

COMMUNE POLICY

AUGUST 2009

CITY OF JOHANNESBURG MUNICIPALITY

Development Planning and Urban Management

TABLE OF CONTENTS

1. INTRODUCTION	
1.1. Background.....	
1.2. Student Housing Policy versus Commune Policy	
1.3. Need for Policy	
1.3.1 Affordable Accomodation	
1.3.2 Illegal Uses	
1.3.3 Slum Lording	
1.3.4 Town-planning considerations	
1.3.5 Crime	
2. POLICY OBJECTIVES.....	
3. APPLICABLE LEGISLATIVE FRAMEWORK	
3.1. Town Planning Schemes	
3.2. Housing Act,1997	
3.3. The Rental Housing Act,1999	
3.4. City of Johannesburg Spatial Development Framework (SDF).....	
4. METHODOLOGY	
5. PUBLIC PARTICIPATION.....	
6. POLICY PROPOSALS.....	
6.1. Definitions	
6.2. Application of Policy	
6.2.1 New Commune Applications	
6.2.2 Illegal Communes	
6.2.3 Existing Authorised Communes (Boarding Houses)	
6.3. Commune Guyidelines and Standards.....	
6.3.1 Number of Tenants in Communes	
6.3.2 Provision of Parking	
6.3.3 Environmental Health and Emergency Management Services	
6.3.4 Building Standards and Requirements	
6.3.5 Commune Management	

7. REQUIREMENTS FOR COMMUNE ESTABLISHMENT

7.1. Requirements

7.2 Procedures

7.3 Contravention

8. MONITORING AND COMPLIANCE.....

Appendixes

Appendix A : Case Study (Auckland Park and Surrounding Areas)

1. INTRODUCTION

1.1. Background

A significant number of students attending the tertiary institutions in Johannesburg are from areas outside of the City, which necessitates the need for accommodation in areas that are conveniently located close to the Universities and Colleges. The same housing need is experienced by the young working class seeking employment or already employed within the City of Johannesburg. The trends also indicate that students prefer to live and work closer to an area where they studied even after completing their studies.

The proliferation of dwelling houses that are used to house students and entry-level working class has resulted in conflict between local communities and the commune operators. Local residents have frequently cited the following concerns in recent years:

- High incidence of anti-social behaviour including noise, particularly late at night.
- Regular partying with associated excessive noise levels.
- Littering.
- Traffic congestion and illegal parking, especially in front of driveways and on pedestrian walkways.
- Overcrowded houses.
- Alteration of the residential character of certain properties.

In light of the fact that communes tend to be viewed by the general public unfavorably, it is the aim of the City to implement adequate and appropriate control measures so that these developments become desirable establishments.

1.2 Student Housing Policy versus Commune Policy

Initially the policy was introduced as the “Student Housing Policy” for ease of reference to the issues relating to these establishments. However, the City acknowledges through this policy that not every communal accommodation is exclusively for students. It is recognized that the typical tenants in a commune tend to be transient, irrespective of whether they are students or entry-level workers. The policy focuses on communes irrespective of who lives there to address the broader challenges in a holistic manner, hence the name “Commune Policy”. The word “commune” in this policy is in line with the definition in the Draft Consolidated Johannesburg Town Planning Scheme 2009.

1.3. Need for policy

1.3.1 Need for affordable accommodation

The establishment of students and/or workers “communal accommodation” is not unique to the City. It is an international trend experienced especially in areas where tertiary institutions of learning are established. The phenomenon of “student areas” is a growing trend around the world and places where tertiary institutions exist. It is futile therefore to believe that prohibiting the establishment of communes will make them disappear. Furthermore communes serve a housing purpose for a targeted group of the population and it is the City’s responsibility to plan for better integration of these uses within the urban fabric.

Communes are mostly affordable to students and entry-level workers. They also serve to provide a choice in housing typologies in line with the City's Spatial Development Framework on housing and densification strategies as well as principles of Breaking New Ground and inclusionary housing. Although the Rental Housing Act of 1999 governs rental accommodation, the City ought to balance the community's needs with providing convenient location for students and workers close to their areas of education and employment.

Overall, communes provide an income base for owners and renters of such accommodation while fulfilling the need for suitable, affordable accommodation in convenient locations.

1.3.2 Illegal Uses

Not only have unauthorized commune establishments continued to mushroom without any formal regulation, but some of the authorized commune establishments have also contravened conditions of approval that were imposed by Council.

1.3.3 Slum Lording

The residents are not only concerned about the communes, they are also concerned about slum lording and the general decay of the residential area as a result. The slumlords often take advantage of less fortunate students and low paid workers and have them overcrowded in inhumane conditions for profit. These owners live elsewhere, causing decay in environments they themselves do not have to live in.

Many problems arising from Communes are intensified due to lack of accountability on the owner's part. This is to be rectified through conditions and standards proposed in this policy.

1.3.4 Town-planning considerations

Whereas Residential 1 zoning in most cases does allow the erection of buildings that can be utilized for communal accommodation, the zone does not make provision for the utilization of dwelling houses for communes as a primary right. Judging by the number of complaints received from the local communities, the need to regulate communes in dwelling houses is apparent. It is necessary to formulate guidelines and standards to guide the approval of communes and to ensure that the land use is managed effectively.

1.3.5 Crime

Crime has also been associated with student communes, especially in the Auckland Park and surrounding areas as the area houses two prominent Universities i.e. University of Johannesburg and Wits University.

It has been illustrated through engaging with different stakeholders including the Police that students are mostly not the cause of crime and in most instances they are the targeted victims of crime. This suggests that communities with a high number of students may be impacted by the crime rate.

2. POLICY OBJECTIVES

The objective of the Communes Policy is to improve the decision making process by which commune applications are evaluated, assessed and finalized by:

- Enabling and simultaneously ensuring adherence to the principles and intent of both the Housing Act and the Rental Housing Act, particularly pertaining to the provision of a variety of (affordable) housing opportunities in the rental market.
- Setting guidelines and standards for premises to be used for communes.
- Providing safe, affordable and varied housing options in line with National Building Regulations and the City's Public Health by-laws.
- Providing for management strategies for all premises used for communes.
- Outlining the application process for the communes.

These key factors, aligned with existing policy objectives such as the Regional Spatial Development Frameworks, Transit-Oriented Development and Inclusionary Housing will ensure effective growth management of the communes within urban spaces.

The overarching rationale for the policy is that the community and other interested or affected parties will have adequate information on the application process and requirements as well as standards for all communes.

3. APPLICABLE LEGISLATIVE FRAMEWORK

3.1 Town Planning Schemes

Communes, which mostly happen in Residential 1 stands (dwelling houses), are regulated through the provisions of a number of Town Planning Schemes within the City of Johannesburg. These different Schemes use different names for these communes (i.e. boarding house) and provide for different processes for their regulation.

The Consolidated Johannesburg Town Planning Scheme was adopted by Council in May 2009 and it provides for a more streamlined process across the City. The definitions used in the policy are consistent with the Consolidated Johannesburg Scheme. Applications for communes will be submitted in line with the Consolidated Johannesburg Town Planning Scheme, only once it is promulgated.

3.2 Housing Act of 1997

The act states that housing process should provide a choice of housing and tenure options, as is reasonably possible.

3.3 The Rental Housing Act 50, 1999

The Act obliges government to promote a stable and growing market that progressively meets the latent demand for affordable housing by improving conditions of rental housing. It also relates the provision of rental housing stock to locations that optimize the use of existing urban transport infrastructure.

3.4 City of Johannesburg Spatial Development Framework (SDF)

The City's densification strategy promotes the optimal use of land and provision of accommodation in close proximity to urban opportunities to ensure a mix of typologies and income groups.

4. METHODOLOGY

In order to compile a policy that appropriately responds to the current challenges, the methodology that was followed includes the following:

- Desktop study undertaken on international and local trends relating to communes, especially relating to student accommodation and what measures were put in place to resolve the situation.
- Consultation with the Universities, commune operators, student community, Council Departments, Ward Councillors and the residents. Three public meetings were held at the University of Johannesburg with stakeholders in the commune establishments
- Analysis of the Auckland Park and surrounding areas (attached as appendix A).

5. PUBLIC PARTICIPATION

The following Public Meetings were held with stakeholders in the compilation of this policy:

- 3 December 2008 – University of Johannesburg.
- 3 March 2009 – University of Johannesburg.
- 29 April 2009 – Region B (Ward 69).
- 30 April 2009 – Melville (Ward 87).
- 2 June 2009 – University of Johannesburg

These meetings were well attended by the affected communities, Universities, City Departments, commune operators, town planning consultants, students and other interested parties. The policy was widely participated with residents in Auckland Park and surrounding areas, which are mostly affected by the commune establishments in the City of Johannesburg due to the two universities located in the area.

Furthermore, the draft policy was published on the City's website and circulated widely for comment to various stakeholders throughout the City. The policy was also e-mailed to all internal City Departments and Municipal Owned Entities. Comments received were considered in finalizing the policy.

6. POLICY PROPOSALS

The policy focuses on communes (residential houses converted to student or worker accommodation or a combination of both) on Residential 1 stands.

6.1 Definitions

The definitions below align with the content of the Draft Consolidated Johannesburg Town Planning Scheme. These definitions may be amended slightly, should the definitions in the Draft Consolidated Town Planning Scheme be amended before promulgation.

“Approval” Means any approval granted by the Municipality in writing with or without conditions.

“Dwelling House” Means a detached self-contained inter-leading suite of rooms containing a kitchen with or without an ancillary scullery and the appropriate ablutions, used for the living accommodation and housing of one family, together with such outbuildings and subsidiary dwelling unit as is ordinarily permitted therewith, as long as the subsidiary dwelling unit comply with the process stipulated in the Town Planning Scheme in Use Zone “Residential 1”; provided that a second kitchen, which is to be used for religious purposes and which is physically connected with the first kitchen, may be provided to the satisfaction of the Council.

“Commune” Means a dwelling house where the habitable rooms are rented out for an extended period to unrelated persons who share the communal facilities such as the kitchen, lounge, dining room and bathrooms.

“Consent” Means permission granted by the Council, after due consideration of all relevant facts and after following a reasonable and lawful process, in terms of which a specific aspect of land management is permitted, in addition to the primary use rights applicable to the property concerned, i.e. Clauses 39 to 41.

“Owner” The registered owner of the land, which shall include the holder of a long term lease, or the holder of a land tenure right such as permission to occupy certificate, deed of grant, leasehold or initial ownership, a designated executor, administrator, guardian or holding any other official capacity, any successor in title, a duly authorized agent”

“Public Nuisance” Means any act, omission or condition which, in the Council’s opinion is offensive, injurious or dangerous to health, materially interferes with the ordinary comfort, convenience, peace or quiet of the public or which adversely affects the safety of the public, having regard to:

- i. The reasonableness of the activities in question in the area concerned, and the impacts which result from these activities; and
- ii. The ambient noise level of the area concerned.

6.2 Application of the Policy

6.2.1 Applications for new Communes

The policy proposals will be applicable to all single residential stands (i.e. zoned Residential 1) throughout the City of Johannesburg. Applications for communes will be assessed on individual merit in relation to the character of the area.

6.2.2 Illegal Communes

Any illegal commune will have to undergo the necessary application process put forward within this policy to avoid possible prosecution. Submission of the application does not guarantee approval thereof.

Illegal communes are given an amnesty period of six months starting in August 2009 to allow the owners to rectify the illegality of the use, provided that the use does not cause disturbances, in which case the municipality will take the necessary legal steps to address the disturbances in terms of the relevant by-laws. If the illegal communes have not been rectified within the amnesty period, the necessary legal steps will be taken to address the contravention of the relevant Town Planning Scheme.

6.2.3 Existing authorized communes

Where communes have been established by prior approvals by Council and the conditions of that prior approval have been met, this policy does not apply. The policy will however be applicable if any of the conditions of approval are amended.

6.3 Commune Guidelines and Standards

In order to regulate the communes, guidelines and standards are provided. Standards are required in relation to number of tenants, number of communes allowed in a precinct, the parking requirements, environmental standards as it relates to health, safety and building requirements as well as guidelines to manage the communes.

6.3.1 Number of tenants in a Commune

Communes are located within established residential areas and must be in harmony with the existing character. At the same time a need exists to accommodate affordable housing options throughout the City of Johannesburg.

The policy attempts to create a balance between the character of the established neighbourhood and the need to accommodate the housing need by limiting the number of occupants 8 (including the caretaker), in line with the number of bedrooms that are ordinarily available in a dwelling house. Special representation and motivation based on the character of the area and a number of bedrooms in the house (as per the approved building plan) prior to June 2009, is required for a maximum of 10 occupants. This is also to encourage compliance with the other standards in this policy based on the average number of tenants allowed in current establishments throughout the City.

Where the proposal is to accommodate more than 8 - 10 people, the auspices of the Commune Policy will not apply. Such proposals will require a rezoning to Residential 3 or 4 and/or consent for land uses such as boarding houses or residential buildings in terms of the relevant Town Planning Scheme. The provisions of the City's Densification Strategy and the prevailing Regional Spatial Development Frameworks (RSDF's) would inform choices about the appropriate locations of these intense uses, together with the merits of each application.

Generally high density residential establishments should be located:

- Within 1km walking distance from the university/college entrance/s.
- Within 2km from Phase 1 BRT.
- Within 500 m from mobility roads and spines with access to public transport.
- Sites that will provide transition/buffer between the core residential area and uses of more intensity such as businesses.

The number of communes within neighbourhoods should also be considered in the evaluation of applications. The desirable number should be considered in relation to the role and function of a neighbourhood. Further consultation is necessary and should be undertaken as part of the review process of the Regional Spatial Development Frameworks.

6.3.2 Provision of Parking

The parking norm is one parking bay per two tenants for residential developments and this will be applied to communes. The relaxation of these parking requirements will be considered on motivation, as it is recognized that students generally have less cars than the average resident and factors such as proximity to the tertiary institution and public transport options are relevant.

Overnight parking on pavements/ road reserve is not permitted.

6.3.3 Environmental Health and Emergency Management Services

The health requirements as stipulated in the City's Public Health By-Laws shall be adhered to at all times, for example no cooking of meals shall be permitted in individual bedrooms or any common area except in an area designated on an approved building plan as a kitchen. No Commune shall be operated from a house without a valid health permit issued by the City's Department of Health. This permit must be applied for and obtained after Town Planning approvals have been granted.

The commune establishment shall not create a nuisance. No excessive noise, human or amplified, will emanate from a commune establishment.

The requirements of the Emergency Management Services shall be complied with, including the prominent display of the street address and the provision of a 4,5kg dry chemical powder fire extinguisher to be kept safely in the house.

6.3.4 Building Standards and Requirements

The National Building Regulations shall be adhered to at all times. The following standards shall furthermore apply:

- Communes can only be operated from an approved dwelling house, an approved second dwelling or a combination of the two.
- Not more than two tenants may be accommodated in any double bedroom and such double bedroom shall have a floor area of not less than 14 square meters.
- Not more than one tenant may be accommodated in a single bedroom, and such single bedroom shall have a floor area of not less than 7 square meters.
- Communal bathrooms shall be provided in a ratio of 1 bathroom per four tenants.
 - A bathroom shall consist of at least:
 - A water closet (toilet).
 - Shower/Bath.
 - Hand washbasin.
- Provision shall be made for a common room(s) and kitchens within the student commune in the following ratio:
 - Kitchen 0.8m² per tenant.
 - In-house recreation area (excluding passages) 0.8m² per tenant.
- The provisions of the Heritage Authority shall be complied with for any proposed alterations or additions to a dwelling house that has heritage value in line with the relevant heritage legislation.
- The residential character of the dwelling house shall not be altered in such a manner that, in the opinion of Council, it may detract from the character of a dwelling house. Communes should be managed in such a way as to respect the appearance of the neighbourhood. This means for example that all parking areas, drying yards and entertainment areas shall be screened from neighbouring residential properties and or public streets.

6.3.5 Commune Management

All communes should have a person designated for management living on the property. This may be either the owner or appointed caretaker/manager of the commune, who may also be a tenant in the same commune, who shall reside permanently on the property for management purposes and accountability. The commune management shall be responsible to ensure that a compulsory sign, not exceeding A3 size, shall be posted on the front boundary treatment of the property. The signage must have a 24hr telephone number and an e-mail address where the residents/neighbouring community can contact the commune manager in case of any disturbances/emergency.

7 REQUIREMENTS AND PROCEDURES FOR COMMUNE ESTABLISHMENT

7.1 Requirements

Applications have to be submitted when 2 or more unrelated persons (persons not living as one household) are charged rental for accommodation on one property with or without the owners of the house living on the property. Relevant applications must be submitted to Council and approved for all communes prior to operation of the said use.

Permission granted to operate a commune establishment shall be attached to the property and not the property owner or commune establishment operator.

The recommended ratio of communes shall be 20% of the Residential 1 properties per township.

7.2 Procedures

- Applications shall be submitted to the Executive Director: Development Planning and Urban Management in the City of Johannesburg.
- Applications shall entail the necessary documentation as required in terms of the application forms.
- The required process for notifying interested and affected parties must be adhered to.
- The department responsible for Development Planning in the city will assess the application and either refuse it or approve it, subject to specified conditions. The City reserves the right to impose any other condition not stipulated in this policy upon approval of the consent use.
- If there are objections to the application, the matter will be referred to the Planning Committee of the City of Johannesburg and such Committee will at the scheduled hearing make a decision based on the facts presented to them. An appeal may be lodged to the Provincial Townships Board if any parties to the Planning Committee hearing want to challenge the decision by the local authority.
- The owner may be required to submit to a site development plan for approval at the consent approval stage indicating adherence to the development standards listed herein.
- Building plans shall be submitted for the alteration of a dwelling house to a commune.

7.3 Contravention

A consent or approval granted by Council in terms of the applicable Town Planning Scheme shall be subject to termination by the Council if any breach of a condition upon which such consent or approval was granted is not remedied in compliance with a notice served by the Council upon the owner or occupier of the site concerned.

The notice referred to above shall require that the breach be remedied within a specified period, and thereafter the owner shall be afforded a hearing relating to the breach.

Appropriate legal action will be taken on any contravention of any other Council requirements in terms of this policy or any other policy/by –laws.

8 Monitoring and Compliance

The City of Johannesburg, the operators of communes and the tertiary institutions all have a role to play in the successful implementation of the policy.

The City's role is to:

- Receive and process commune applications.
- Enforce by-laws and the conditions of consent.
- Terminate the Consent if not complying with conditions of approval.
- Issue Health Permits and Health Inspections.

- Keep and update the database for approved communes.

The commune operators must:

- Submit an application for a commune.
- Keep the premises and buildings in a clean, hygienic and good condition at all times.
- Take adequate measures to eradicate pests on the premises.
- Maintain the garden in the property and in front of the property at least once a week.
- Provide the tenants with a formal contract/lease agreement, which includes a code of conduct to be signed by the tenants and the operator.
- Register with the tertiary institutions if housing students.
- Ensure that provisions of the Rental Act are adhered to.
- Ensure that the commune establishment does not create a nuisance.

The tertiary institutions should:

- Develop a system to accredit suitable student accommodation.
- Educate students about various accommodation options.
- Educate students on their responsibilities as good tenant in a residential area and provide codes of behaviour for students off campus.
- Provide accommodation for 20% of their registered students in line with the requirements of the Department of Education.

APPENDIX A: CASE STUDY- Auckland Park and Surrounding Areas

1. Background

A significant number of students attending the University of Johannesburg, University of Witwatersrand and other tertiary institutions in the study area are from other areas outside of Johannesburg, which necessitates the need for accommodation in areas that are conveniently located close to the Universities. The area also provide places of employment such as the SABC, ABSA call centre and other businesses that especially recruits young professionals who tend to look for accommodation in the area.

This makes the area a major hotspot for illegal communes within the City of Johannesburg in relation to dwelling houses.

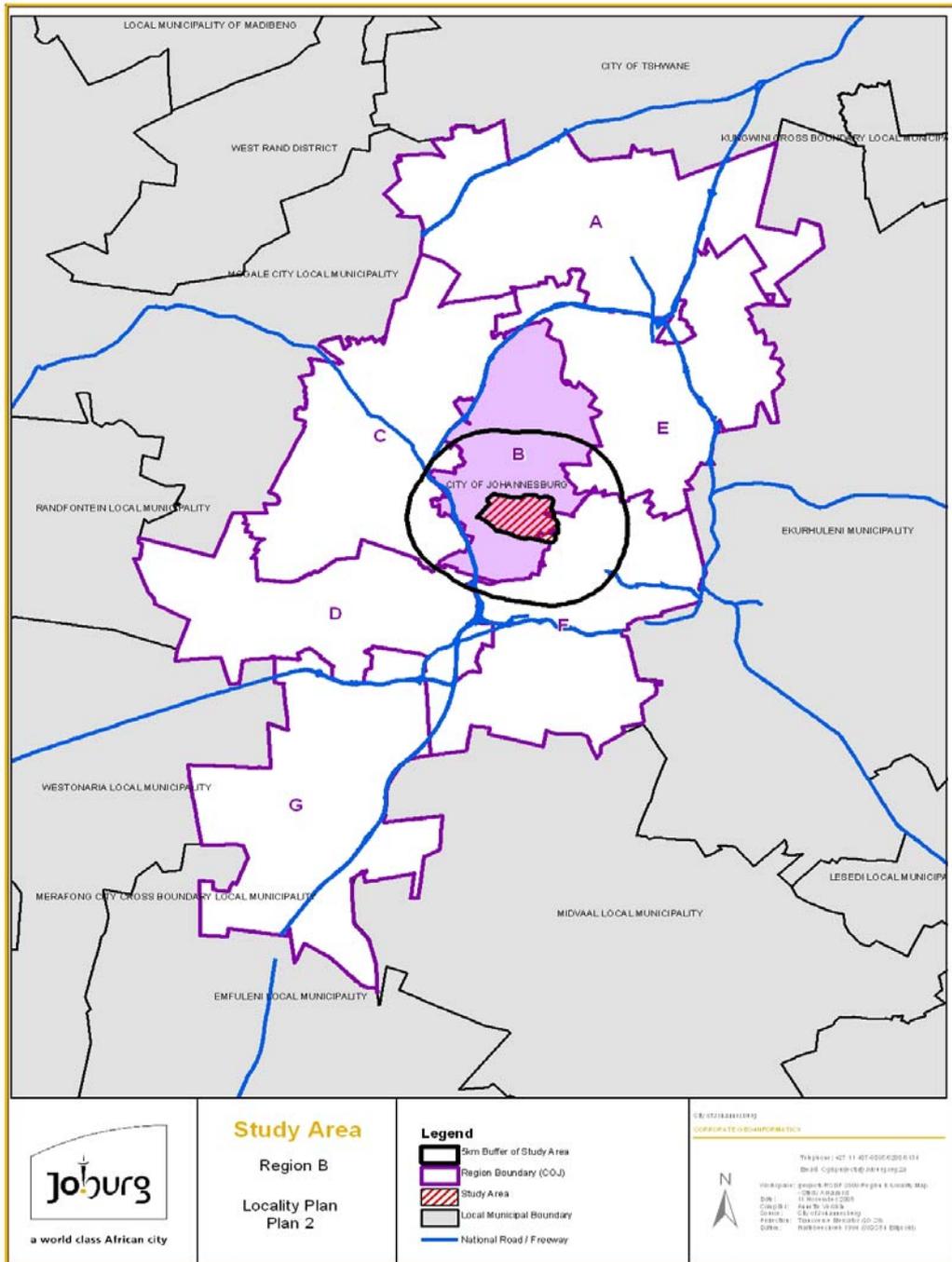
The community has expressed dissatisfaction with lack of proper regularization of these establishments. The common cases of concern are around noise; property values, safety and security although there is no proof to substantiate that the students actually commits the crimes.

Both the University of Johannesburg and Witwatersrand University are registering approximately 63 000 students of which they only provide accommodation for 15 000. The implications are that the other students that do not live in areas where they are able to commute have to be accommodated in the nearby neighbourhoods.

The costs of University residences have also been highlighted as one of the reasons why students choose alternative accommodation. Often these students are less fortunate and become victims of unscrupulous landlords.

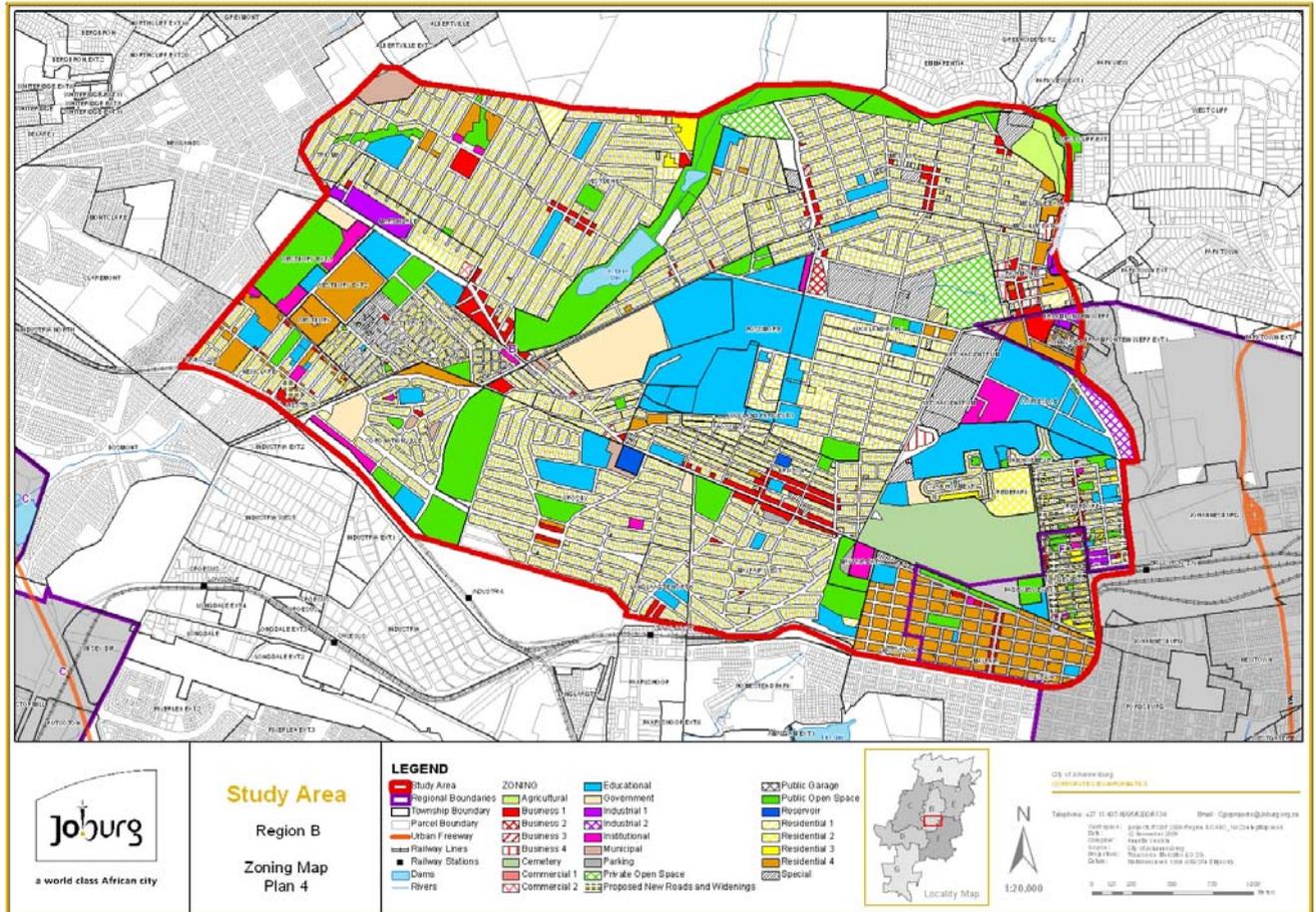
2. Analysis of the Study Area
 2.1 Locality

The study area is located in the most central part of the City of Johannesburg in Region B (Refer to Plan 2)



2.2 Broad Zoning

The study area is characterized by mixed uses including residential, educational, offices and retail uses, which makes it an ideal residential location for students and the working class. (Refer to Plan 4)



2.3 Transportation

The area is defined by the Phase 1 BRT, which is a major Public Transport Initiative that will provide an effective Bus System (Bus Rapid Transit (BRT)) through the area. 80% of the study area is within a kilometer radius from the BRT, which gives the area an advantage for commuters to the different land uses in the area and for further mobility to other points of destination within the City.

Other major roads such as Main, High Street, Portland, Kingsway, University and Ripley Roads exists within the area making it highly accessible from the Johannesburg CBD and various areas in the City including Roodepoort , Randburg, Sandton,Soweto and the eastern parts of the City.

The BRT will allow enable students housed off-campus to access easy public transport to the universities.

2.4 Applicable Precinct Plans

The following Precinct Plans are applicable for the area:

- NCB Urban Development Framework 2008 (Brixton, Newclare, Bosmont, Montclair,Westbury, Mayfair West, Hursthill, Corronationville, Rossmore),2008
- Auckland Park, Wesdene, Melville Precinct Plan, 2004
- Pageview/Vrededorp Urban Design Framework, 2007

3. Need for accommodation in the area

3.1 Student Accommodation

The University of Johannesburg (UJ) audit report listed the student numbers for 2008 and projected that there will be an average growth of 5% in post graduate enrolment. Because of the “full” occupancy level of the Bunting Road and Kingsway Campuses’ the growth is planned to be accommodated mainly at the Soweto Campus. From the information supplied in the audit report it can be deduced that the need for accommodation is currently 35000 and will grow to approximately 45500 in 2014 as per the table below:

		2008	2009	2010	2011	2012	2013	2014
Kingsway Campus		25900	26418	26946	27485	28035	28596	29168
Bunting Road Campus		8100	8262	8427	8596	8768	8943	9122
Doornfontein Campus		8400	8568	8739	8914	9092	9274	9460
Soweto Campus		2000	3372	4838	6403	8073	9854	11751
Total		44400	46620	48951	51399	53968	56667	59500
Less:								
Less provision for Home Bound Students	10%	4440	4662	4895	5140	5397	5667	5950
Students Seeking Accommodation		39960	41958	44056	46259	48572	51000	53550
Less:								
Campus Accommodation Supplied		5000	5000					
Campus Accommodation Planned	20%			6608	6939	9714	10200	10710
Remaining Students Seeking Accommodation		34960	36958	37448	39320	38857	40800	42840
Accommodation need per campus:								
Kingsway Campus		20393	20943	20614	21026	21447	21876	22313
Bunting Road Campus		6378	6550	6447	6576	6707	6841	6978
Doornfontein Campus		6614	6792	6686	6819	6956	7095	7237
Soweto Campus		1575	2673	3701	4899	6176	7538	8989
Total		34960	36958	37448	39320	41286	43350	45518

It can be stated that approximately 10% of the above number will due to various circumstances still opt to travel. Accepting that the current trend will continue, the table below illustrates that the need for student housing around the Kingsway and Bunting Road Campuses’ accommodation for 24000 students in 2008 and the need will grow to 26300 in 2014.

		2008	2009	2010	2011	2012	2013	2014
Kingsway Campus		20393	20943	20614	21026	21447	21876	22313
Bunting Road Campus		6378	6550	6447	6576	6707	6841	6978
Total		26771	27493	27061	27602	28154	28717	29291
Less								
Provision for Distant Learning	10%	2677	2749	2706	2760	2815	2872	2929
Nett Projected Accommodation Need		24094	24743	24355	24842	25339	25845	26362

If the University of the Witwaterand is added to the above equation the need for accommodation increases substantially. According to the general facts published by WITS (<http://web.wits.ac.za/AboutWits/WitsToday/WitsFacts.htm>) their student numbers were 25430 in 2007. The University has 18 residences, which accommodate 17% of the student population. In applying the same scenario and rationale as per UJ the need for student accommodation stemming from WITS amounts to approximately 17000.

The enrolled students require accommodation for a host of reasons such as:

- They come from far (outside of Gauteng)
- They currently reside not within reach of the institution due to the absence of public transport and or the cost of public transport is too high
- They need access to the facilities of the Institution almost on a 24 hour basis.

The total number of students needing accommodation is therefore currently estimated at 41 000 for both the Universities, not including the Film school and Damelin which normally do not attract a large number of students from other Provinces.

3.2. Need for workers accommodation in the area

The Universities contribute to a number of workers that need to be accommodated in the study area, which may not necessarily be in communes. There are also a number of institutions that recruit a large number of young professionals such as the ABSA call Centre and the SABC Media Centre in the area. The entry-level workers often seek for affordable accommodation and when they are established they often move to private accommodation within the area or elsewhere. The workers that live in communes are often as transient as students, with the difference in the period-spent living in communes.

4. Specific Interventions for the Study Area

These are interventions over and above what the policy document prescribes. Where it has not been specified, the provisions in the main policy document shall apply.

It should be noted that the need for accommodation would not be met in the study area alone. Communes will be supported throughout the City to reduce the pressure on the study area. There are also opportunities for higher density developments within properties owned by the Universities to meet some of the student accommodation demand.

4.1 Interventions per Zone

The two zones are illustrated in Plan 5 above

4.1.1 Zone 1

The demand for communal accommodation for students and workers cannot be looked in isolation to the capacity of the area to provide additional accommodation in high- density developments. This zone broadly illustrates areas that are earmarked/suitable for high densities within the study area.

The area is approximately 136 ha and has a potential for 13600 additional units based on an average of 100 dwelling units per hectare. In areas where there is a Development Framework, the level of densification will be in line with the relevant framework for the area.

The following guidelines relating to provision of student accommodation shall apply:

- Minimum land parcel for a student residential building shall be 2500m² (10% deviation)
- Densities of up to 500 du/ha may be considered
- Height and coverage to be considered on site-specific merits

The pressure for communes relates directly with the pressure for affordable housing in general, therefore, the provision for additional accommodation in higher density developments will relieve some of the pressures to convert residential houses into communes.

4.1.2 Zone 2

This zone broadly illustrates areas that are predominantly Residential 1 in nature. There may be a percentage of business and other uses in the area (calculated at 10%). (Refer to Plan 4). The area consists of approximately 8000 Residential 1 properties at an average of 500 square metres. It has potential to accommodate 16000 tenants assuming a 20% take up in commune establishment. The figure, together with the densification potential for 13600 additional units is sufficient to accommodate a large percentage of the short-term demand for accommodation in the study area. Due to the large areas earmarked for High Density as well as the projected need for student accommodation in the area, it is reasonable to allow for a lower percentage of communes in the area. This is to ensure that the growth of communes is managed and other areas of the City can also absorb the demand.

The following guidelines relating to provision of communal accommodation in dwelling houses shall apply:

- Maximum of 8-10 tenants per Commune with a 20% deviation in cases where a house is large enough to accommodate 2 additional tenants, provided that the building plans for the subject house would have been approved before June 2009.
- The ratio of communes shall be 20% of the Residential 1 properties per township. Care needs to be taken to distribute communes evenly within Zone 2 to avoid a concentration of communes in one particular area.

5. Monitoring and Compliance

5.1 Task Team

A task team is proposed to deal with issues of monitoring and compliance in the Study Area. The said team should meet periodically to deal with issues relating to the implementation of the Commune Policy in the Study Area.

The Committee will lead by the City of Johannesburg and will consist of representatives from:

- Environmental Health/ Service Delivery
- Development Management (Building Control/LUM/Law Enforcement)
- SAPS
- JMPD
- Councillors
- Business
- Student Accommodation Forums
- Residents Association

The City of Johannesburg is also responsible to set up the task team.

5.2 Partnerships

The policy support Universities and property owners who wish to enter into agreements relating to provision of student accommodation in one or both of the Scenarios below:

Scenario 1

Private property owners builds and maintains facilities while the Universities would provide for admissions, tenant management and residence life programs. This form of partnership would depend on the needs of the Developer and the University

Scenario 2

The owner builds and maintains, providing for admissions in consultation with the University, manages the tenants, with the university undertaking a disciplinary action in cases where there is misbehavior in terms of the agreed code of conduct. An agreement needs to be signed between the University and commune owners to adhere to the University Student's Code of Conduct and expectations for behaviour.

5.3 Student Accommodation Forum

The establishment of a forum of communes by owners/renters, approved by the Universities to provide acceptable student accommodation is supported. In this case, Universities would market the communes according to an agreement with the Forum and discipline the students in cases of misrepresentation in such establishments. The affiliation to the forum by commune operators shall not be mandatory.

In order for the forum to be effective, it is recommended that there is only one forum established in the study area relating to communes/student accommodation.

The role of the forum will include, but are not limited to:

- Consultation with the Universities on an acceptable Code of Conduct
- Monitoring the implementation of the Policy in Consultation with the City of Johannesburg (Development Planning and Urban Management Department)
- Implementation of Commune Policy Standards.
- Provision of quality accommodation

An accreditation scheme for communes in Johannesburg could be formed to de-merit outperforming communes and provide choice of a standard of living for parents and students/workers who want to know beforehand the conditions of living in the registered communes. This will raise student/workers expectations of the quality and management of accommodation provided by the members of the forum
