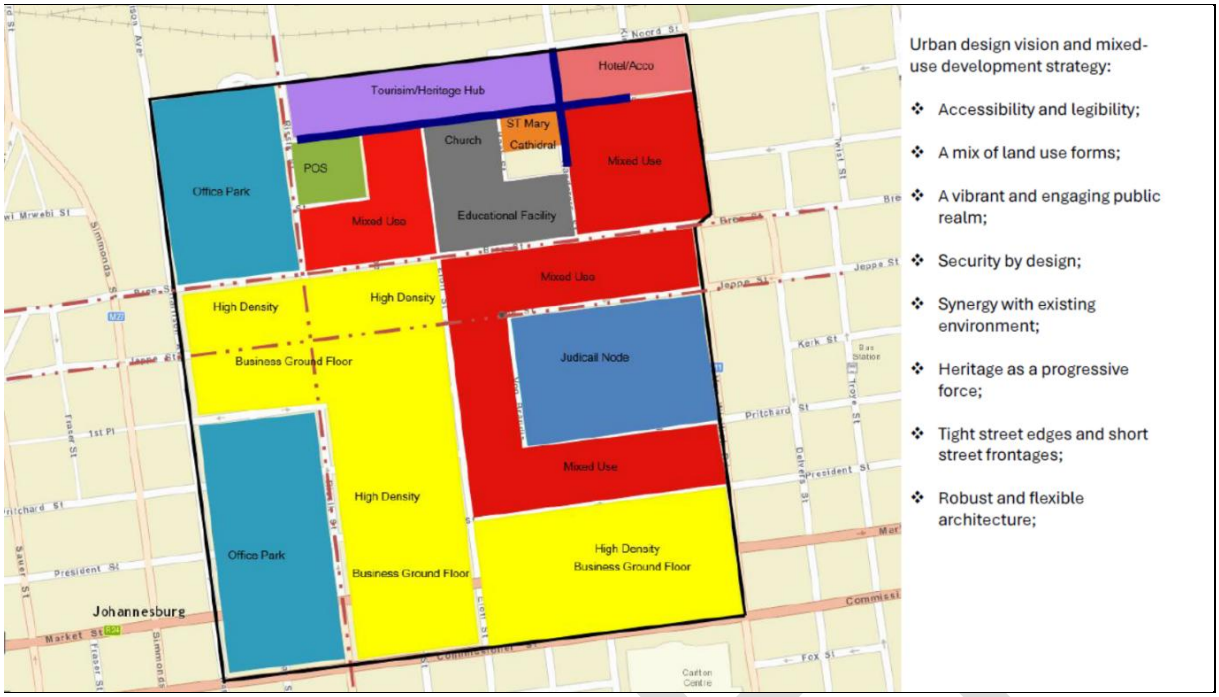


Figure 26: Development Strategy

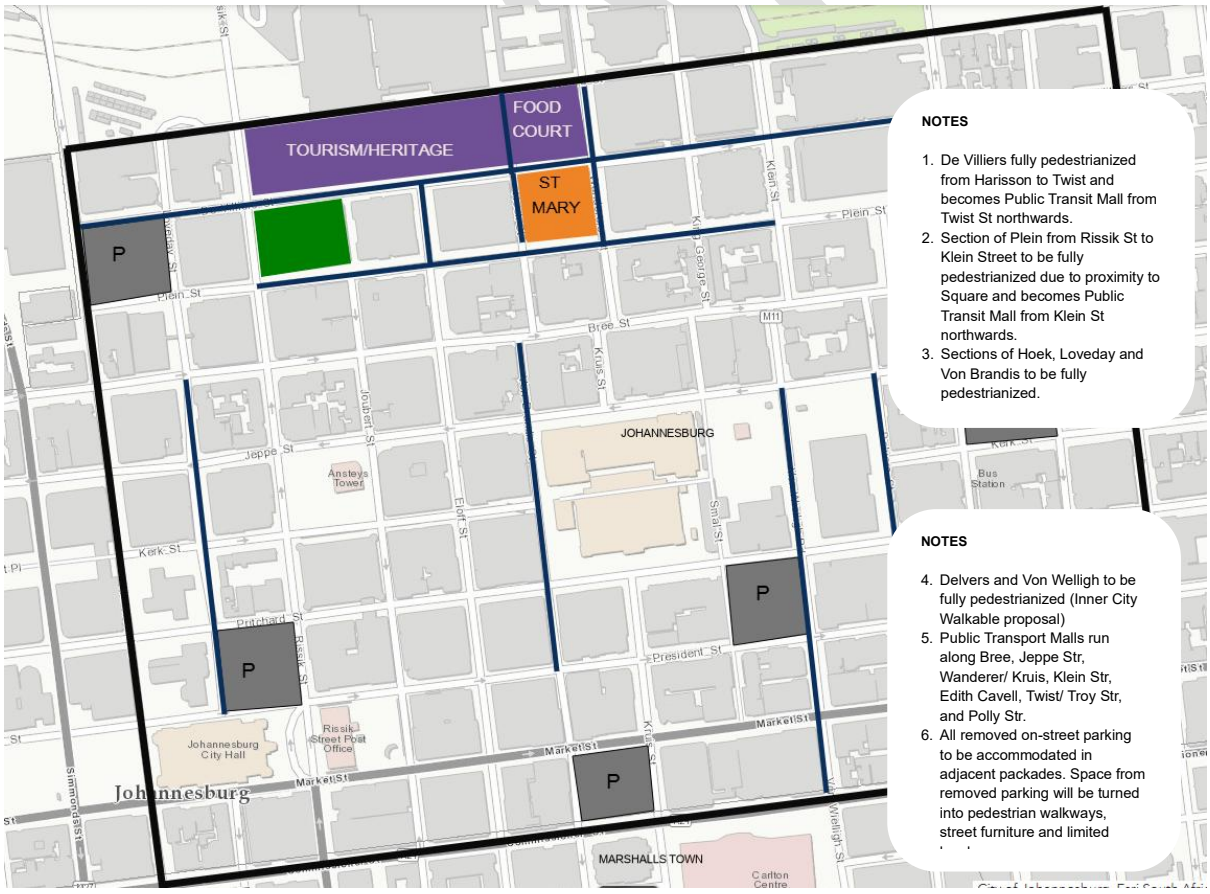


Figure 27: Proposed Pedestrian Streets

4.4 URBAN DESIGN

4.4.1 Urban Design Guidelines

In response to the contextual conditions, the following urban design guidelines are proposed:

- **Commemorative Expression:** Incorporate symbolic design elements that reflect the life, values, and legacy of Archbishop Desmond Tutu, reinforcing the precinct's identity as a space of memory and transformation.
- **Cathedral Prominence:** Enhance the visual and spatial prominence of the Cathedral through framing, lighting, signage, and public realm interventions.
- **Square Design:** Develop the Desmond Tutu Square on the north or western side of the Cathedral, ensuring minimal impact on adjacent buildings and activities.
- **Integration of Darragh House:** Consider the adaptive reuse or interface treatment of Darragh House as part of the square's spatial composition.
- **Sustainable Urban Design:** Propose a long-term, context-sensitive urban design framework for the broader precinct, incorporating green infrastructure, durable materials, and inclusive public spaces.
- **Commercial Activation:** Introduce appropriate commercial components that support economic vitality without compromising the precinct's heritage character.
- **Pedestrian Safety and Accessibility:** Prioritise pedestrian movement through traffic calming, secure pathways, and improved lighting, in collaboration with traffic engineers and social facilitators.
- **Informal Trade Management:** Plan around existing hawker activity while addressing illegitimate trading practices through inclusive and enforceable spatial strategies.
- **Public Realm Durability:** Avoid intricate paving treatments due to high footfall; instead, use robust, low-maintenance materials.
- **Vandal-Resistant Infrastructure:** Specify lighting fixtures and street furniture that are durable and resistant to vandalism.
- **Secure Access:** Ensure that access to the square is safe, legible, and welcoming for all users, particularly during off-peak hours.

4.4.2 Urban Design Principles

The following urban design principles are proposed:

- Symbolically express the life and role of Desmond Tutu
- Introduce elements to symbolise the life of Desmond Tutu
- The Urban Design proposals are aimed to limit the impact on surrounding buildings

- Provide a sustainable Urban Design proposal for the larger Desmond Tutu Precinct area.
- Introduce a commercial component where feasible to attract people to the site
- Improve the prominence of the cathedral and square
- Provide pedestrian security
- Plan around the existing hawkers, pedestrians and vehicle routes with the Traffic Engineer and Social Facilitator
- Address illegitimate trading practices
- Make access to the Square as good and secure as possible
- Intricate paving installations is not advisable due to heavy usage
- Lighting fixtures and other street furniture elements to be vandal proof as far as possible
- Consider the inclusion of Darragh House as part of the Desmond Tutu Square's design

4.4.3 Urban Design Concept

The analysis of the physical site and its surrounding context informed the development of an appropriate design concept. The following proposals are intended to address key challenges currently affecting the precinct and to guide targeted interventions for improved functionality, accessibility, and community well-being.

4.4.4 Urban Design Proposals

The Urban Design proposals are aimed to achieve the following:

- Limit the impact on surrounding buildings;
- Provide a sustainable Urban Design proposal for the larger Desmond Tutu Precinct area;
- Introduce a commercial component where feasible to attract people to the site;
- Improve the prominence of the cathedral and square;
- Provide pedestrian security - Proposed Desmond Tutu Boulevard from Park Station to the Desmond Tutu Square entrance in De Villiers Street);
- Address illegitimate trading practices;
- Make access to the Square as good and secure as possible;
- Intricate paving installations is not advisable due to heavy usage;
- Lighting fixtures and other street furniture elements to be vandal proof as far as possible; and
- Consider the inclusion of Darragh House as part of the square's design.

4.4.4.1 Symbolically Express the Life of Archbishop Desmond Tutu

The proposed elements that symbolically express the life and role of Archbishop Desmond Tutu include the following:

Archbishop Desmond Tutu Sculpture

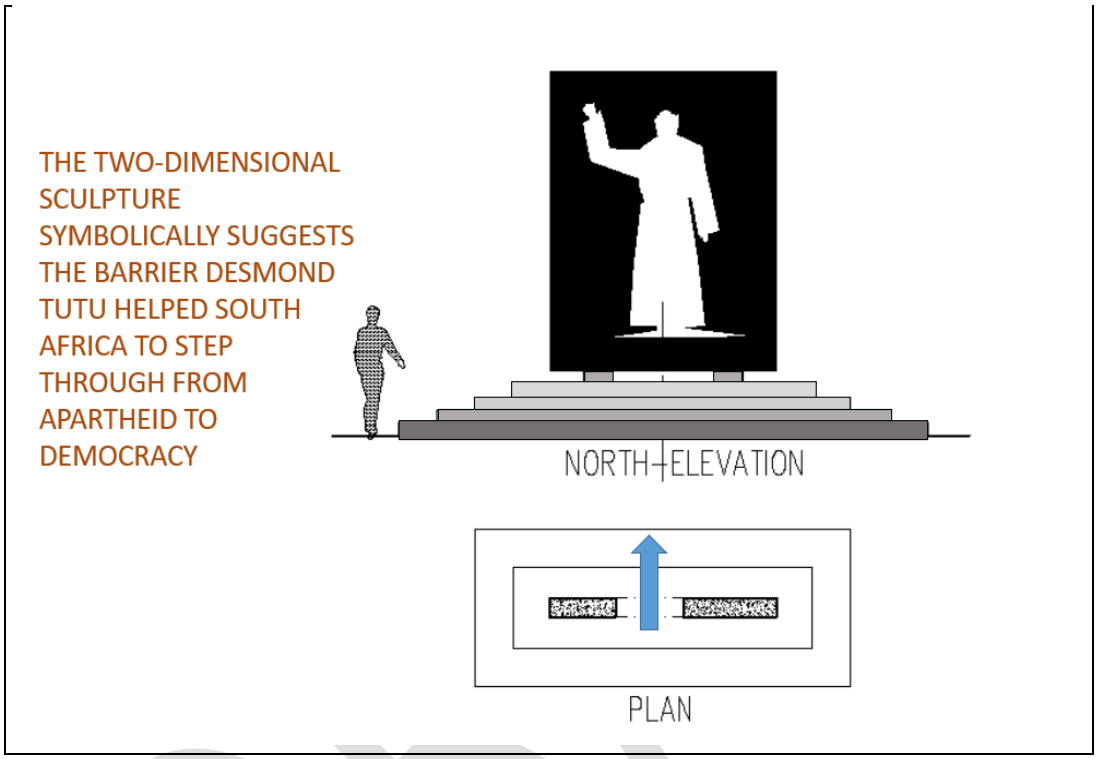


Figure 28: Proposed 2-Dimensional Desmond Tutu Sculpture

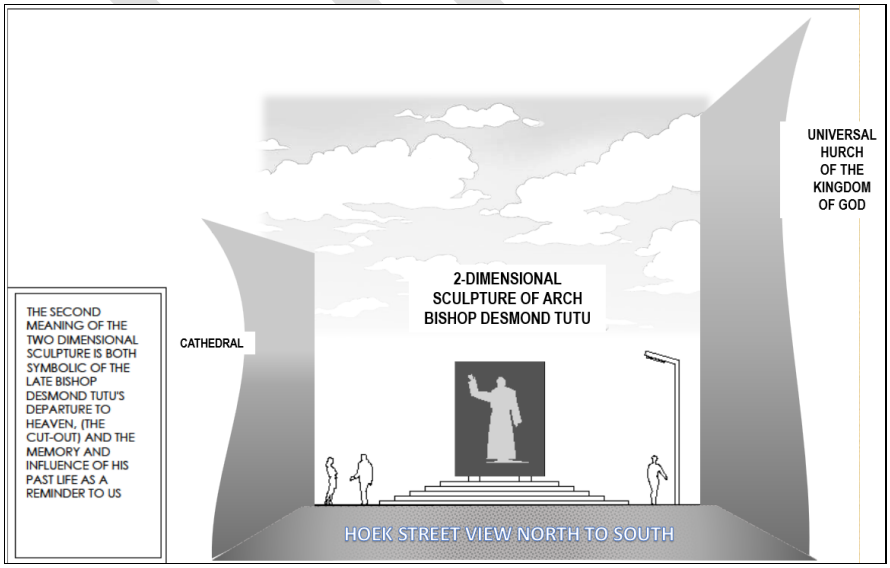


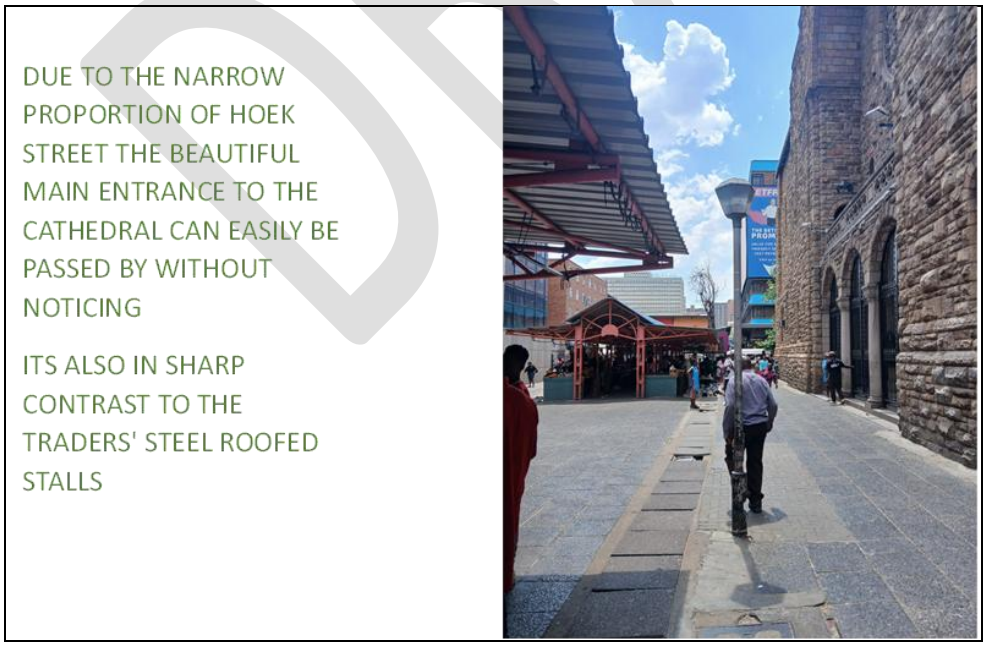
Figure 29: View of Proposed 2-Dimensional Sculpture from Hoek Street

Desmond Tutu Museum

Figure 30: Proposed Desmond Tutu Museum

4.4.4.2 Street Makers

Street markers help in highlighting the presence of an important land mark. They are proposed in the Precinct to highlight the presence of the proposed Square.



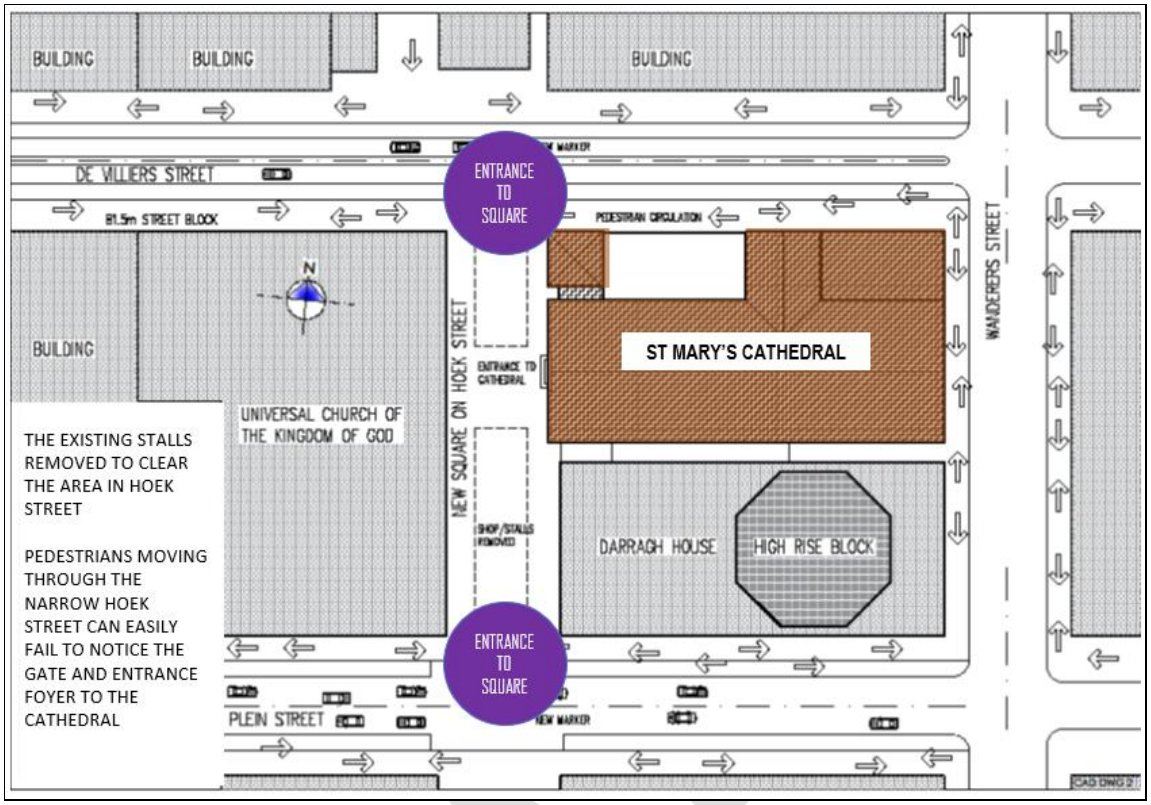


Figure 31: Entrance to Desmond Tutu Square from DeVilliers Street and Plein Street

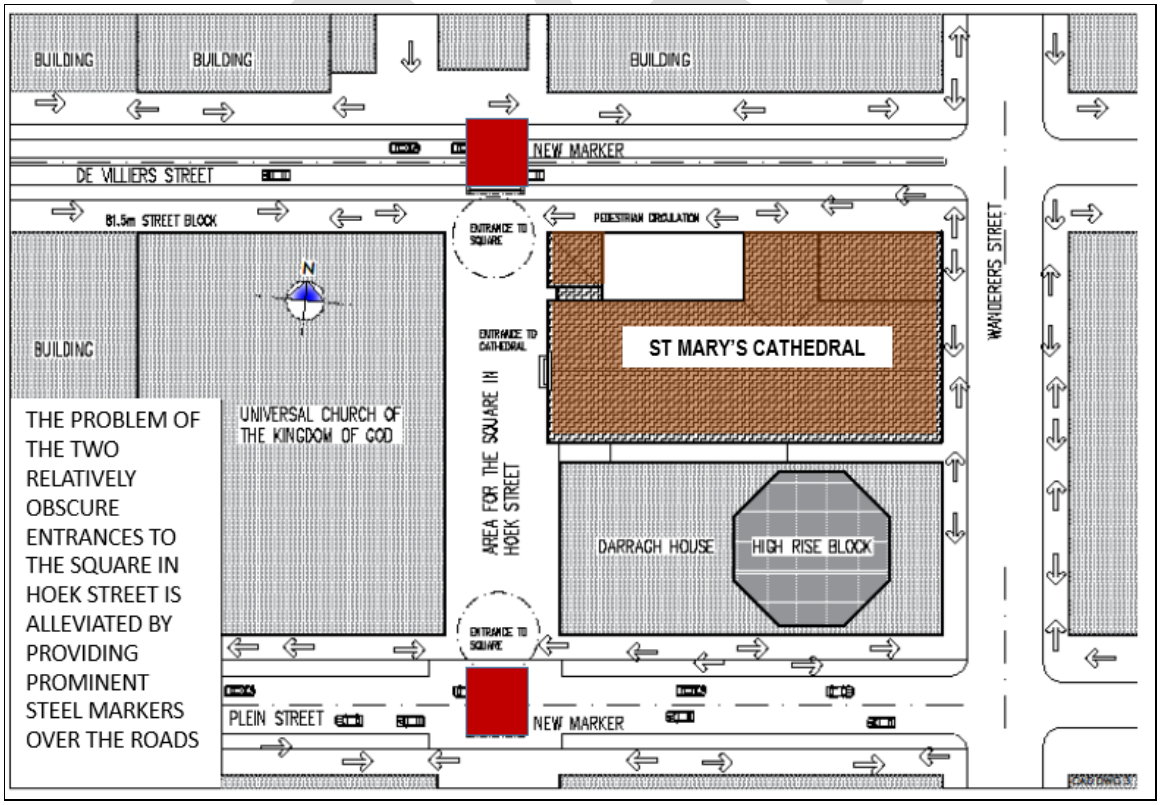


Figure 32: Position of Street Markers at the Entrance of Desmond Tutu Square

Figure 33: Proposed Street Maker on Hoek Street

Additional street markers (steel 'portals/ markers type 2) will be placed in Wanderers Street to mark the St Mary's Cathedral and Darragh House within the Desmond Tutu Precinct from all directions as shown in **Figure 34**.

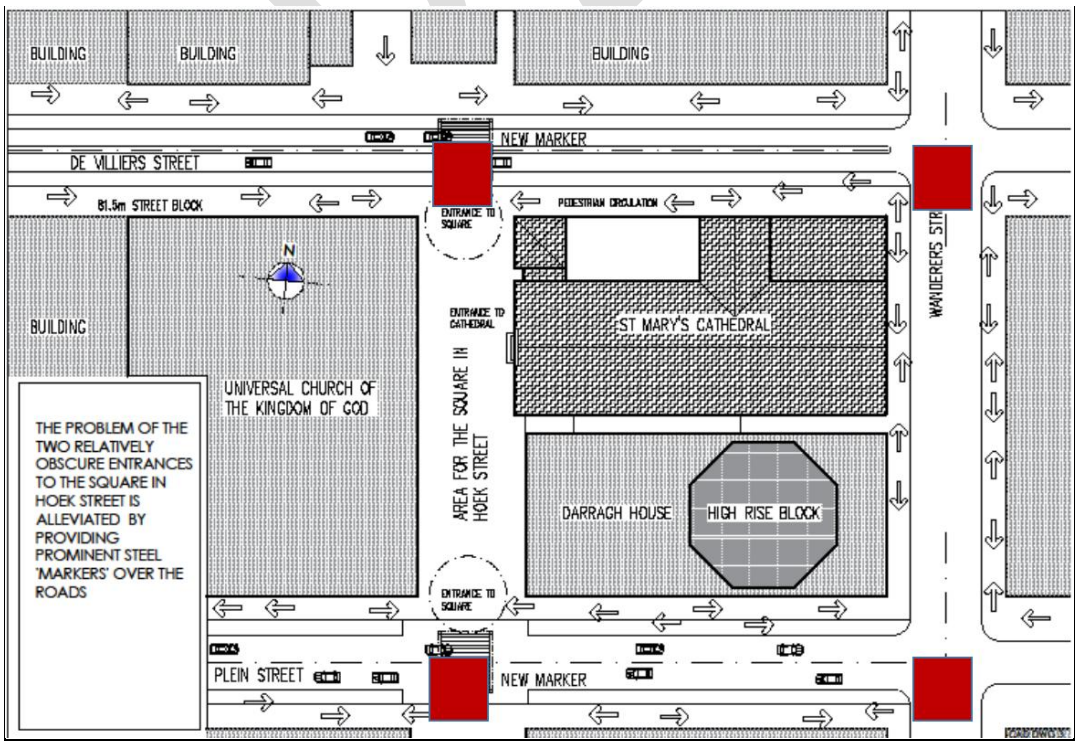


Figure 34: Proposed Street Maker on Hoek Street

4.1.1.1 Rooftop 'Spire' Marker on The Tower Roof of Darragh House

While the ST Maris Cathedral is located within the Desmond Tutu Precinct, it neither visible from a distance nor from ground level. The proposed solution involves the erection of a rooftop "spire" on top of the Darragh House as shown in **Figures 32** and **33**. Rooftop "spires" are typical to Medieval Cathedral Architecture. This will improve the visibility of the site and make use of the height of Darragh House tower block for identification.

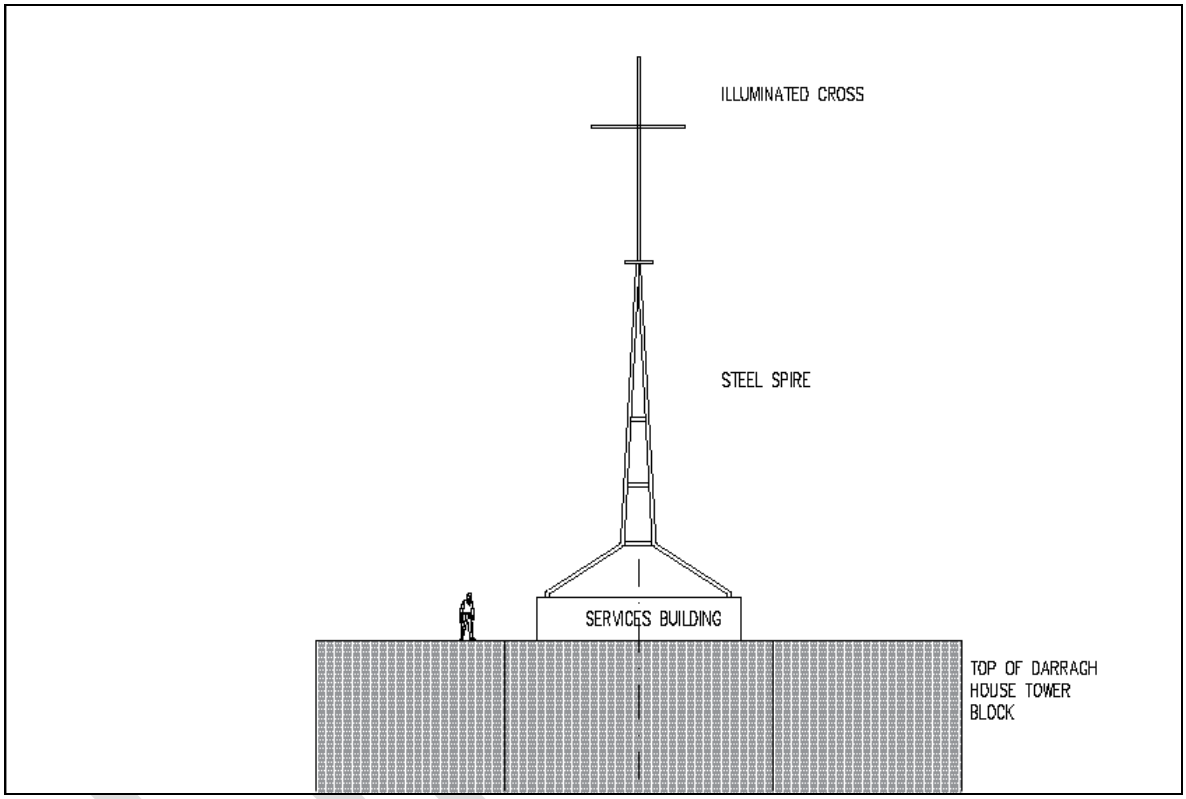


Figure 35: Proposed Roof-top Spire on Darragh House

Figure 36: Proposed Rooftop Spire on Darragh House at Night

4.1.1.2 Desmond Tutu Square

The proposed Desmond Tutu Square is located between the ST Mary's Cathedral, Darragh House and the Universal Church of the Kingdom of God. It runs from De Villiers Street to Plein Street as shown in **Figures 35, 36 and 37**.

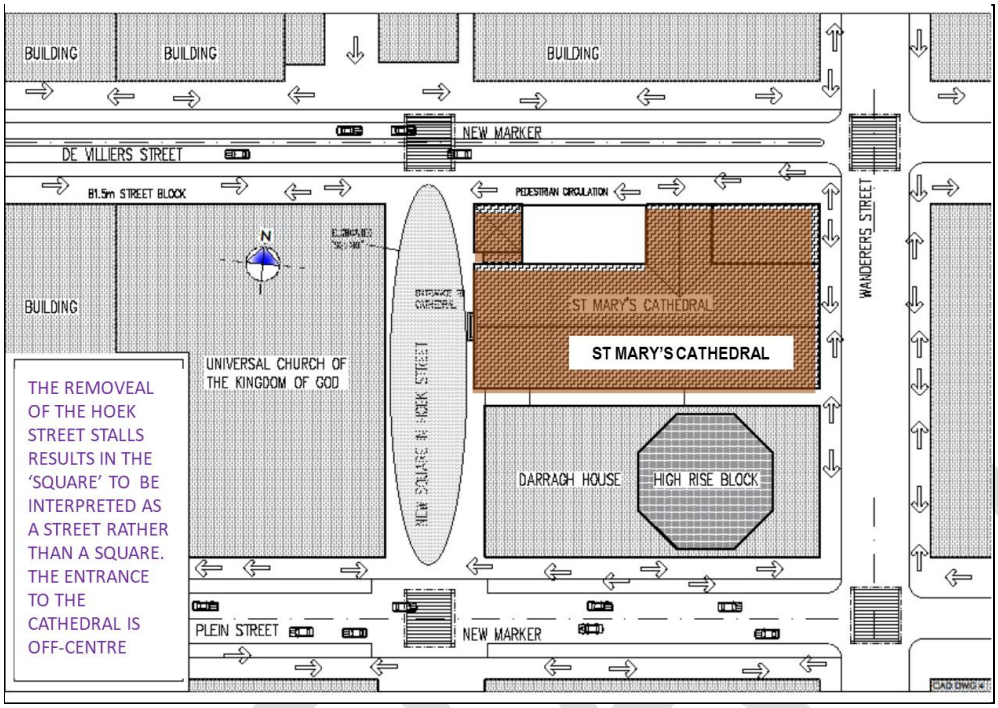


Figure 37: Proposed Desmond Tutu Square Design Considerations

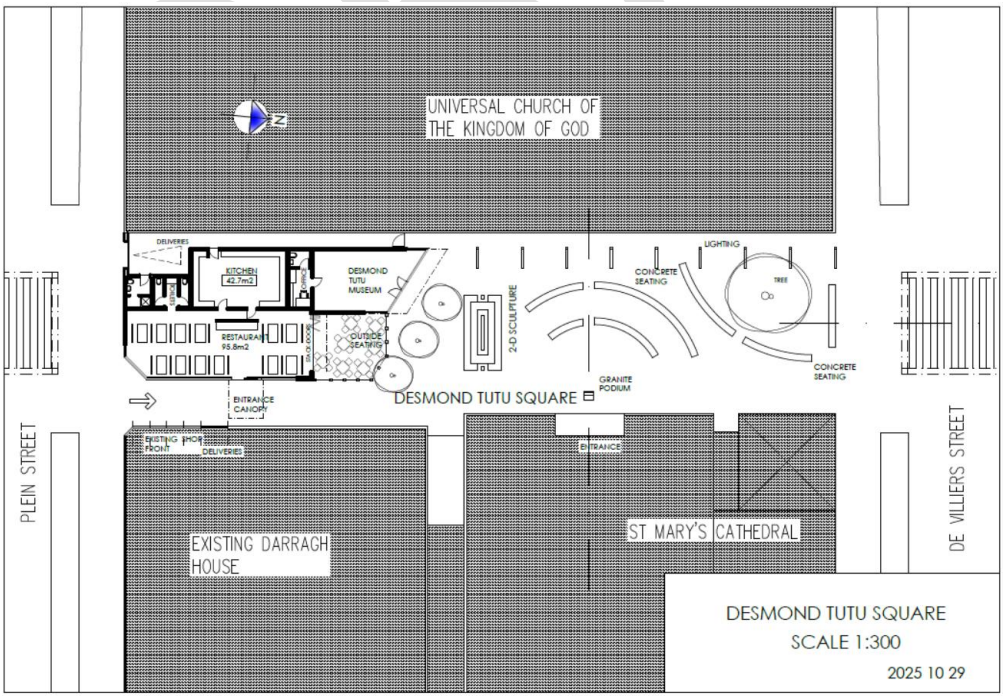


Figure 38: Proposed Desmond Tutu Square Design Elements

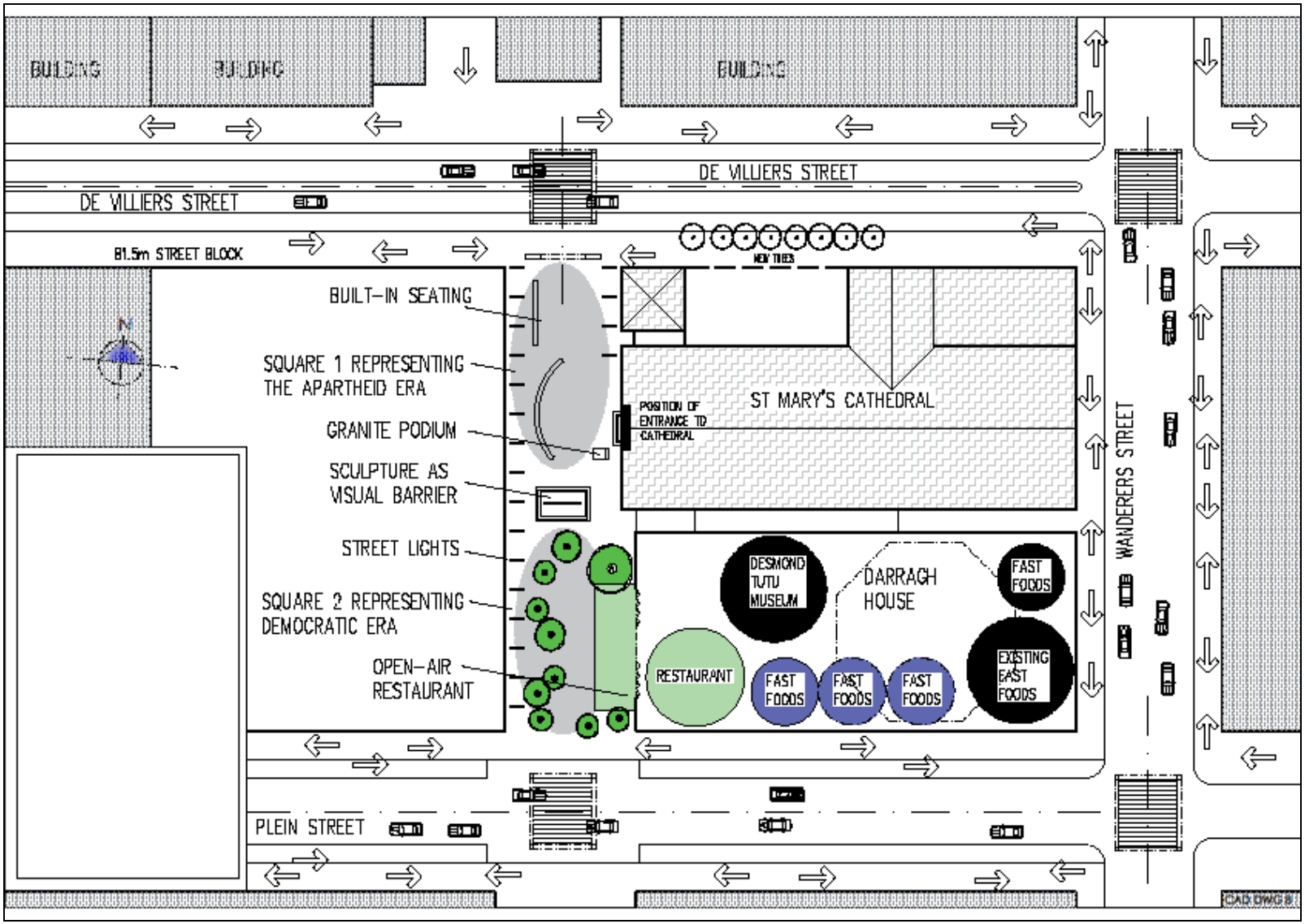


Figure 39: Proposed Desmond Tutu Square Concept

4.4.4.3 Safe Pedestrian Throughfare/ Boulevard

Proposal is to construct a safe pedestrian throughfare/ boulevard (with suitably designed street markers) that connects the Desmond Tutu Square to Park Station where visitors can mingle and interact safely, symbolising **PEACE** for which Archbishop Desmond Tutu was internationally recognised. Th e proposed safe pedestrian boulevard is as shown in **Figure 40**.

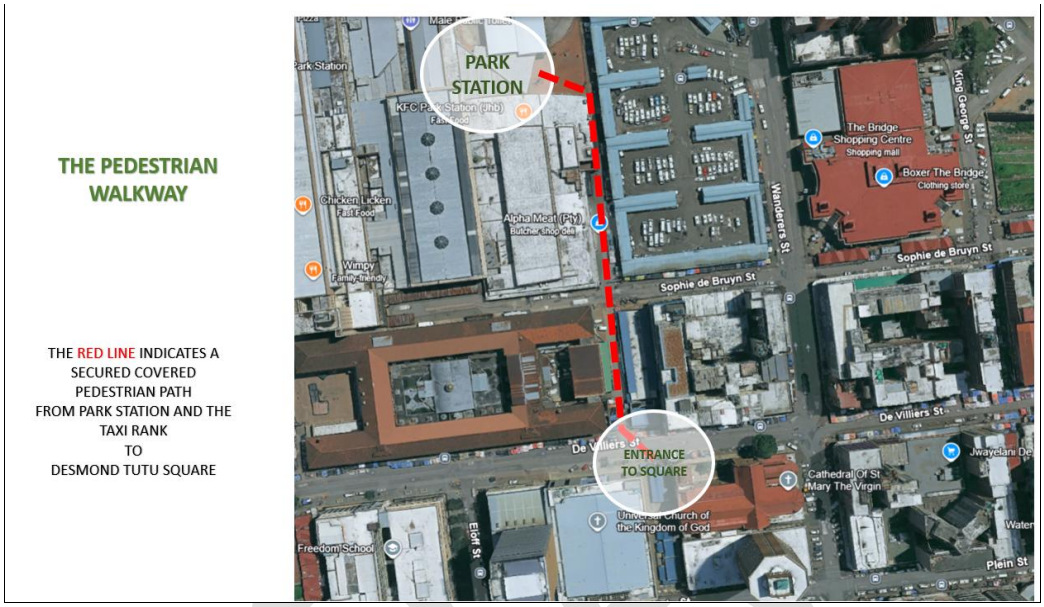


Figure 40: Proposed Desmond Tutu Pedestrian Boulevard

Figure 41: Pedestrian Boulevard

	Proposed logical pedestrian boulevard/ throughfare for linking and activating the ST Mary Square and the Tourism active area will be ideal for: • Pedestrianisation, • Landscaping, • Accommodation of tourism-based traders. Connectivity and accessibility (walkability) to this focus area, should be maximised. Consideration must be given for feature lighting and pedestrian street furniture within this area.

Figure 42: Proposed Pedestrian Boulevard on DeVilliers Street

4.2 MOVEMENT AND TRANSPORTATION GUIDELINES

4.2.1 Transport and Traffic Interventions

The Desmond Tutu Precinct represents a key urban renewal initiative aimed at creating a safe, vibrant, and accessible mixed-use environment that promotes social interaction, economic activity, and sustainable mobility. The transport and traffic interventions within the precinct must support the overarching vision of a pedestrian-oriented, integrated, and inclusive urban space as recommended by the Inner-City Transport Plan (2021). The objective of the traffic and transport component of the precinct plan is to develop strategies and interventions that enhance connectivity, improve road safety, manage vehicular movement, and prioritise non-motorised and public transport users.

The Desmond Tutu Precinct transport interventions have been formulated in alignment with the guiding principles of the Inner-City Transport Plan (2021). These principles aim to promote sustainable, inclusive, and accessible urban mobility through the adoption of Transit-Oriented Development (TOD) principles. The following key TOD principles have been particularly influential in shaping the proposed interventions:

4.2.1.1 TOD Principle 1: Shift

This principle advocates for the regulation and reduction of parking spaces allocated to private vehicles in order to prioritise walking, cycling, and public transport. The objective is to reclaim

urban space currently occupied by motor vehicles — including off-street parking, excessive driveways, and wide roadway areas — and reallocate it towards more sustainable modes of transport. This approach supports a more compact, people-centred urban environment that encourages the use of public and non-motorised transport (NMT) modes.

4.2.1.2 TOD Principle 4: NMT/Walkability and Connectivity

This principle emphasises the creation and enhancement of pedestrian-friendly environments and the development of continuous NMT routes linking key destinations with public transport networks. The intention is to improve accessibility, safety, and comfort for pedestrians and cyclists, thereby fostering greater integration between land use and transport systems within the precinct.

Together, these principles underpin a holistic approach to transforming the Desmond Tutu Precinct into a well-connected, accessible, and sustainable urban space that supports equitable mobility for all users. The following transport-related plans have been developed as part of the Desmond Tutu Precinct Plan, each contributing to a cohesive and integrated transport framework that supports the precinct's broader urban regeneration and mobility objectives. Collectively, these plans aim to enhance accessibility, improve safety, promote sustainable transport modes, and ensure the efficient movement of people and goods within the precinct.

- Street Hierarchy & Function
- Public Transport Plan
- NMT Plan
- Parking Management Strategy and
- Public Transport District

The objectives of the traffic and transport plans are to:

- Promote integration between public transport facilities, private vehicle access, and non-motorised transport (NMT) systems.
- Improve safety for all users, with a particular emphasis on pedestrians and vulnerable road users.
- Optimise access, circulation, and parking management within the precinct.
- Support mixed-use development through appropriate mobility strategies.
- Ensure alignment with the City of Johannesburg's transport and mobility frameworks, as well as the principles of Transit-Oriented Development (TOD).

4.2.2 Street Hierarchy & Function

The fundamental principle underpinning any road network, and by extension its hierarchy, is to ensure that the varying mobility and access needs of the area are met in a manner that is both efficient and safe. This entails providing an appropriate level of service, minimising congestion, and maintaining reasonable journey times and travel speeds for all users. Each classification within the road hierarchy fulfils a distinct function, determined by factors such as traffic volumes, operating speeds, and the accommodation of multiple transport modes, including public transport. Collectively, these functions aim to balance accessibility, mobility, and user experience within the broader transport system.

A defined street hierarchy has been established for the Desmond Tutu Precinct to classify the roads within the precinct according to their intended function, capacity, and modal priority. This framework provides clarity on the role of each street and guides decisions related to traffic management, streetscape design, and land use interface. The hierarchy promotes a balanced network that supports both vehicular circulation and pedestrian activity, ensuring an efficient and safe urban street environment.

The City of Johannesburg's Complete Streets Design Manual (2013) was adopted as the guiding framework for the reclassification of streets within the Desmond Tutu Precinct. The manual introduces a progressive approach to street design, shifting the traditional vehicle-centred perspective towards a more inclusive concept referred to as "Complete Streets". A Complete Street is designed to support a variety of modes, users, and urban activities—including walking, cycling, public transport, private vehicles, and the needs of adjacent land uses such as businesses and residences. This holistic design philosophy promotes a multi-modal transport network that is accessible, equitable, and responsive to its urban context. By doing so, it contributes to the creation of more liveable, connected, and sustainable communities, aligning with the City's broader urban regeneration and mobility objectives (CoJ, 2013).

The Desmond Tutu Precinct street typologies have been redefined and classified by adding the following street typologies:

- Transit Malls (adopted from the Inner City Transport Plan): The proposed Lilian Ngoyi and Rahima Moosa have been identified as transit mall streets prioritising buses and taxis.
- Pedestrian Malls: De Villiers Street, Joubert.
- Service Streets: For deliveries and restricted access.
- Managed lanes – Eloff, Rissik and Harisson

4.2.3 Traffic Calming Measures

A comprehensive traffic calming plan has been developed to enhance pedestrian safety and manage vehicle speeds within the study area. The plan identifies specific locations where raised pedestrian crossings are to be implemented based on pedestrian movement patterns, proximity to key land uses, and safety considerations.

The proposed raised pedestrian crossings are strategically positioned along major pedestrian desire lines, particularly near public transport stops, commercial areas, and access points to public facilities. These raised platforms will serve the dual purpose of providing safe pedestrian crossing points and acting as vertical deflection measures to reduce vehicular speeds.

The design of the raised pedestrian crossings will comply with applicable road design standards and accessibility requirements, incorporating appropriate signage, road markings, lighting, and drainage provisions to ensure functionality, visibility, and comfort for all users, including persons with disabilities.

The overall objective of the traffic calming plan is to create a safer, more pedestrian-friendly environment while maintaining efficient vehicular flow and enhancing the liveability of the area.

Figure 43 provides the locations for the proposed Desmond Tutu Raised Pedestrian Crossings and Intersections.

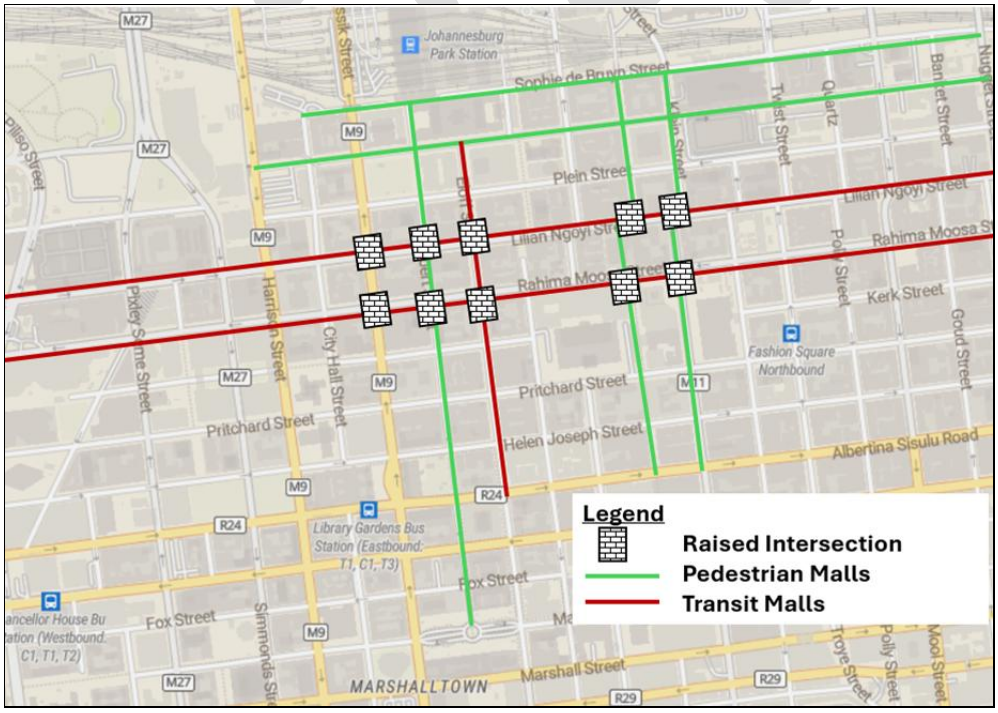


Figure 43: Locality Map for the Proposed Raised Pedestrian Crossings and Intersections

4.2.4 Public Transport interventions

The public transport plan outlines measures to improve the integration, reliability, and accessibility of public transport services within the precinct. It identifies key routes, stops, and interchange facilities while promoting seamless connectivity between different transport modes. The plan also aims to enhance the user experience through improved signage, shelter, lighting, and safety features, thereby encouraging greater use of public transport.

The **Public Transport Plan** seeks to establish an **efficient, sustainable, and accessible multi-modal transport system** that supports optimal mobility for all users. Its primary objective is to ensure the effective integration of various public transport modes, such as buses, minibus taxis, and non-motorised transport, within a coherent and well-functioning network.

The purpose of this plan is to identify and define **public transport routes, facilities, and associated infrastructure**—including lay-bys, stopping points, and interchange areas—that will adequately accommodate both **current and future public transport demand**. These proposals are informed by travel demand assessments, route analysis, and anticipated urban growth within the study area. The Desmond Tutu Precinct transport plan also reconfigures streets to prioritise public transport and pedestrian movement. The Public transport interventions have been adopted from the proposed Transit Malls on Rahima Moosa and Lilian Ngoyi as per the Inner-City Transport plan (2021).

Figure 44 illustrates the modelled **future public transport flows** and highlights the **indicative locations** for high-quality bus and taxi stops. Figure 3 shows volumes of over 1200 bus and taxi PCUs on Lilian Ngoyi and Rahima Moosa supporting the idea of converting these streets into public transport malls.

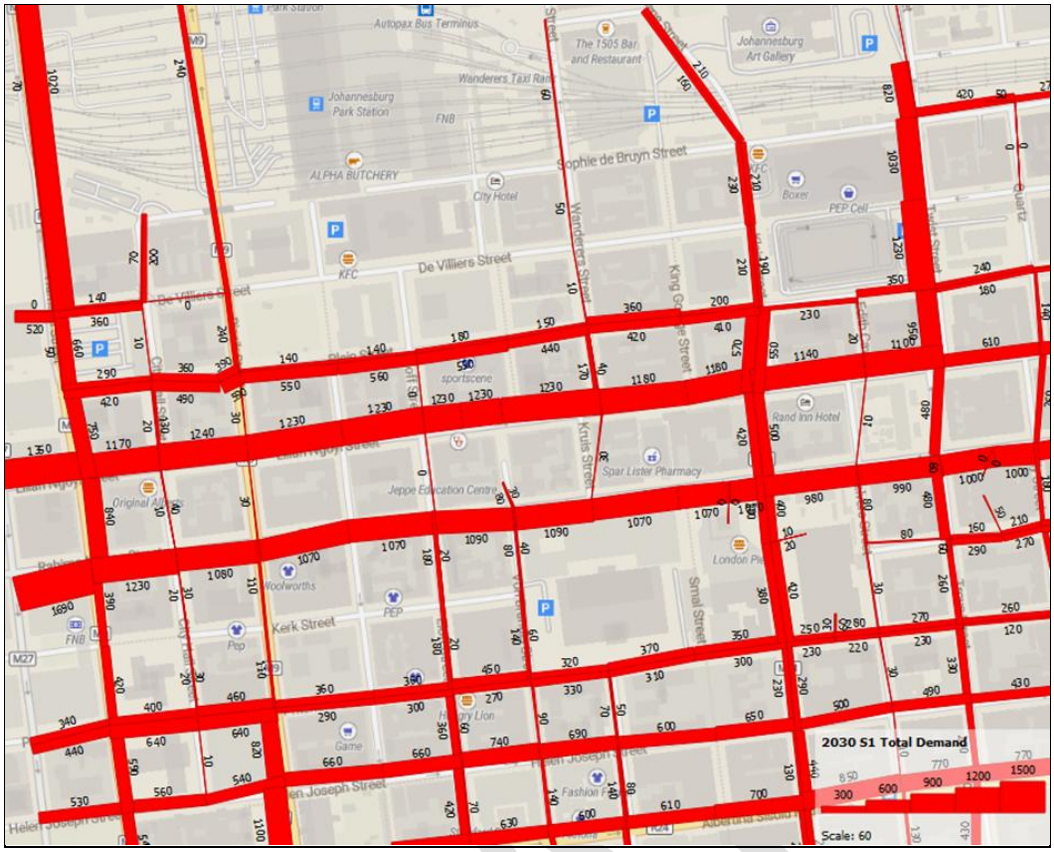


Figure 44: Modelled Public Transport Flows

Figure 45 provides the proposed Desmond Tutu public transport plan interventions.

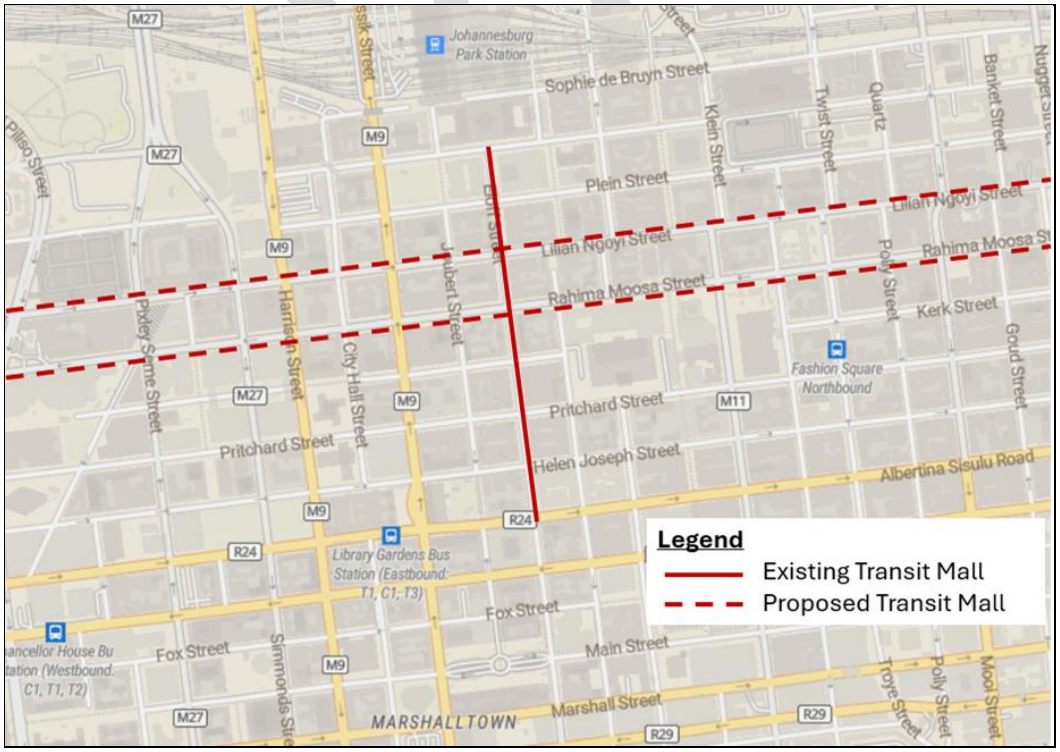


Figure 45: Proposed public transport transit malls

Figure 45 shows the existing and indicative proposed public transport stops. These facilities are strategically positioned to enhance accessibility, improve operational efficiency, and support seamless transfers between different modes of transport. The plan ultimately aims to create a **resilient and user-centred public transport network** that contributes to reduced congestion, improved safety, and sustainable urban mobility.

The following design and location principles are recommended to ensure that public transport stops are convenient, safe, and operationally efficient:

- Proximity to Intersections: For passenger convenience, public transport stops should be positioned as close as practicable to intersections or junctions, provided that such placement does not compromise safety or visibility for other road users.
- Far-Side Placement: Wherever feasible, stops should be located on the far side of intersections. This arrangement reduces conflicts with left-turning vehicles, enhances pedestrian safety, and maintains the efficiency of traffic-signal operations.
- Provision of Shelters: To encourage greater use of public transport, shelters should be provided at all designated stops. These should offer adequate protection from the elements and include seating, lighting, and passenger information signage where possible.
- Protection of Pedestrian and Cyclist Space: Public transport stops must be designed to avoid encroachment onto sidewalks or cycle lanes. Sufficient clear width should be maintained to ensure safe and unobstructed movement for pedestrians and cyclists.

There are enough public transport facilities within the Desmond Tutu precinct. As such no additional facilities are proposed. The following facilities are currently available in the site vicinity:

- BRT stations;
- Park Station Intermodal facility – Metrorail, Gautrain, Bus, Minibus Taxis,
- Close to JITI Intermodal public transport facility,
- MTN (Jack Mincer) taxi rank
- Metro Mall Taxi rank

Figure 40 below shows the position of the existing public transport facilities around the site.

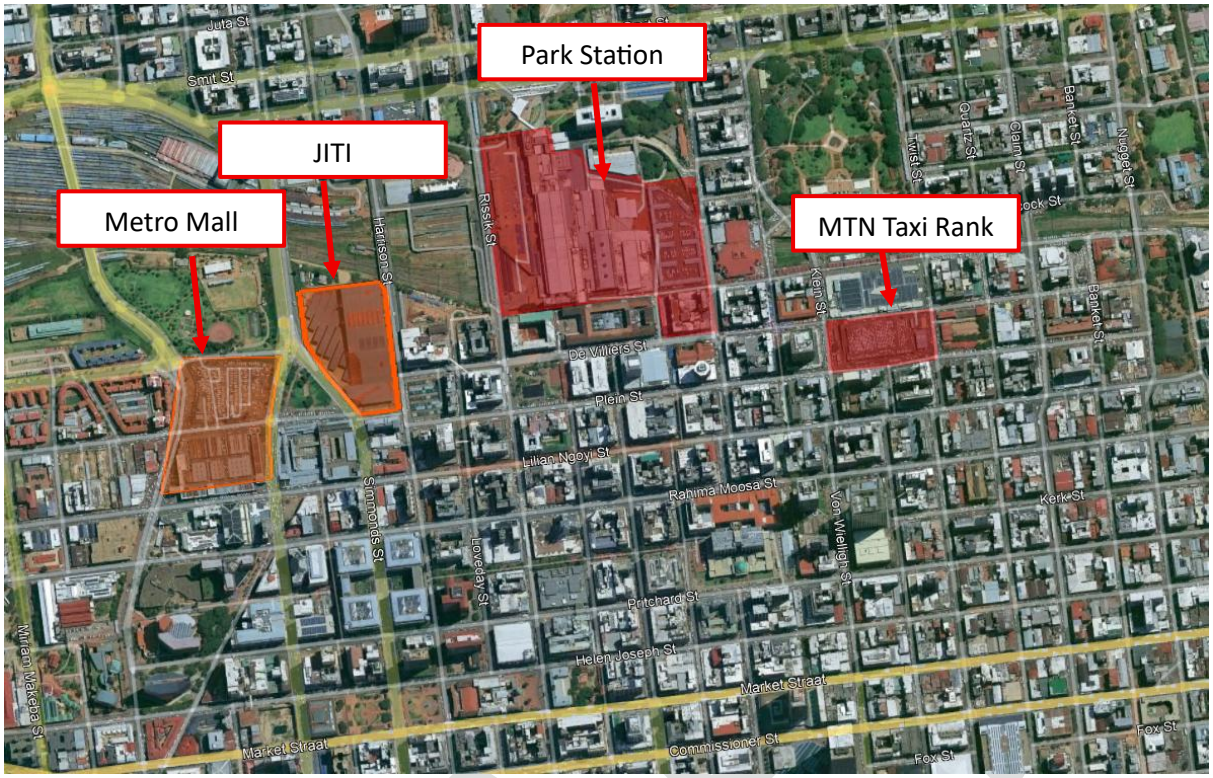


Figure 46: Proposed Public Transport Transit Malls

4.2.5 NMT - Pedestrian and Cyclist Movement

The NMT plan focuses on promoting walking and cycling as safe, viable, and attractive modes of transport. It proposes the development of continuous, accessible, and well-connected pedestrian and cycling networks linking key destinations such as transport hubs, commercial areas, and public amenities. The plan also emphasises improved intersection treatments, universal access, and adequate street lighting to enhance safety and comfort for all users, particularly vulnerable groups.

Non-Motorised Transport (NMT) forms a fundamental component of an integrated transport system, playing a vital role in promoting equitable, sustainable, and accessible mobility. Ensuring that pedestrians and cyclists have safe and convenient access to urban opportunities is essential for fostering inclusive and environmentally responsible development.

To achieve this, it is imperative that appropriate infrastructure and facilities are provided to support and safeguard these vulnerable road users. The provision of safe, well-designed NMT infrastructure not only protects pedestrians and cyclists but also encourages walking and cycling as legitimate and sustainable modes of transport within the broader mobility framework. The primary objective of such infrastructure is to reduce conflicts between motorised and non-motorised traffic, thereby improving both safety and overall network efficiency.

Moreover, NMT facilities should be integrated seamlessly with public transport routes and stations. Effective integration between walking and cycling networks and public transport services creates flexible, multi-modal travel options that enhance connectivity and user convenience.

Providing well-designed and secure NMT facilities—such as pedestrian crossings, cycle parking, lighting, and wayfinding signage—around public transport interchanges can significantly increase public transport patronage while improving the safety, accessibility, and overall attractiveness of the transport system.

- Continuous, pedestrian walkways linking key nodes (JITI, Park Station, Metro Mall, Joubert Street, Noord Taxi Rank).
- New cycling lanes on key routes to promote non-motorised transport (NMT) – To confirm with client first if this is required?

Figure 47 indicates the proposed Non-motorised Transport Plan.

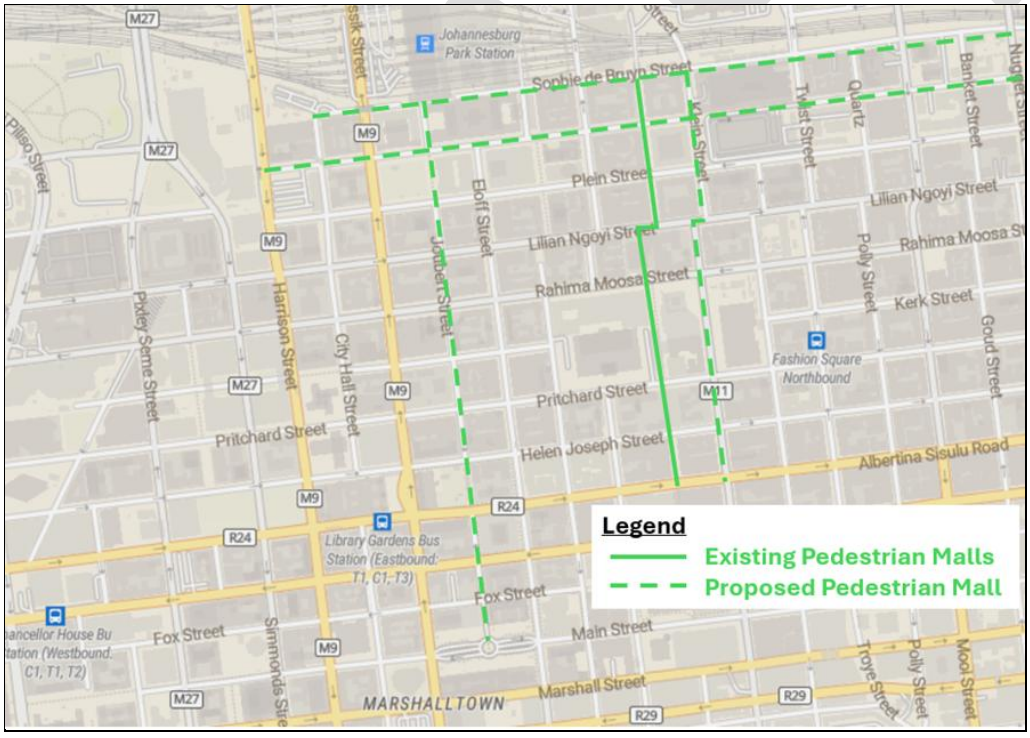


Figure 47: Proposed NMT Plan

4.2.6 Parking and Traffic Management

The parking management strategy aims to regulate, balance, and optimise the supply and demand of parking within the precinct to ensure the efficient use of available space and support broader mobility objectives. It seeks to promote equitable access to parking while

discouraging excessive reliance on private vehicles, particularly in areas experiencing high parking pressure.

The strategy encourages the rational use of parking resources through a combination of pricing mechanisms, zoning controls, and time-based restrictions. These measures are intended to influence parking behaviour by prioritising short-stay and turnover parking for visitors, shoppers, and short-term users, while discouraging long-term on-street parking by commuters in high-demand areas.

Designated parking zones will be established based on land use characteristics and demand intensity, ensuring that parking allocation aligns with the functional needs of the precinct. Furthermore, parking enforcement measures and clear signage will be implemented to ensure compliance and maintain orderly parking operations.

The strategy also promotes the integration of sustainable and shared mobility solutions by providing for loading bays, public transport interfaces, and shared parking facilities that serve multiple land uses. Rather than expanding the overall parking supply, the emphasis is placed on optimising existing resources, improving management efficiency, and encouraging a shift towards sustainable transport modes such as walking, cycling, and public transport.

In the long term, the parking management approach will contribute to reducing traffic congestion, improving accessibility, and supporting the development of a more liveable, pedestrian-friendly precinct.

Figure 48 indicates the proposed Parking and Traffic Management Plan.

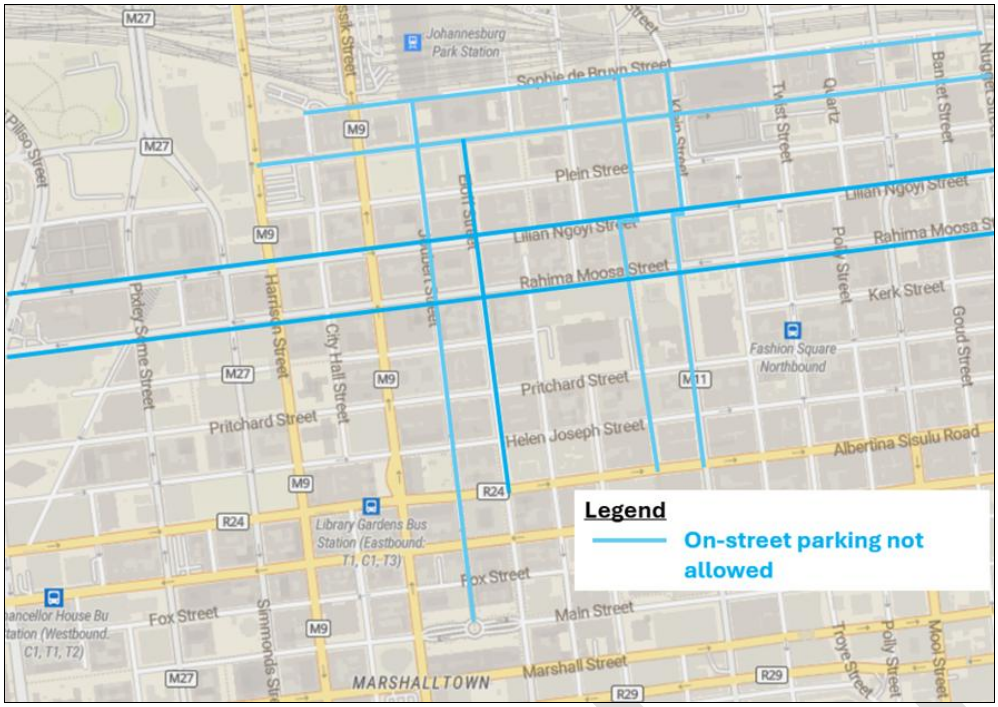


Figure 48:Parking and Traffic Management Plan

4.2.7 Proposed Desmond Tutu Public Transport District

The establishment of a defined Public Transport District within the precinct forms the core of the area's mobility framework. This district is envisaged as a high-intensity public transport zone where multiple modes, including buses, minibus taxis and NMT facilities, converge in a well-coordinated manner. It serves as a key interchange and activity hub, designed to facilitate smooth passenger transfers, stimulate economic activity, and reinforce the precinct's role as a vibrant, transit-oriented urban node.

It's a planning zone inside Johannesburg's inner city where the City intends to concentrate and re-organise transport investment and management so the area functions as a high-quality, multimodal, walkable, transit-first district (public transport hubs, improved streets for pedestrians and cyclists, reduced through-traffic and better freight/servicing arrangements).

Figure 49 indicates the proposed Public Transport District.

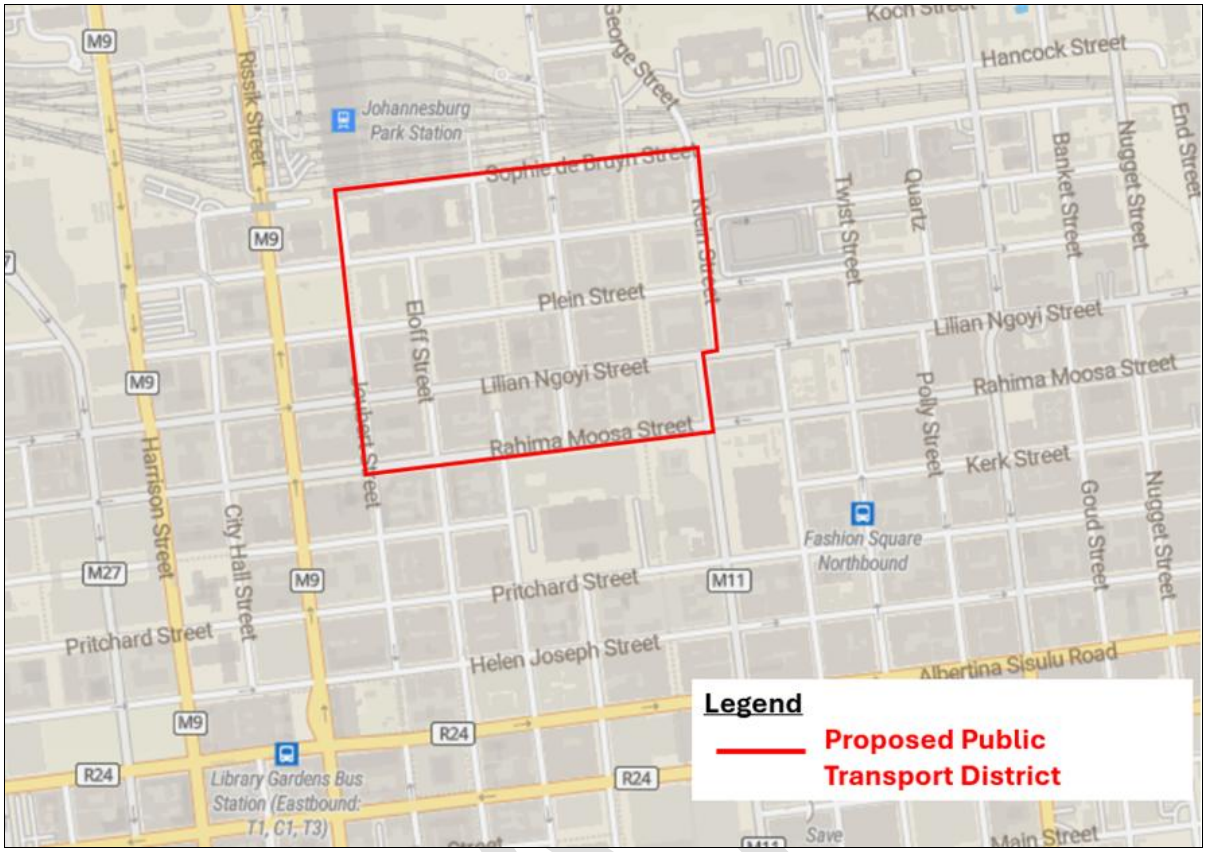


Figure 49:Proposed Desmond Tutu Public Transport District

4.2.8 Traffic Impact Assessment

4.2.8.1 Development of Horizon year networks

The future year horizon network was updated to include the network changes as described in Table 4. This required that changes were made accordingly to the existing Base Case 2025 situation. The following major changes were made:

- Reopen Lilian Ngoyi between Rissik and Wanderers to give access to pedestrians and public transport only;
- Extend public transport mall on Lilian Ngoyi from Rissik to Nugget
- Make Rahima Moosa between Rissik and Nugget public transport and pedestrians only;
- Make Eloff between De Villiers and Albertina Sisulu public transport and pedestrians only;
- Fully pedestrianise the following sections:
    - De Villiers between Loveday and Nugget
    - Sophie de Bruyn between Park Station and Twist
    - Joubert Street between De Villiers and Ghandi Square

    - King George Street between Sophie de Bruyn and Lilian Ngoyi
- In addition to the direct network changes, an assessment was made of changes to likely pedestrian movements and volumes and the subsequent impact on road traffic, where this was applicable. This included adjusting road capacities and speeds based on proposed traffic calming procedures
- Modelled road and intersection capacities were revisited and adjusted based on best available indications of changes to on-street parking and informal trader activity.

4.2.8.2 Development of Horizon Year Demand Matrices

The future year horizon demand matrices were developed by:

- Applying a background growth rate of to all trips through the study area (from external zones to external zones), and
- Adding development trips

The following growth factors were applied to project the base year (2025) traffic demand to the future horizon years of 2030 and 2035. These factors were derived to account for anticipated socioeconomic growth, land use developments, and general increases in traffic volumes over time.

- **2025 to 2030 (5-year horizon)**: A growth factor of 1.104 was applied to represent a moderate increase in traffic demand over the 5-year period, reflecting expected incremental development and population growth within the study area.
- **2025 to 2035 (10-year horizon)**: A growth factor of 1.219 was applied to represent a longer-term increase in traffic volumes over the 10-year period, capturing the cumulative effects of planned developments, economic activity, and future travel demand trends.

These growth factors were therefore used to estimate future year traffic volumes for the respective horizon years.

4.2.8.3 Summary of Model Scenarios

A summary of the model scenarios tested is provided in **Table 4** below.

Table 4: Model scenarios tested

Scenario	Network Changes	5 Year 2030 Demand	10-Year 2035 Demand
1	**1.8km Lilian Ngoyi Transit mall and Rahima Moosa** 4 public transport lanes **+ Pedestrian and public transport priority of the following road sections:** • De Villiers • Eloff between Plein & Rahima Moosa • Ntemi Piliso between Plein & Rahima Moosa • Joubert between Plein & Rahima Moosa • Von Brandis/Hoek between Plein & Rahima Moosa • King George St between Plein & Rahima Moosa • Twist/Troye between Plein & Rahima Moosa	Scenario 1a	Scenario 1b
2	Scenario - Public Transport District	Scenario 2a	Scenario 2b

4.2.9 Capacity Analysis: Modelling results

The first step in any modelling process is to develop a base year model that replicates the travel characteristics of the area. As such a calibrated and validated base year 2025 Saturn Model was developed for the Desmond Tutu precinct. The model was developed for a typical weekday AM Peak hour period using the existing road network geometries. The base year model forms the foundation for the development of the future year model scenarios. The base year models were run to understand the existing traffic conditions in the study area. The existing conditions are then used to compare with the future year traffic conditions to determine any future infrastructure upgrades.

4.2.9.1 Traffic Diversion and Redistribution – Expected effect of future trip re-distribution (5-year scenario) due to the proposed projects

The 2025 updated demand matrix was factored to obtain an estimate of 2030 (5-year horizon) traffic volumes assuming a growth as described in the previous section. The 2025 road and public transport network was adjusted to reflect the network changes as described in Table 4 for Scenario 1.

Figures 50 to **52** show the changes in private and public traffic volumes created by the scenario changes, and the impact on network performance, in particular average intersection delays. Additional results are given in Annexures A and B. These show actual volumes, delays and Levels of Service (LOS) as against differences.

Figure 50 indicates changes in average intersection delays between the Base Year 2030 scenario and Scenario 1 2030. Green intersections indicate a reduction in average delay while red intersections indicate increased delay compared to the Base network. **Figures 51** and **52** show changes in road volumes in the study area for private and public vehicles separately.

This is useful, in that they clearly show the dominance of public transport trips in the area, and how the reopening of Lilian Ngoyi to public vehicles, as well as restricting Rahima Moosa to public transport only and that therefore the inclusion of extra public transport road capacity compared to the 2025 Base Year case, creates a tendency to minimise the impact of reduced capacity for private traffic, with the pedestrianisation of De Villiers, Sophie de Bruyn, Joubert, and King George Streets.

Changes in average intersection delays (**Figure 52**) indicate substantial improvements along Plein Street and Klein Street. This is as a result of substantial reduction along these corridors in public transport vehicles, due to both the reopening of Lilian Ngoyi as a public transport mall, as well as making Rahima Moosa open only to public transport. The relative increase in private traffic on these roads is much smaller, due to the predominance of public transport in this part of the CBD.

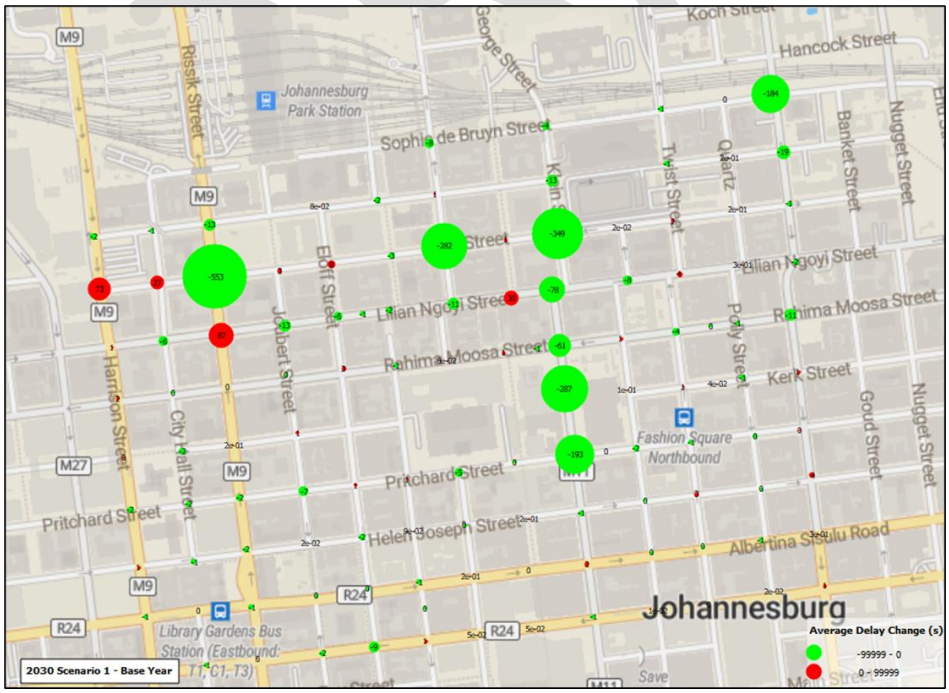


Figure 50: 2030 AM Peak Hour Average Delay Scenario 1 versus Base Case

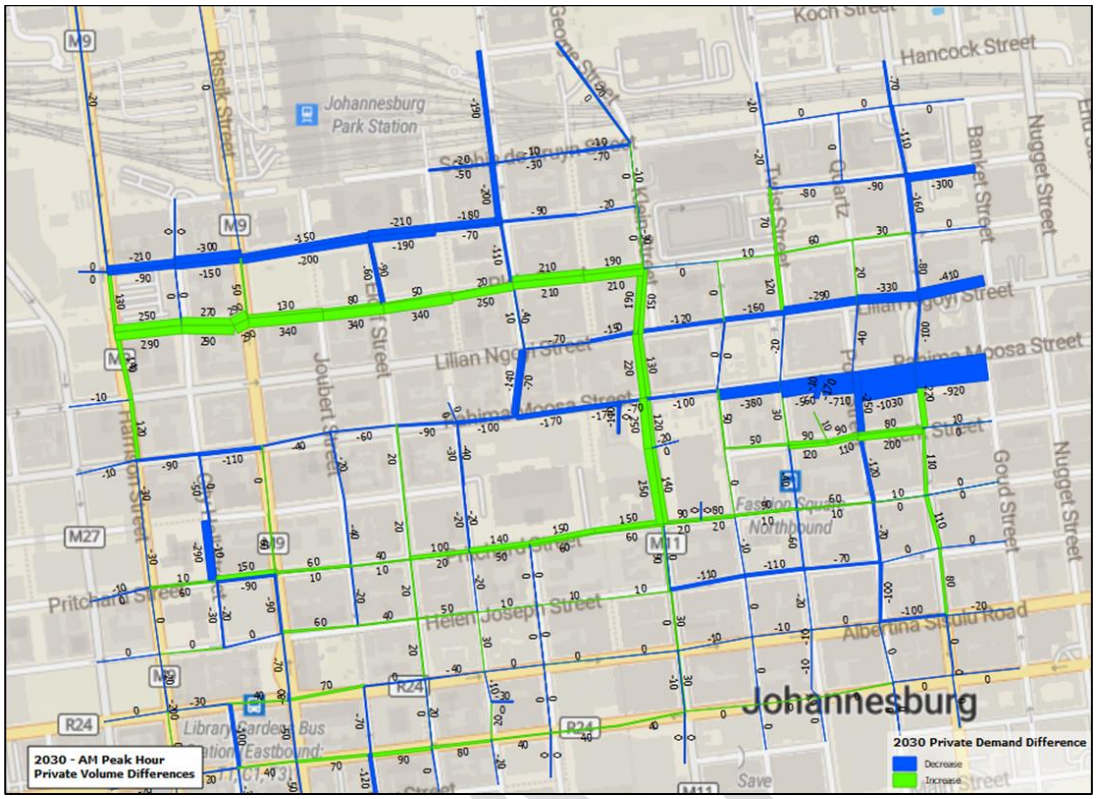


Figure 51:2030 AM Peak Hour PRIVATE Volumes Scenario 1 versus Base Case

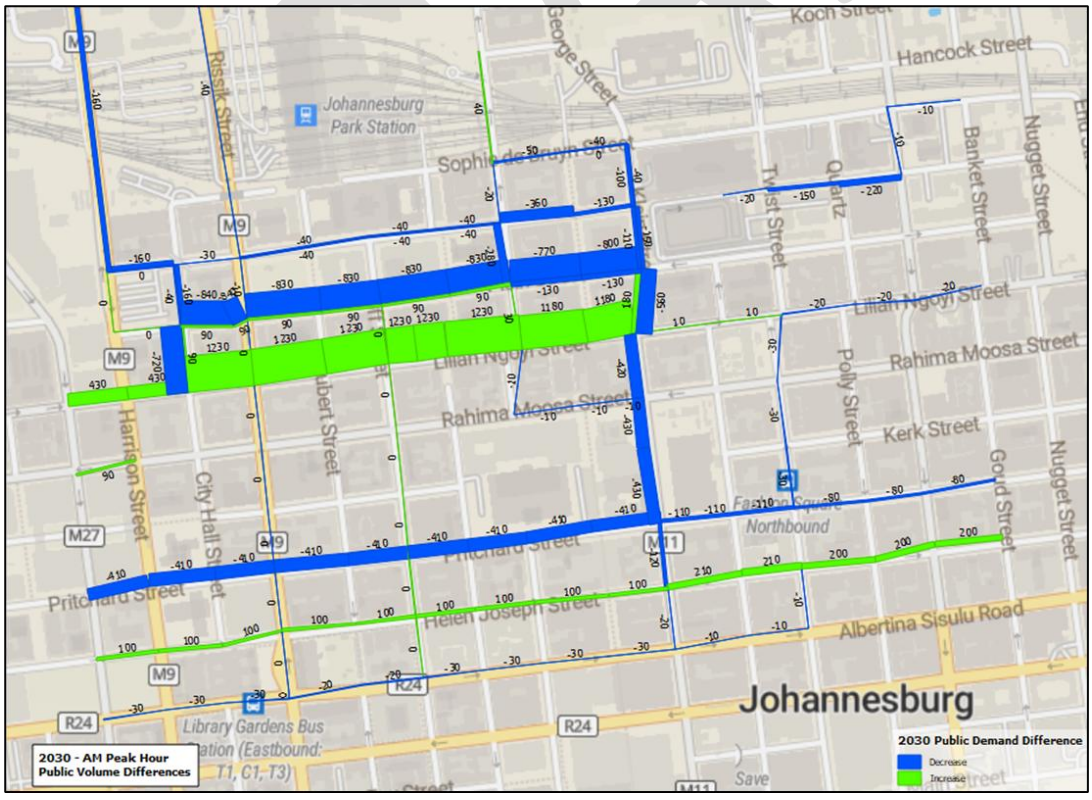


Figure 52:2030 AM Peak Hour PUBLIC Volumes Scenario 1 versus Base Case

4.2.9.2 Traffic Diversion and Redistribution – Expected effect of future trip re-distribution (10-year scenario) due to the proposed projects

The 2025 updated demand matrix was factored to obtain an estimate of 2035 (10-year horizon) traffic volumes assuming a growth as described in the previous section. The 2025 road and public transport network was adjusted to reflect the network changes as described in Table 4 for Scenario 1.

Figures 53 to **55** show the changes in private and public traffic volumes created by the scenario changes, and the impact on network performance, in particular average intersection delays. Additional results are given in **Annexure A**. These show actual volumes and delays as against differences.

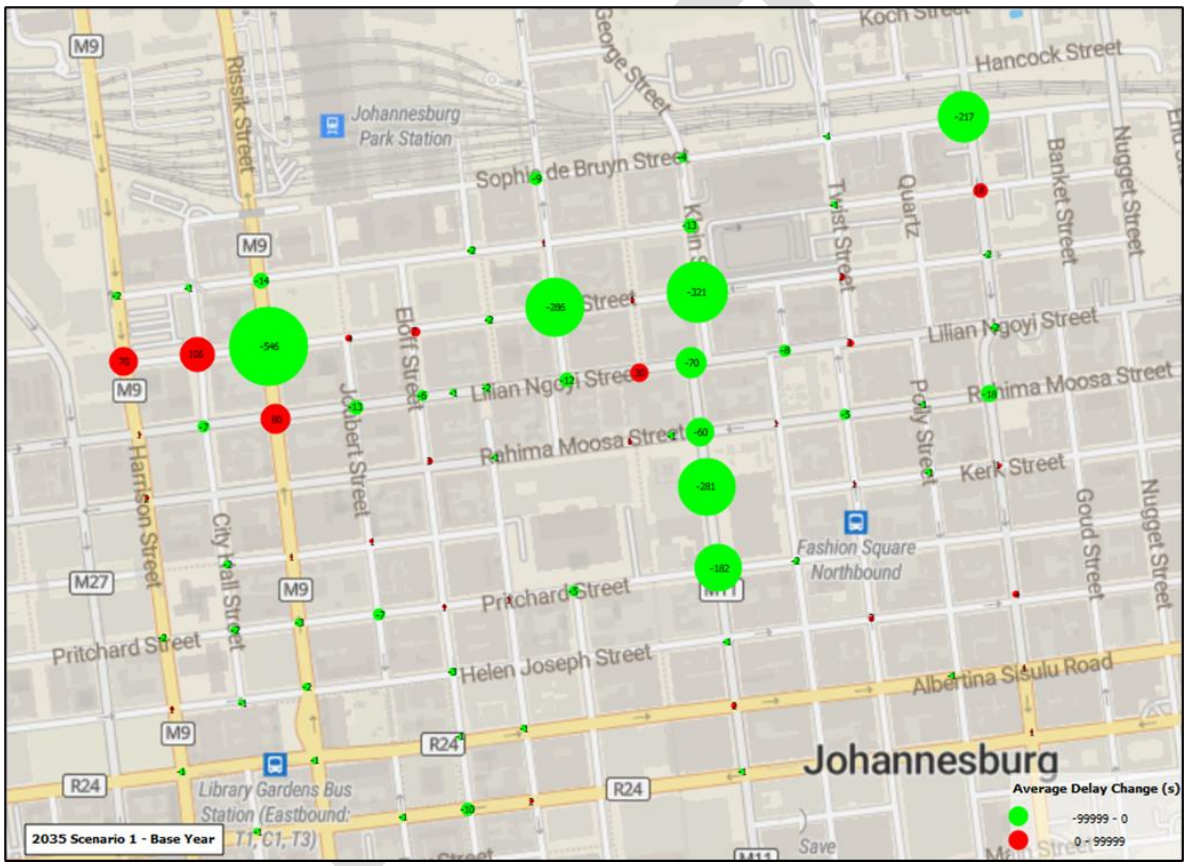


Figure 53: 2035 AM Peak Hour Average Delay Scenario 1 versus Base Case

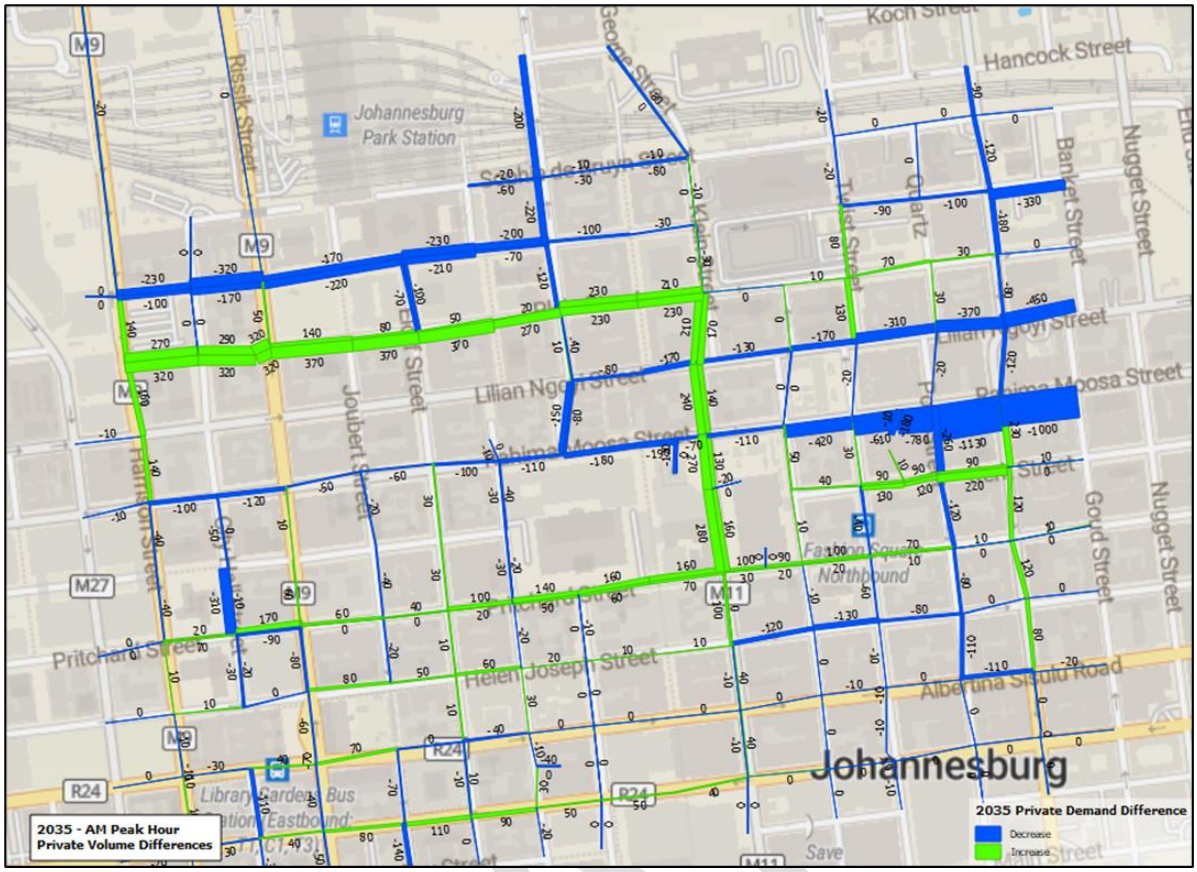


Figure 54: 2035 AM Peak Hour PRIVATE Volumes Scenario 1 versus Base Case

Results for 2035 are broadly similar to the 2030 scenario, with generally the same intersections exhibiting similar delay reductions or increases. No change to public transport routes was assumed between the horizon years, so these are the same in both scenarios. The private diversions are also similar to the 2030 scenario.

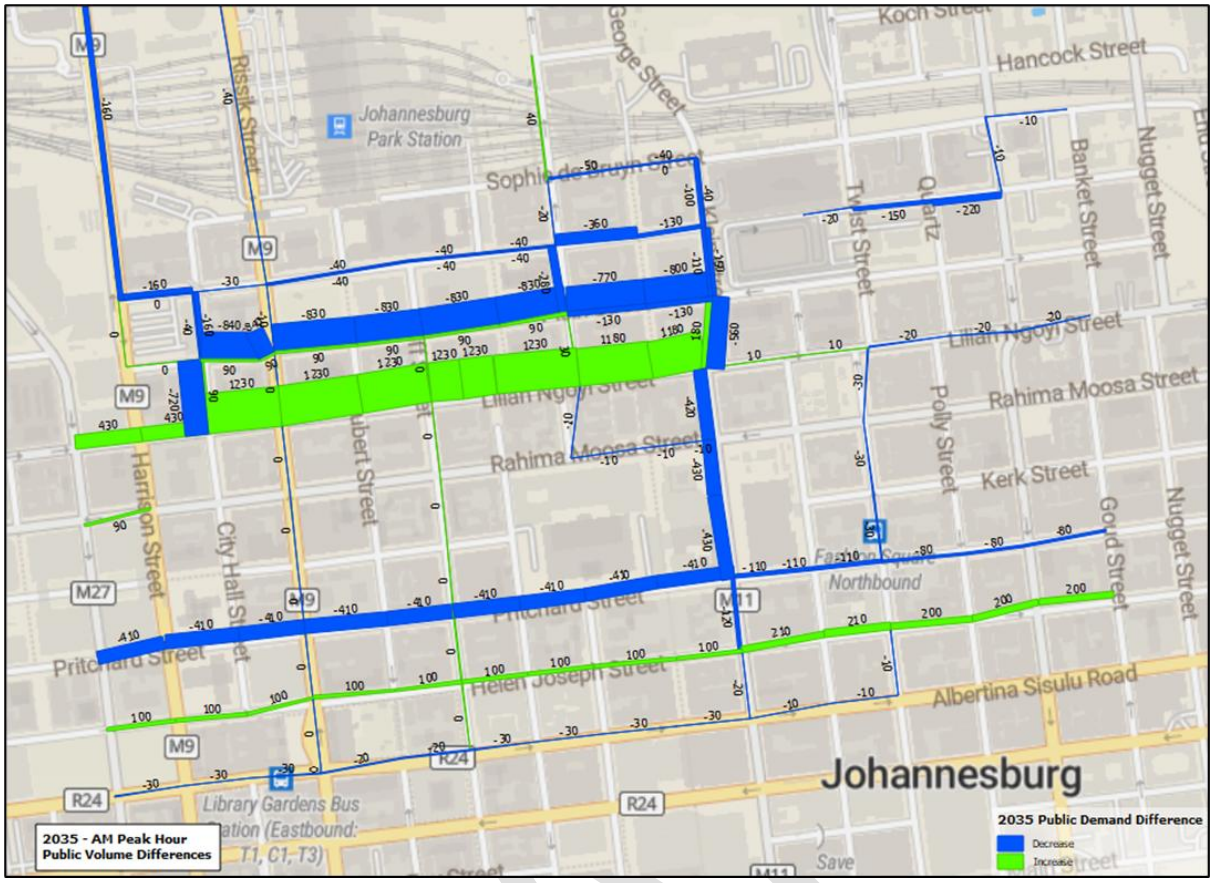


Figure 55: 2035 AM Peak Hour PUBLIC Volumes Scenario 1 versus Base Case

The Desmond Tutu Precinct transport and traffic interventions aim to create a connected, safe, and inclusive urban environment. Through improved public transport integration, enhanced pedestrian infrastructure, and effective parking management, the precinct will achieve a sustainable mobility framework aligned with the City of Johannesburg's strategic transport objectives.

4.3 PRECINCT MANAGEMENT PLAN

The management of the precinct has in the past been the sole responsibility of the local authority, enforced through municipal by-laws. The following Precinct management strategies will focus on creating safe, vibrant, and well-maintained Precinct through coordinated planning, service delivery, and stakeholder collaboration:

- **Infrastructure and Public Realm Improvements** - To enhance the precinct's functionality and aesthetic appeal, the following infrastructure upgrades are recommended:
    - Upgrade sidewalks, lighting, and street furniture to improve pedestrian safety and comfort.
    - Restore and maintain heritage buildings, with a focus on St Mary's Cathedral.

    - Introduce green spaces and public art installations that reflect the values of peace, justice, and unity.
    - Implement smart city features such as Wi-Fi hotspots and digital kiosks to improve connectivity and access to information.
- **Safety and Cleanliness** - Creating a secure and well-maintained environment is essential for community well-being and investment attraction:
    - Deploy City Improvement District (CID) services for daily cleaning, waste management, and infrastructure maintenance.
    - Increase visible policing and install CCTV surveillance to deter criminal activity.
    - Establish a Community Safety Forum to coordinate efforts between SAPS, JMPD, and local stakeholders.
- **Economic Development and Activation** - The precinct will serve as a catalyst for inclusive economic growth through the following initiatives:
    - Support local entrepreneurs via market stalls, pop-up shops, and cultural events.
    - Offer incentives for heritage-friendly businesses and creative industries.
    - Promote tourism through guided tours, storytelling installations, and digital heritage applications.
- **Mobility and Accessibility** - Improving connectivity and access for all users is a priority for the precinct's long-term success.
    - Enhance public transport integration, including Rea Vaya and minibus taxi routes.
    - Design universal access pathways to accommodate people with disabilities.
    - Introduce bike lanes and secure parking facilities to support sustainable mobility.
- **Monitoring and Evaluation** - Ongoing assessment and adaptive management will ensure the precinct remains responsive to community needs and urban dynamics.
    - Develop a performance dashboard to monitor cleanliness, safety, foot traffic, and business activity.
    - Conduct annual precinct audits and publish findings in public reports.
    - Adjust strategies based on community feedback and data-driven insights.

4.4 ECONOMIC OUTPUT

4.4.1 Economic Outlook

An improvement in the Desmond Tutu Precinct is expected to serve as a powerful catalyst for sustained economic growth within Johannesburg's Central Business District (CBD). As the precinct becomes more attractive and better serviced, it will begin to draw in residents with higher disposable incomes who are seeking quality urban living environments. This shift in the

residential profile will not only elevate the socio-economic status of the area but also create a more stable and affluent consumer base within the inner city.

With a growing population of residents who have greater spending power, the CBD will become increasingly appealing to businesses that offer higher-value goods and services. Entrepreneurs and established companies alike will be incentivised to invest in the area, opening retail outlets, restaurants, and service-based enterprises that cater to the evolving needs and preferences of this new demographic. This influx of commercial activity will further stimulate job creation, diversify the local economy, and enhance the overall vibrancy of the precinct.

Moreover, the improved ambiance and visual appeal of key pockets within the inner-city through upgraded public spaces, better lighting and enhanced cleanliness will attract more visitors, including tourists, professionals, and day-trippers. These visitors are likely to spend more on goods and services, contributing to the precinct's economic vitality. The combination of residential upliftment, commercial investment, and increased foot traffic will create a dynamic urban ecosystem where economic activity flourishes, reinforcing the Precinct's role as a cornerstone of Johannesburg's inner-city regeneration.

4.5 URBAN DEVELOPMENT TARGETING

Urban development targeting establishes the spatial and strategic priorities for growth within the precinct. This section identifies areas best suited for intensified land use, mixed-use development, and catalytic projects that align with broader municipal objectives. By focusing investment and infrastructure upgrades in targeted zones, the plan seeks to optimize land efficiency, enhance connectivity, and stimulate economic activity while preserving environmental and social sustainability. These targets are informed by existing urban patterns, market dynamics, and long-term development frameworks to ensure that growth is both inclusive and resilient.

4.5.1 Land Use Budget Calculator

The Land Use Budget calculator was used to determine the final targets for the different parameters of the Precinct. The results are provided in **Table 5** below.

Table 5: Land Use Budget Calculator

Land Use	Target %	Area (ha)	Area (m²)
Residential	50	40,3	403000
Business	30	24,18	241800
Institutional	10	8,06	80600
Public Open Space	5	4,03	40300
Public Services	3	2,418	24180
Tourism/Heritage	2	1,612	16120
Total	100	80,6	806000

4.5.2 Proposed Land Use Mix Targets

4.5.2.1 Land Use

- **Urgent Resolution Required**: The City of Johannesburg (CoJ) must prioritise the development of a sustainable and inclusive strategy to address informal trading in the Central Business District (CBD). Recent incidents, including public interventions involving senior city officials and the Johannesburg Metropolitan Police Department (JMPD), highlight the urgency of establishing a clear and consistent approach to this issue.
- **Structured Integration of Informal Traders**: Designated, well-demarcated trading zones should be established to accommodate informal traders in a manner that is both orderly and regulated. Informal trading contributes positively to the vibrancy and economic activity of the inner city. However, it is essential that this ecosystem be managed to ensure that all visitors, including those with higher disposable income, feel safe and comfortable when engaging with the CBD's commercial offerings.

4.5.2.2 DTP as an Archive for Historical and Political Information (History)

It is worth mentioning that the Anglican Cathedral is a source of historical and political information. The urban design guidelines give guidance in designing certain spaces of the precinct to serve as a museum or library archiving political information that is significant to the liberation story of South Africa.

4.5.2.3 Status Quo vs Proposal

- **Infrastructure Renewal**: Select areas within the inner city are currently undergoing infrastructure rejuvenation, contributing to the broader revitalisation of the urban environment.
- **Vacant Buildings and Associated Risks**: A substantial number of buildings in the inner city remain unoccupied. These vacant structures often become hotspots for illicit activities

and provide shelter for vulnerable populations, including the homeless. Their presence undermines efforts to improve safety and urban management in the precinct.

4.5.3 Proposed LSM Targets

Improving the precinct and its surrounding areas is expected to have a transformative impact on the local rental market and broader socio-economic dynamics. As the urban environment becomes more attractive through better infrastructure, public spaces, safety, and amenities it will naturally begin to draw in higher-quality tenants. These tenants are likely to have greater disposable income and higher expectations for living standards, which will, in turn, encourage property owners to upgrade and maintain their rental stock to meet this demand. Over time, this steady influx of more affluent residents will shift the socio-economic profile of the area, potentially altering the Living Standards Measure (LSM) classification from the current LSM 1 to LSM 3, and possibly progressing to LSM 2 through LSM 5.

This shift reflects a broader trend of urban regeneration, where improved precincts become magnets for investment and upward mobility. While some may view this evolution as a form of gentrification, where rising costs and changing demographics could displace long-standing residents, it is also the most viable and sustainable scenario for revitalising the inner city. For landlords and property developers, this presents a strategic opportunity to reposition their rental offerings, attract a more stable and economically active tenant base, and contribute to the overall upliftment of the precinct. The key will be to manage this transition thoughtfully, ensuring that growth is inclusive and that the benefits of renewal are shared across diverse communities.

SECTION 5. IMPLEMENTATION FRAMEWORK

5.1 Interventions

Key interventions for the Desmond Tutu Precinct align with Johannesburg's Inner City Revitalisation Plan and Transport Masterplan through infrastructure upgrades, public space activation, and improved mobility. The following

- **Heritage and Cultural Anchoring**: The precinct is centred around St Mary's Cathedral and celebrates Archbishop Desmond Tutu's legacy. This cultural focus supports the revitalisation of the CBD through tourism, education, and civic pride.
- **Public Realm Improvements**: Upgrades include pedestrian-friendly streetscapes, lighting, landscaping, and street furniture to enhance safety and accessibility.
- **"Bad Building Activation"**: The city's broader revitalisation strategy includes converting derelict buildings into usable spaces for housing, commerce, and community services.
- **Inclusive Economic Development**: Plans emphasize integrating informal traders through designated trading zones, fostering entrepreneurship while maintaining urban order.
- **Walkability and Non-Motorised Transport**: Streets around the precinct are being redesigned to prioritise walking and cycling, reducing congestion and improving air quality.
- **Public Transport Integration**: Enhancements to minibus taxi ranks, bus stops, and pedestrian
- Universal Accessibility: Ensuring that all mobility infrastructure complies with universal design principles to accommodate people with disabilities, the elderly, and families with children.
- **Last-Mile Connectivity**: Facilitating easy access between major transport hubs and key destinations within the precinct through pedestrian corridors.

These interventions aim to:

- Reclaim and beautify public spaces
- Stimulate investment and job creation
- Improve safety and urban management
- Promote cultural tourism and civic engagement
- Enhance mobility and access for all users

5.2 Project List

Project No.	Project Description	Responsibility	Short-Term (Year 1-Year 5)	Medium-Term (Year 6-Year 10)	Long Term (Year 11-Year 15)
1	Heritage Approval (submit applications to the Gauteng Heritage Council to have buildings north of De Villiers Street, revamped and renovated for use as tourism and heritage museum)	Town Planning	**X**		
2	Traffic and Road Closure Study (Parts of De Villiers Street)	Traffic Engineering and Town Planning	**X**		
3	Assessment of Building for non-residential purposed	Proper Valuator, Property Economist and Town Planning		**X**	
4	Upgrade Street furniture, creation of soft and hard space			**X**	
5	Street Closure Application for the purposes of developing a square (close Hoek Street, between De Villiers and Plein Street)	Town Planning			
6	Demarcation of Informal Traders for Arts and Crafts	LED and Economist	**X**		
7	Desmond Tutu Square Remove existing structures in Hoek street Improve walkway to Park Station. All services	Architect.	**X**		
8	Marker 1 on Darragh House	JDA -permission from Anglican Church Architect, Engineers	**X**		
9	Road Markers over de Villiers and Hoek Streets	Jo'burg Roads. Engineers and Architect	**X**		
10	Sculpture paving podium seating Museum All services	Architect, Heritage	**X**		
11	Restaurant building	Architect, JDA Private sector	**X**		

12	Implement full pedestrianisation on strategic streets with highest pedestrian flows, especially those highlighted in the Traffic Impact and NMT sections. This includes closures, bollards, surface treatments, wayfinding, lighting and safety upgrades. • De Villiers (Loveday → Nugget • Sophie de Bruyn (Park Station → Twist) • Loveday Street (Lilian Ngoyi St → Helen Joseph St) • Von Brandis St (Rahima Moosa St → Helen Joseph St) • Joubert Street (De Villiers → Gandhi Square) King George Street (Sophie de Bruyn → Lilian Ngoyi)	CoJ JRA; CoJ Transport Dept; JMPD	**X**		
13	Construction of raised pedestrian crossings at high-risk intersections based on observed pedestrian volumes, proximity to PT stops, and safety needs. Includes signage, surfacing, lighting, and universal access features. The following are the intersections: • Rissik St & Lilian Ngoyi Street • Rissik St & Rahima Moosa St • Joubert St & Lilian Ngoyi Street • Joubert St & Rahima Moosa St • Eloff St & Lilian	CoJ Transport; JRA	**X**		

	Ngoyi Street • Eloff St & Rahima Moosa St • King George St & Lilian Ngoyi Street • King George St & Rahima Moosa St Von Welligh St & Lilian Ngoyi Street Von Welligh St & Rahima Moosa St				
14	Upgrade all public transport stops (bus, BRT, taxi) with shelters, lighting, signage, seating, tactile paving, and safe pedestrian interfaces. Move stops to far-side positions where appropriate for safety. The report proposes upgraded PT stops with: • shelters, • seating, • lighting and improved signage	CoJ Transport Dept; Metrobus; Rea Vaya; Taxi Associations	**X**		
15	Implement time-based parking zones, enforcement programmes, loading bays, signage, pricing controls, and rationalise on-street parking to reduce private vehicle dominance. Convert Lilian Ngoyi and Rahima Moosa into full transit malls that prioritise buses, taxis and pedestrian movement, including dedicated PT lanes, reduced private vehicle access, loading/lay-by bays, and upgraded surfaces.	CoJ Transport Dept; CoJ JRA		**X**	
16	Public Transport District defined as a "high-intensity multimodal PT zone" with integrated bus, taxi, and NMT routes. Formal establishment of	CoJ Transport Dept; Metrobus; Taxi Associations			**X**

	the Public Transport District: • Redesign of PT circulation patterns • Better integration with NMT pathways • Reorganisation of PT modes Development of interchange logic between hubs				
17	Long-term integration of digital mobility tools including: • real-time PT information, • adaptive signalling, • CCTV analytics, • panic button networks, smart kiosks	CoJ Smart City Office; CoJ Transport Dept			**X**
18	All packages within Precinct Boundary: • P16- President Street/ Loveday Street • P21- Commissioner Street/ Von Bandis Street • P176- President Street/ Von Welligh Street • P131- De Villiers Street/ Harisson Street P266 – Jeppe Street/ Troy Street	CoJ Transport Dept, Private Property Owners of affected buildings		**X**	
19	Refurbishment of pavements and kerbing in the inner city	City Of Jo'burg	**X**		

SECTION 6. STAKEHOLDER ENGAGEMENT

A critical part of the Precinct Plan development is the stakeholder engagement. The Archbishop Desmond Tutu Precinct project represents a pivotal revitalisation initiative within the inner city of Johannesburg. Stakeholder engagement is essential because it ensures inclusive decision-making, fosters community ownership, and enhances long-term sustainability. Given the project's scale, its location within a vibrant and diverse urban dynamics, and its deep historical and cultural resonance, effective stakeholder engagement is paramount. The following are the benefits of stakeholder engagement during the precinct planning process:

- Inclusive Planning and Decision-Making
- Community Buy-In and Ownership
- Conflict Prevention and Risk Mitigation
- Improved Project Outcomes
- Sustainable Development
- Political and Social Legitimacy

Figure 50 below illustrates the stakeholder engagement approach taken for the Desmond Tutu Precinct Plan.

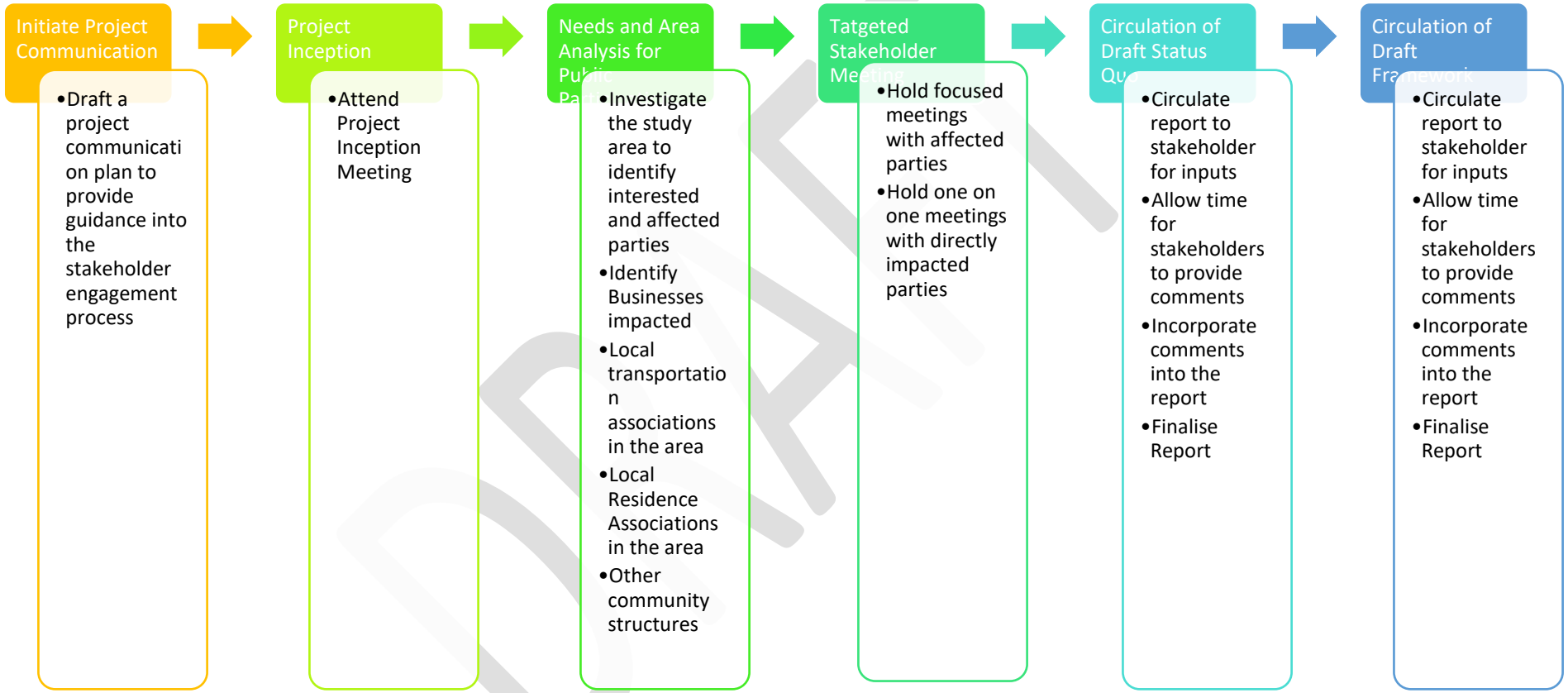


Figure 56: Stakeholder Engagement Approach

The Stakeholder Engagement Plan for the project serves as a foundational document to guide systematic, transparent, and inclusive interactions with all relevant parties, ensuring that their insights and concerns are integrated into the development process. The stakeholder engagement plan highlights the key importance of engaging stakeholders and how they should be engaged and for what purpose. The stakeholder engagement plan is attached to this report as **Annexure B**.

SECTION 7. CONCLUSION

The Desmond Tutu Precinct stands as a visionary cornerstone in Johannesburg's journey toward inclusive urban revitalisation. By seamlessly integrating transport infrastructure, public space design, and cultural heritage, the Precinct Plan not only honours the legacy of Archbishop Tutu but also reclaims the inner city as a place of pride, connection, and possibility. This precinct will serve as a living tribute, where movement, memory, and meaning converge to shape a more equitable and vibrant urban future for all who call Johannesburg home.