

Nobody's Child, a Kind of Heaven trapped in History: Planning Challenges in Alexandra

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"If you really want to get the shakes then you should visit Alexandra sometime. It's a helluva place"¹

Introduction

At the official opening of the South African parliament in February 2001, the State President announced a seven-year plan to redevelop Greater Alexandra, a 'former black township'² on the edge of Johannesburg. The committed budget by central government for this upgrading exercise is R1, 3billion, with an additional R2 billion from provincial and local government. These funds are intended to gear further private sector investment in the area. The project is aimed at fundamentally upgrading living conditions in Alexandra by:

- Substantially reducing levels of unemployment.
- Creating a healthy and clean living environment.
- Providing services at an affordable and sustainable level.
- Reducing levels of crime and violence.
- Upgrading existing housing environments and creating additional affordable housing opportunities.
- De-densification to appropriate land.

This will be undertaken in a manner that encourages high levels of community involvement, civic pride and sustainable local authority administration³.

What are the challenges that face the planners engaged in this redevelopment exercise? The Alexandra Renewal project is in its infancy and planning principles are currently being forged. It is appropriate at this juncture to reflect on the township's history and to map the pointers provided by that experience for the challenges ahead.

Based on the planning history and the conditions in Alexandra this paper proposes several key challenges that have to be managed in order to achieve improved conditions in Alexandra. The focus of the paper is on extracting those planning challenges.

Context

In the South African urban landscape where Apartheid has carved sprawling monotonous residential areas for blacks that are far from the wealth and opportunities of the city, Alexandra is something of an anomaly. Located on the northeastern outskirts of Johannesburg, Alexandra is particularly well located, being adjacent to arterials and the main highway that links Johannesburg to Pretoria. It is highly accessible to industrial and commercial centres. It is unsurprisingly a place, a little more than one square mile in size, where three hundred and fifty thousand poor persons take a foothold in the City of Gold.

¹ Quotation in M. Sarakinsky unpublished dissertation entitled 'From "Freehold Township" to "model township" - a political history of Alexandra: 1905 - 1983

² Since the abolition of the Group Areas Act in 1990 South African townships are no longer racially classified. While the impact on former white suburbs has been felt as middle class black families have purchased homes there, Alexandra like most other formerly designated black township remains occupied by poor black people given the historic, social and economic entrenchment of racial residential patterning.

³ Alexandra Renewal Project, 2001

This well located square mile slipped through the Apartheid's land legislation, and so became the one place where black people could live close to Johannesburg. It defies Apartheid's spatial logic. Alexandra is located 3 km from the wealthiest suburbs of Johannesburg and possibly the wealthiest in Africa, the plush area of Sandton. This is also the emergent prestige office and conference and hotel environment of Johannesburg. Directly adjacent to Alexandra are the industrial belt of Wynberg and the mixed-use belt of Marlboro which is designated for industry but which has been the site of much residential occupation of underutilised and abandoned industrial property in recent years.

There are between 4 700 and 6 000 residential erven in Alexandra. These properties house some 350 000 people at an average density of 770 persons per hectare. The housing environment consists of formal houses, brick or corrugated iron structures attached to the formal structures, attached rooms, subdivided dwellings, backyard rooms and shacks, freestanding shack settlements, hostels created as single sex accommodation, several complexes of flats.

The increasing number of residents, unplanned development and overcrowding have overloaded the infrastructure to the point that water pressure is low and sewers frequently overflow. As in all African townships in urban areas (which were after all intended to be temporary), infrastructural services in Alexandra were designed to cope with artificially reduced population projections. In Alexandra the projected population was approximately 70 000 persons.

Electricity connections are haphazard and frequently dangerous. Children have nowhere to play as severe shortage of space and recreation facilities means that children have to compete with cars, goats and cows for street space⁴. Health problems proliferate in this area of inadequate sanitation, extreme levels of environmental pollution and excessive densities. High densities further make access for maintenance, repairs or assistance almost impossible in many parts of Alexandra. And Alexandra suffers an estimated 60% unemployment rate. Most residents are unskilled and there are few professionals⁵.

While Alexandra slipped through some aspects of the Apartheid net, it in no way escaped the horrors of a regime bent on removing black people from urban areas. The determined and ongoing resistance of residents withstood plans for removal, the exploitation of authorities and of unscrupulous landlords and the infamous violence and terrorism of the State. Although the Apartheid government removed droves of families from Alexandra at several intervals, the township refilled and overfilled to its current point of bursting at its seams. Against all odds hundreds of thousands of people have clung to the urban system in desperate physical conditions and amidst immense social pathology and economic distress

History

In the name of urban planning...

The housing circumstances in Alexandra are unique. Its history as a freehold area for Black persons within a context of apartheid laws that forbade Black ownership of land within the cities drove this area to attract large numbers of people attempting to find a foothold in the city. Influx control and pass laws did not apply in Alexandra, which was established as a 'Native' township in 1912 when the landowner failed to interest whites in purchasing property there. This meant that Alex was established just months prior to the 1913 Native Land Act.

⁴ Mayekiso, 1996, p25

⁵ Alexandra Renewal Project 2001

After the introduction of this Act no black persons could own land in the urban areas of South Africa. Apartheid was to reinforce the status of blacks as temporary sojourners in urban areas and to deny them any social, economic or political rights in the cities⁶. Alexandra thus provided a unique opportunity, on the edge of Johannesburg for Black persons to live relatively unharrassed in the city.

Even if these laws did apply in the township, they would not have been implemented. A Health Committee, which for reasons such as a lack of finance and statutory power never progressed beyond partial election and was totally ineffective, administered Alexandra until it was abolished in 1958. The Johannesburg City Council refused to have anything to do with Alexandra and hence the township came to be called Nobody's Child. On the other hand work permits were strictly controlled in Johannesburg and so influx into Alex was not entirely open.

Housing space was always at a premium in Alexandra. One of the people who found refuge here when he entered Johannesburg from the rural areas in 1941 was Nelson Mandela. Mandela became a lodger in a tin-roofed home at the back of Mr Xhoma's home. He says of Alexandra:

"The township was desperately overcrowded; every square foot was occupied by either a ramshackle house or a tin-roofed shack. On almost every corner there were shebeens, illegal saloons that were shacks where home-brewed beer was served. In spite of the hellish aspects of life in Alexandra, the township was also a kind of heaven. As one of the few areas of the country where Africans could acquire freehold property and run their own affairs, where people did not have to kowtow to the tyranny of white municipal authorities, Alexandra was an urban Promised land, evidence that a section of our people had broken their ties with the rural areas and become permanent city dwellers.....[I]nstead of being Xhosas or Sothos, or Zulus or Shangaans, we were Alexandrans"⁷

With no investment, no maintenance and no settlement management, the area quickly deteriorated into an overcrowded, poorly serviced 'slum' with high levels of unemployment and a complete lack of housing or land use regulation. Spontaneous and organised crime flourished. It was effectively a "squatter camp".

The overcrowding, produced essentially through the development of shacks in the 'yards' of formal houses of the original landowners, benefited unscrupulous landowners and thus generated an added vested interest in maintaining a high residential density in this unique township. Most of the landholders were bonded to building societies and money lending individuals at high rates of interest. In turn they extracted high rentals from tenants and 'slumlording' was perpetuated⁸. Alexandra fell outside of the jurisdiction of the Rental Board and it was impossible to control rentals.

Several attempts were made to demolish the township during its precarious history. These included a variety of attempts in 1939, 1943, 1950 and ultimately a formal decision in 1963 to demolish Alexandra⁹. In 1958 the Peri Urban Areas Health Board took over the administration of Alexandra and was tasked with purchasing properties, reducing the population to 30 000, providing services and 'cleaning up' gangsterism. Different classes, tenants and landlords had different responses to the proposed removal of people to other townships and while some groups resisted others came forward voluntarily for relocation. The plan was that 60 000 people or 66% of the 87 000 population be removed¹⁰. By the end of

⁶ Morris DATE????

⁷ Extract from Nelson Mandela 'Long Walk to Freedom', quoted in Callinicos, 2000

⁸ Tourikis in Sarakinsky, *ibid*.

⁹ Sarakinsky, *ibid*.

¹⁰ Sarakinsky, *ibid*.

1960, 25 000 people had been removed and by 1962 the removals numbered 44 196. By 1963 the Peri Urban Board had bought 472 stands. However the influx of people continued. In 1963 a decision was made to demolish family housing in Alexandra and for families to be resettled. According to the plan, 8 hostels would be built to replace family housing, to house 20 000 single men and women. Demolition and removals, coupled with stringent orders banning meetings and the carrying of weapons, proceeded in this era of Apartheid's iron fist. Three hostels for single people were constructed.

Households in which both husband and wife held section 10 rights (a right permitting that person to work and reside temporarily in urban areas) were accommodated in the far flung townships of Tembisa or Soweto, while others were moved to hostels or to homelands. By 1973 the population of Alexandra had been reduced to 40,000.

After extensive opposition to these schemes, the removals, demolitions and the development of hostels were abandoned in 1979. A redevelopment scheme was announced. The scheme faltered and this led to further removals and defiance even as services were being upgraded. The 1980s brought the era of Black Local Authorities with insufficient powers and legitimacy. It also brought the era of private sector housing for Black persons and such housing was constructed predominantly on the East Bank of Alexandra. This was also an era of popular uprisings and of a loss of the scant control that local councils had over township areas. Freestanding shack settlements proliferated in Alexandra as elsewhere as civic and youth organisations led land invasions in open defiance of the State¹¹. In this time further plans were developed for Alexandra including a 1980 plan to acquire all the land and demolish all the housing¹². A 'garden city' with schools, a central business district, and a complex of light industries was planned. The redevelopment proposals, which relied on large-scale removals and demolition, were vehemently opposed. By 1982 only 26 houses had been built and by mid 1985 the plan ground to a halt¹³.

Subsidised housing construction followed in the 1990s and the East Bank of Alexandra saw the development of some 2 000 such units. Meanwhile at an informal level a resurgence of people seeking an economic foothold in Johannesburg spawned densities at a new and unprecedented scale in the area, services deteriorated and regulation of any measure was scant. The invasion of vacant land and of unoccupied industrial premises added to the population density. Present estimates place the resident population at 350 000.

The Present Scheme: Emerging Vision in the Alexandra Renewal Project

The planning approach in the Alexandra Renewal Project is integrated and multi faceted. It is conceptualised in terms of nine functional areas covering the following interventions: planning and environmental development, economic development housing, engineering services, health services, welfare services, heritage and culture, sports and recreation and institutional capacity building. These sectoral activities are integrated into the broad arenas of social development, economic development and physical development, all of which are understood to be interrelated. The intervention will proceed within planning precincts or neighbourhoods, either residential areas or non-residential. This approach will provide a spatial focus for interventions and facilitate area wide management and co-ordination of interventions.

¹¹ Crankshaw and Parnell, 1998 in Blank_Architecture, Apartheid and After

¹² Morris, DATE?

¹³ Abbot in Morris, DATE?

The physical development strategy that is emerging in response to the complex planning environment of Alexandra is based on the following principles:

- The central focus of the project is in the public realm. It will be to create an effective public environment that is of excellent quality, with low future maintenance requirements. At this stage a central public space is envisaged with allied street space and courtyards providing localised public space for recreation and open space amidst the high-density environment.
- De-densification and relocations will be restricted and will only occur to accommodate the development of the public environment or where households are located in dangerous situations or on sites that inhibit access for essential infrastructure. This relocation will occur within a 15km radius of Alexandra and in a sensitive manner, allowing for a house to be provided for every dwelling that is relocated.

The spatial planning principles have recently been developed and are yet to be meshed with social and economic principles. It is thus premature to critique this emerging vision. Rather this paper seeks to add to the developing vision of what is possible in Alexandra by articulating the planning challenges that are posed by its history and context.

The Planning Challenges

The challenge of not repeating the past:

If Alexandra's spatial woes are the consequence of deliberate Apartheid attack on an urban African population and if the planning mistakes and blatant misdemeanors belong to a bygone era, then it should follow that the planning that accompanies the democratic context in which South Africa is now embedded should produce a humane, socially and economically sustainable environments. Yet our recent housing history is a far cry from this ideal.

While South Africa's housing policy framework embodies notions of sustainability and of integrated development, the key implementation thrust of this policy has to date been directed by the size of the housing backlog. Thus there has been an emphasis on large scale, speedy delivery. And indeed this has been highly successful as an exercise in delivery at scale. Since 1994 over 1 350 000 housing subsidies have been allocated by the State to provide housing for people who have hitherto not owned a home. However the focus on delivery has resulted in compromised housing environments. Notwithstanding a policy commitment to sustainable housing many of the problems of Apartheid planning are being perpetuated as massive low-income housing developments are created at scale across the landscape. These are mono-functional environments, located far from the city centres and lacking in the density thresholds to support viable urban services or cost-effective transportation. It is these isolated environments which are a ready alternative to the overcrowded and poorly serviced shanties of Alexandra. The problems of the poor planning that accompanies these settlements are no more ephemeral than the consequences of Apartheid planning. Bad planning today will entrench high costs to residents and city management alike as poverty of access is entrenched for the poor and the long term costs of maintenance, of transport subsidies and of inefficient city structuring will cripple our city's coffers. The replacement of well located overcrowded 'slums' with the housing estates that are mushrooming on the peripheries of South African cities is not a viable housing solution for Alexandra's poor residents. The estates have been described by one of our foremost writers and a development specialist as having "the same 'Housing Standard' feel as the old apartheid 'matchboxes, except they're even smaller because of a lack of funds and the great number of people who need shelter. The lack of infrastructure and amenities, so characteristic of the past, continues to be a feature of these settlements...It seems that being (poor)...condemns you to that relentless blandness that apartheid perfected"¹⁴. And yet the planning is bedeviled by the high cost of the well located land

¹⁴ Dangor, 1998 in Blank_Architecture Apartheid and After

surrounding Alexandra and by the unaffordability of high density high rise options that might replace the current environment. It is confounded too by the new multiracial middleclass that "resists densification and low-income developments in the suburbs"¹⁵. The planning challenge is to displace as few households as possible, while creating an affordable housing environment with a manageable density, with adequate accessibility and with an appropriate mix of supporting amenities.

The challenge of multiple interests and multiple gatekeepers

South African urban areas have seen devastating consequences of violent conflict within communities over the distribution of development resources¹⁶. In the deeply contested territory of Alexandra the danger of such conflict looms large.

The history of state repression and the extremely stressful living conditions within Alexandra made this a political hotbed. It became one of the most organised townships in South Africa and the host of several competing civic structures. The multi-layered representative structures continue if in revised and in some instances diminished forms. The politics on the ground are complex, there is a host of territorial interests born out of the history of land-ownership, the demand for accommodation and resultant tenant relations, the forced removals and single sex hostel development, the social movements and land invasions and the party political struggles that have been nurtured in this tense environment.

The challenge is one of steering a project through the contested waters of political and representative organisations. At present there is no less than five organisations that represent residents of Alexandra. This apparent disunity is not surprising. The wide scale representativeness of civic and mass based organisations demised swiftly in the regroupings and political opportunities that opened in the democratic State of the mid-1990s in South Africa. We have democratically elected local government councillors and the nationally organised civic movement no longer occupies a central political space. In Alexandra the spatial history spawned landowners, tenants, hostel residents and shackdwellers, all with divergent interests. As a result even smaller and sectorally representative groupings exist. At one level the existence of several representative groups poses questions of legitimacy of different groupings and means that the battle for resources is likely to be a hostile one. On the other hand, it is a perfectly healthy social signal which the project is challenged to harness. These groupings and others that will emerge around environmental issues or health issues or homelessness issues all reflect a more diverse civil society. The democratic challenge will be to find a place for the many voices of Alexandra to be heard and to be allowed to shape the future of its residents through this project.

The density challenge: A town of one roof

From the air Alexandra appears in places to have one large patched tin roof. Its overwhelming number of some 34 000 backyard and freestanding shacks set in this previously moderate density freehold township gives the impression of a few formal houses floating in a sea of shacks. The present housing density, as noted previously, is estimated at 770 persons per hectare.

In order to create a healthy living environment the substantial de-densification of Alexandra appears to be a solution. However this option is socially untenable and economically prohibitive. De-densification of Alexandra to more manageable densities was initially anticipated to require the displacement of some 60 000 households. Already the project has suffered negative press, community resistance and legal action in removing persons living illegally and dangerously within the Jukskei floodplain and riverbed that traverses Alexandra. In addition the availability of suitably located and affordable land is limited.

¹⁵ Swilling, 1998 in Blank_Architecture, Apartheid and After

¹⁶ Swilling, 1998 in Blank_Architecture, Apartheid and After

The initial 'public realm' focus of the physical development strategy of the Alexandra Renewal Project a response to the dormitory status of Alexandra which has thusfar been a solely housing environment and offered no public space to its inhabitants.

The intention of the physical development strategy to minimise relocations is a response to the patent hardship that relocation confronts families with. It also is recognition of the dangers and limitations of social engineering that seeks to externally transform housing environments.

The challenge of creating a regulated planning environment

It is a primary objective of the Alexandra Renewal project to deliver secure tenure to every household in Alexandra. In this excessively dense area formally and less formally constructed shacks and rooms are attached to houses or stand freely with no regard for site boundaries.

The result is a pattern of multiple household occupancy of housing with little more than pedestrian access to many units. The regulation of tenure in this context is complicated.

Delivering legal tenure is essential for the upgrading of dwellings, the attraction of investment into the area and the development of urban management. Yet this security of tenure relies on a tampering with the environment behind the site boundaries, it means interfering with private space, demolition of structures and social disruption. In many instances more than one family has been granted the right to occupy a single stand. The choices that are being debated at the planning level are:

- To provide minimal engineering services to stands and to provide financial subsidies for households to upgrade their own dwellings
- To provide services per housing unit and subsidies for private upgrading
- To redevelop residential areas to provide low to medium rise units. This option will involve developer driven solutions and at least temporary relocation for most residents. Its affordability and acceptability in the community would have to be tested.
- To create a mix of housing environments by selecting areas suitable for in situ upgrading of informal environments, areas for redevelopment into social housing medium rise schemes, and areas for private upgrading with the provision of subsidy assistance.

The challenge of formalization in the context of layers of informal relationships

Thousands of the occupants of the dwellings in Alexandra have been given residential permits to occupy their properties, similar to leasehold rights. Yet most tenants are not paying any rental to the local authority as a result of a history of dispossession, opposition and illegitimate council structures. These tenants are however exacting charges from people occupying attached structures, backyard rooms and shacks on the property. There are also situations where more than one family occupy the original house and have over time modified it so that it may be inequitable to transfer the property to only one family. The intricate web of unauthorized and unregulated tenant and subtenant relations, which have existed over many years, must be acknowledged in the planning. These relationships have afforded thousands of people access to accommodation and contribute substantially to the welfare of residents of Alexandra¹⁷. It has created an affordable rental option close to Johannesburg. Yet the formalization of these relationships and the establishment of parameters for these will set conditions for urban management generally and for a framework for regulating landlord tenant relations. It will not be sufficient to provide tenure and subsidies to key occupants of property, but it will be necessary to do this subject to the beneficiary protecting the rights of other occupants of the erf where this is practicable¹⁸.

Collective housing options have to be pursued given the multiple dwelling and multiple household nature of occupation patterns, and leasehold rather than freehold must be considered. This is contrary to the prevailing practice of housing delivery on South Africa.

¹⁷ Leveson, 2001

¹⁸ Leveson, 2001

The housing policy has to date focused on private delivery and private ownership. There is a strong move away from the holding of property by the state. Furthermore few housing institutions exist to manage social or collective housing options. It is however to this emerging form of institutional housing management that the Renewal project is likely to have to turn.

The challenge to 'upgrade, but not too much'

The balance of unlocking the economic potential of Alexandria, including of its land value against the need to provide continued protection and accommodation for the poor for whom Alexandria is their only access to the opportunities of the city is acknowledged in the project. It is the marginalised who are likely to be displaced as the intended or unintended consequence of any upgrading efforts. Even in the light of planning principles that expressly minimise relocation, the displacement of people as land values increase and owners are able to extract higher rentals for property is inevitable. The protection of the rights of tenants as well as the rights of owners in this context will be highly demanding. Protecting the poor from the ravages of land markets and the inequities of the city is no longer a simple racial equation. New class divisions are emerging and new marginalised groupings exist beneath the fabric of areas such as Alexandria.

The challenge of coping with the AIDS epidemic

Data on the level of infection of the population of Alexandria specifically is not available but it is possible to extrapolate from national and regional statistics. These put the infection rate at between one and two persons out of every five between the ages of 20 and 30. Clinic doctors estimate that 35% of their new patients in Alexandria are HIV positive. What is certain is that planning for Alexandria cannot be effectively undertaken in the absence of a scenario of the likely impact of AIDS on housing and on health, social and welfare structures. The enormity of this epidemic is confronting national government where policy in the arenas of housing, health and social welfare is being forged. In many ways Alex will have to be a pilot site for the testing of ideas and programmes and for innovating responses to a crisis of disease, death and parentless children. Thusfar the project has identified that intervention needs to hinge on:

- An understanding of the scale and nature of the epidemic in Alexandria;
- The prevention of the spread of the disease;
- The support and care of people living with HIV/AIDS;
- Managing the impact of AIDS on children, family members etc. This will include co-ordinating the services of health, welfare and education sectors. It will rely on developing a community based care system which does not presently exist; and
- Co-ordination of initiatives in the project and of these initiatives with other local, regional and national programmes

In spatial terms The effects of the AIDS crisis is partly public but mostly private. The response in terms of facilities and public space is going to be critical for the population that is increasingly suffering the devastation of this disease. But it is behind the property lines that the battles for resources will be fought, that the households facing death, orphaning and illness will struggle with their spatial needs. The opportunity to affect house design, multiple household accommodation and semiprivate open space and street space must be grasped.

The challenge of tipping the spiral of decline towards a cycle of investment

It is the hope of planning projects that intervene in areas where physical decline is established to inject the right formula that will tip the scales towards an upward cycle, one in which investment and improvement are not only visible but are sustained. The challenge of investing in the public realm is to create the public environment that gives a strong signal of public faith in Alexandria and is followed by private investment. While state subsidies will be necessary to bring the housing environment to a healthy and safe level, it is the private response - through the extension of credit for housing investment, and the investment by private individuals in their properties - that will signal real upward change.

It is the extent to which income can be generated at the level of individual households that will ultimately be the difference between just tweaking at the edges of Alexandra's development and making a meaningful difference. As Mayekiso notes, "without economic improvement that we can witness in our daily lives, faith in the government will wane"¹⁹

The challenge of beating criminality and gangsterism

Linked to the spiral of decline are pervasive criminality, gangsterism and the absence of the rule of law at many levels in Alexandra. In his book on township politics in Alexandra, Mzwanele Mayekiso, a prominent civic leader of the 1980s warns visitors to Alex: "As an outsider, there is a fair chance you will be mugged if you walk these streets carelessly"²⁰. Elsewhere he talks of thugs with guns, youth prostitution, alcoholism, abuse and rape. The exploitation of tenants and subtenants which is poorly understood has been alluded to already and Mayekiso talks of conflicts over who has the right to remain on property in this context of shacks and multiple family dwellings. This is not the only picture that Mayekiso paints of Alex. He also vividly brings to life the vibrancy of street life, of the informal sector of nightlife and music and children and taxis creating an energetic world amidst the filth of litter, sewerage, dusty roads and smoke filled skies. There is a community of regular citizens that suffers the lawlessness every day. Yet plans have been scuppered and failed at the hands of lawless sectors of communities intent on maintaining a status quo in which their criminal gains can thrive. Can the planning exercise harness and work with the energies of the ordinary citizens of Alexandra who seek improvement? Will the improvements aid in neutralizing the criminality borne of desperation? And will the political force and authority at the level of the police and of local government support the planning that may drive to the heart of exploitative land practices and the vehicles of bribery and corruption that operate?

Conclusion

Alexandra is not a 'nice' place. It is not a safe environment, not a healthy environment, not an environment that can support, encourage and sustain economic growth vital to its residents' upliftment.

And yet this extraordinarily dense, dynamic environment is so rich, so layered, so impenetrably organised at many levels. It is vibrant and it is indestructible. Against all odds and amidst extraordinary repression and planned and actual removal, a township has grown and bulged on the outskirts of Johannesburg. It is a place that has many times proven that it will not be planned away and it will not be socially engineered to fit any utopian vision of a 'nice environment'. Rather Alexandra is likely to defy all attempts at simplification and to remain a complex multi-layered social and spatial lattice.

Alexandra has seen the likes of us before; fresh faces of planners eager to 'fix' it do not surprise Alex. As we step forward also to intervene in this Nobody's Child and Some Kind of Heaven we need to listen and look closely at what makes and sustains Alexandra.

The planning challenges articulated above are intended to provide an inroad to looking more closely at the complexity of Alexandra. Debate and consideration of the impacts of possible strategies in the light of the history and context of Alex are essential. Such reflection will serve to root planning decisions responsibly.

Acknowledgements

¹⁹ Mayekiso, 1996, p267

²⁰ Mayekiso, 1996, p18

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